

Guam Adult Drug Court Outcome Evaluation

FINAL REPORT



Submitted by:

NPC Research

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March 2007



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EXECUTIVE SUMMARY

Background

In the past 15 years, one of the most dramatic developments in the movement to reduce substance abuse among the U.S. criminal justice population has been the spread of drug courts across the country. In a typical drug court program, participants are closely supervised by a judge who is supported by a team of agency representatives that operate outside of their traditional adversarial roles including addiction treatment providers, prosecuting attorneys, public defenders, law enforcement officers, and parole and probation officers who work together to provide needed services to drug court participants. “The emergence of these new courts reflects the growing recognition on the part of judges, prosecutors, and defense counsel that the traditional criminal justice methods of incarceration, probation, or supervised parole have not stemmed the tide of drug use among criminals and drug-related crimes in America” (Hora, Schma, & Rosenthal, 1999).



Guam’s drug court movement began in the mid-1990s with the emergence of the “ice” (crystal methamphetamine) epidemic. Nationwide, there was an unprecedented increase in drug-related offenses, particularly with crack cocaine, that significantly impacted the criminal justice system. Following national statistics, Guam’s increase of drug offenders, particularly “ice” offenders, rose to staggering numbers, thus impacting an already over-burdened justice system that was unprepared for this occurrence.

An examination of statistics from the Guam Uniform Crime Report shows relatively high numbers of substance abuse arrests for adults, despite extremely limited law enforcement activities targeting drug crimes. In 1998, there were 418 drug-related arrests and 70% involved methamphetamine. Because of these statistics, Guam was awarded a Program-Planning Grant in 1998 and a Drug Court Implementation Grant in 2002. In August 2003, Guam held its first Adult Drug Court session. The implementation grant also provided funds for evaluation and NPC Research was hired to perform a process and outcome study of the Guam Adult Drug Court (GADC).

This report contains the GADC outcome evaluation performed by NPC Research. GADC participant outcomes were compared to outcomes for a matched group of offenders who were eligible for drug court during a 2-year time period just prior to the GADC implementation. The first section of the main report is a brief summary and update of the GADC process with some new recommendation from NPC. The rest of the report contains a detailed description of the methodology used for the outcome evaluation and its results.

There are two key policy questions that are of interest to program practitioners, researchers and policymakers that this evaluation was designed to answer.

1. Do drug treatment court programs reduce substance abuse?
2. Do drug treatment court programs reduce recidivism?

Research Design and Methods

Information was acquired for this evaluation from several sources, including observations of court sessions and team meetings during site visits, key informant interviews, and data collection from administrative databases used by the GADC program, Probation, and the Court.

NPC Research identified a sample of participants who entered the Guam Adult Drug Court from the implementation of the program through August 2005, allowing for the availability of at least 12 months of outcome data post-program entry for all participants. A comparison group was selected from Probation data on drug offenders in the 2 years prior to the GADC implementation who had cases that would have been eligible for drug court had the program existed at the time. Both groups were examined for indications of drug use and criminal recidivism through existing administrative databases for a period up to 36 months from the date of drug court entry (or, in the case of the comparison group, the probation start date for their drug court eligible case). The methods used to gather this information from each source are described in detail in the main report.

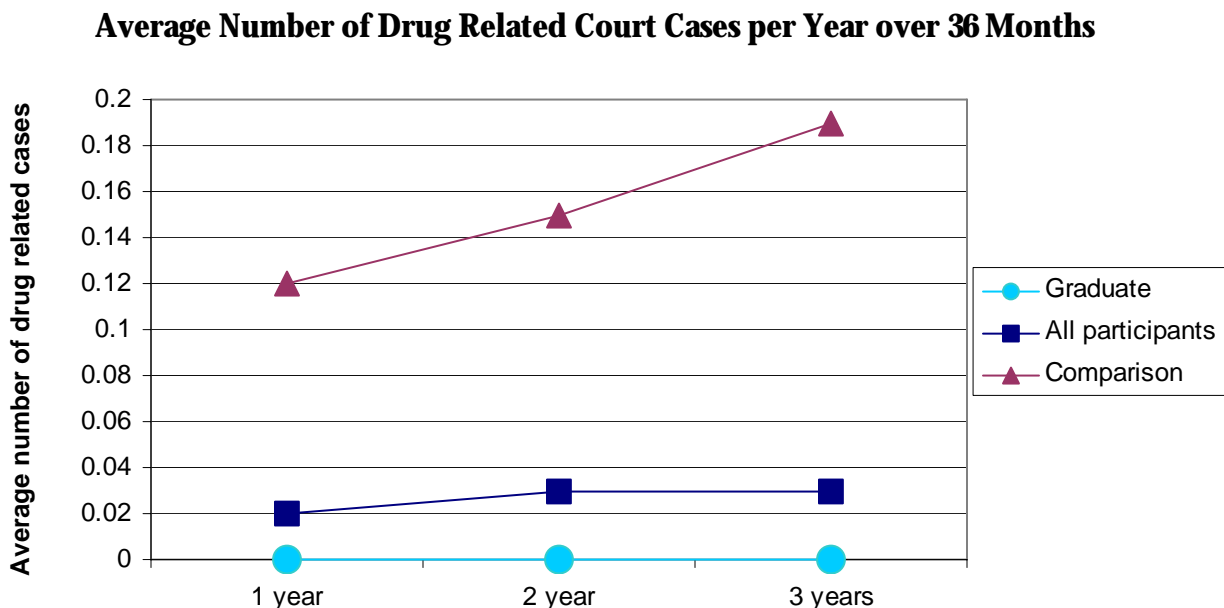
Results

In order to best highlight the results of this evaluation, we can apply the two key policy questions listed above to the specific adult drug court program in Guam.

1. Did the Guam Adult Drug Court reduce participant drug abuse?

Yes. GADC participants consistently showed low drug use and fewer new drug related court cases than the comparison group.

Whether the GADC is effective at reducing substance use can be measured by examining the number of new court cases for drug related crimes over time. Figure 1 presents the average number of new court cases for drug related crimes over a 3-year period for the GADC graduates, all participants, and the comparison group.

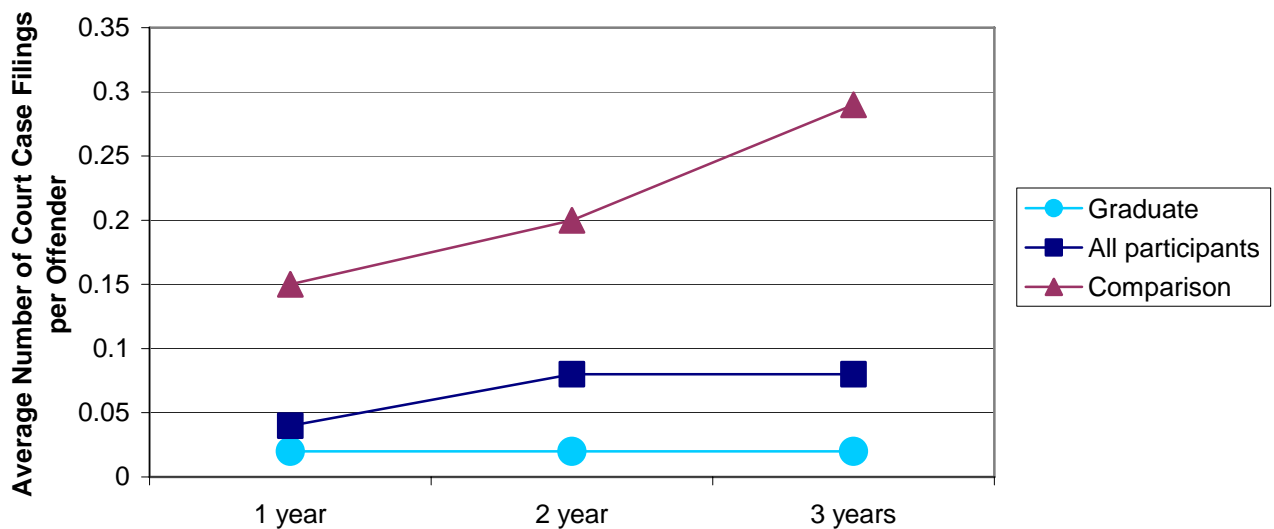


2. Did the Guam Adult Drug Court reduce recidivism?

Yes. GADC program participants were significantly less likely to come through the court system again than offenders who were eligible for the program but did not participate.

Figure 2 provides the average number of new criminal court cases per year for GADC graduates, all participants, and the comparison group over a 3-year period. The differences between the groups are significant at all three time periods. Guam Adult Drug Court participants (regardless of whether they graduated from the program) came back through the court system 4 times less often than comparison group members who were eligible for drug court but did not attend. Graduates recidivated 15 times less often than the comparison group. In fact, only one drug court graduate has committed a new offense at all and it was a minor charge (a misdemeanor) that was charged against the participant within the first 2 months of starting the program.

Average Number of New Court Case Filings per Person Over 36 Months



In addition, in the 36 months following entry in the program, the recidivism rate for drug court participants was quite low. Less than 2% of graduates and 5% of all drug court participants had new court cases while 25% of the comparison group sample had new criminal court cases in the 3-year period.

Taken as a whole, the GADC is doing an excellent job of meeting its goals of reducing drug use and recidivism in drug addicted offenders. Although GADC staff should always be open to adjusting the program to increase its efficiency and to enhance the services provided to participants, they should be very proud of what they have accomplished in addressing the problems of drug use in the criminal justice population on Guam.

INTRODUCTION

Background

In the past 15 years, one of the most dramatic developments in the movement to reduce substance abuse among the U.S. criminal justice population has been the spread of drug courts across the country. The first drug court was implemented in Florida in 1989. There are now well over 1,000 drug courts operating in all 50 states, the District of Columbia, Puerto Rico and Guam. The purpose of drug courts is to guide offenders identified as drug-addicted into treatment that will reduce drug dependence and improve the quality of life for offenders and their families. “The emergence of these new courts reflects the growing recognition on the part of judges, prosecutors, and defense counsel that the traditional criminal justice methods of incarceration, probation, or supervised parole have not stemmed the tide of drug use among criminals and drug-related crimes in America,” (Hora, Schma, & Rosenthal, 1999).



In the typical drug court program, participants are closely supervised by a judge who is supported by a team of agency representatives that operate outside of their traditional adversarial roles including addiction treatment providers, prosecuting attorneys, public defenders, law enforcement officers, and parole and probation officers who work together to provide needed services to drug court participants.

Drug courts have been shown to be effective in reducing recidivism (GAO, 2005) and in reducing taxpayer costs due to positive outcomes for drug court participants (Carey & Finigan, 2004; Carey et al., 2005). Some drug courts have even been shown to cost less to operate than processing offenders through business-as-usual operations (Carey & Finigan, 2004; Carey et al., 2005).

DRUG COURTS IN GUAM

Guam’s drug court movement began in the mid-1990s with the emergence of the “ice” (crystal methamphetamine) epidemic. Nationwide, there was an unprecedented increase in drug-related offenses, particularly with crack cocaine, that significantly impacted the criminal justice system. Following national statistics, Guam’s increase of drug offenders, particularly “ice” offenders, rose to staggering numbers, thus impacting an already over-burdened justice system that was unprepared for this occurrence.

According to the 2000 census, Guam had a population of 154,805 with a high proportion of Chamorros (37%) and Asians (32.5%). Over 23% of Guam’s population lived below the poverty line and nearly 25% of the population had not completed high school. An examination of statistics from the Guam Uniform Crime Report shows relatively high numbers of substance abuse arrests for adults, despite extremely limited law enforcement activities targeting drug crimes. In 1998, there were 418 drug-related arrests and 70% involved methamphetamine.

Because of these statistics, Guam was awarded a Program-Planning Grant in 1998 and a Drug Court Implementation Grant in 2002. After some delays due to super typhoons, in August 2003, Guam held its first Adult Drug Court session. It began operations under the auspices of the Superior Court but later moved to Probation. The implementation grant also provided funds for

evaluation and NPC Research was hired to perform a process and outcome study of the Guam Adult Drug Court (GADC).

This report contains the GADC outcome evaluation performed by NPC Research. GADC participant outcomes were compared to outcomes for a matched group of offenders who were eligible for drug court during a 2-year time period just prior to the GADC implementation. The first section of this report is a brief summary and update of the GADC process with some new recommendation from NPC. The original process evaluation was completed in September 2005 and contains a detailed description of the process evaluation methodology and the GADC process.¹ The process evaluation update provided in this report presents information gained from observations and interviews performed during NPC's most recent site visit in August 2006. Following the process summary is a section on NPC's recommendations for the GADC program based on the updated process information. Next is a description of the methods used to perform the outcome evaluation — including sample selection, data collection, and analysis. The last section provides the results of the outcome analyses and an interpretation of these results. A summary of the results with overall conclusions can be found at the end of this report.

¹ The process evaluation final report performed by NPC Research was submitted to the Judiciary of Guam and the Bureau of Justice Assistance in September 2005. It contains a detailed process description, a presentation of the results of client focus groups, and an evaluation of the GADC process in regards to the Ten Key Components of Drug Courts (developed by the NADCP in 1997). It is available online at <http://www.npresearch.com/Files/Guam%20Process%20Evaluation%20Final.pdf>.

GADC PROCESS SUMMARY AND UPDATE

PROGRAM OVERVIEW AND ELIGIBILITY

The goals of the Guam Adult Drug Court are to help participants become clean and sober, improve their lives, and reduce their involvement with the criminal justice system. The GADC has a capacity of 80 participants, and is usually near or over capacity. As of August 2006, from the time of its inception in August 2003, 155 participants have enrolled in the GADC. Fifty-eight participants have graduated and 32 have been terminated. The vast majority of the participants are male (77% male, 23% female). For the vast majority of participants, the primary drug of choice is methamphetamine (93%), followed by alcohol (4%) and then marijuana (3%).



According to GADC staff, the GADC clientele has changed since 2005. The participants are more long-term (“hardcore”) users and are a little more criminal than previous participants. The GADC has had to adjust the treatment approach and use more varied approaches to reach the newer clients. The more recent participants also tend to be younger (used to be more in their 40s and now are more often in their 20s and 30s).

Clients entering the GADC must be at least 18 years of age, a legal resident of the United States, have no prior felony convictions of a violent and/or sexual nature, have no pending felony charges of violent and/or sex crimes, have no evidence of substantial drug dealing, have means of transportation to the drug court program and recommended activities, and show a measure of motivation for change. Potential clients are turned away only if they refuse the program. This has happened very rarely.

Cases can be referred to the GADC from the Judge, Attorney General, the Public Defender, and Probation. Most clients are currently referred through the Attorney General and Public Defender immediately after the offender is arrested. Eligible charges include (but are not limited to) felony possession and use of a controlled substance and/or felony driving under the influence, as long as there is a demonstrated drug use problem. After screening for eligibility and suitability, participants may be admitted into drug court. Participants undergo a clinical assessment, and evaluations for chemical dependency and mental status to determine what services are required.

The GADC is a deferred-plea program. Upon successful completion, the charges that led to participation in drug court are dismissed and the record is expunged. Further incentives for program entry and graduation for offenders include 2 years probation instead of the maximum 5 years associated with felony charges, and the opportunity to perform community service hours for up to \$4,500 of the \$5,040 Court fee.

THE DRUG COURT TEAM

The GADC team includes the judge, a coordinator, two case managers, a probation officer, treatment providers, the court psychologist, and representatives from the public defender and attorney general offices.

During the time of this study, the Adult Drug Court Judge was also the Presiding Judge of the Superior Court of Guam. This position has recently rotated to a new judge who has been attending conferences and trainings in preparation for his new role. In general, the judge is the central figure for the program. The judge supervises and reinforces treatment by reviewing reports from the drug court team, provides support and praise to clients, as well as incentives and sanctions to encourage success.

The Drug Court Coordinator is the point of contact for the drug court team, which means that she is in constant contact with team members outside of Court, and provides the various agencies with information about the drug court and its clients.

The case managers are Probation employees and the clients' main liaisons to the rest of the drug court team. Case managers make referrals and monitor all services that are needed by clients in accordance with their treatment plan. Each case manager is assigned about 40 clients per year.

The Probation Department conducts all urinalysis (UA) drug testing for the drug court program and provides supervision and monitoring of drug court clients in the community. The role of the Probation Officer is to attend all team meetings and drug court sessions, supervise the drug testing and scheduling, monitor community service and fines (including when the fine is converted to community service hours), report positive UAs or failure to call in for a scheduled UA, and prepare violation reports.

The treatment counselors provide and monitor treatment, give status reports to the Court, attend treatment team meetings and other drug court-related meetings as needed, perform individual counseling, provide non-judgmental support to clients, conduct process groups, and facilitate dialogue between the group members.

The role of the Public Defender is to provide legal advice, ensure that the rights of the clients are protected, advocate at staffing for the clients, and refer clients to drug court. The Public Defender is the attorney for approximately 90% of drug court clients (10% have their own private attorney). The Attorney General's (AG) main role in drug court is to identify and refer potential drug court participants and to ensure that public safety is protected. The role of the AG in drug court is different than in business-as-usual cases as drug court is more therapeutic than punitive in nature and there is a non-adversarial role with the Defense Attorney.

There have been a lot of staff changes since the original process evaluation (even the upper level management has changed) including a new drug court coordinator, new case manager, new treatment counselor and soon a new judge. These changes can affect drug court clients significantly. As much continuity and stability in the drug court staff as possible is a benefit to the participants. The more experienced staff has been working hard to provide information and support to the new staff as they learn their roles and adjust to their new positions.

PROGRAM PHASES

The GADC program has four phases and can be completed in 12 months (including 6 months of aftercare that occurs in Phase IV), although clients have up to 2 years to complete the program.

Each phase has treatment and probation requirements. The GADC considers the last phase to be the aftercare phase, although it occurs before graduation from the program. Thereafter, maintenance care and check-ins (6, 12, and 18 months post graduation) are practiced. The time spent in each phase varies according to how quickly those requirements are completed. Clients may change from one phase to the next when they have met all the requirements of a particular phase. The program has an open door policy after graduation. Graduates can attend groups or meet with anyone on the drug court team if they have need.

TREATMENT

The GADC contracts with private outpatient treatment counselors to work directly for the Court. The GADC currently has 2 part-time contract therapists to provide group and family counseling, along with a salaried therapist employed by the Court who does individual counseling. Treatment sessions are conducted at Client Services and Family Counseling or at the drug court offices. The GADC hired a female treatment provider in January 2007.

A positive change that has occurred in the program since the time of the first process evaluation is that a treatment counselor now conducts the Phase 1 groups (a case manager used to run these groups). This gives the busy case managers more time to perform case management. In addition, the GADC is currently retooling the phases to even better address methamphetamine users as they learn more about this addiction as well as adjusting the program requirements for driving under the influence offenders, because the two addictions require different types of treatment.

The treatment model used by the GADC treatment providers is adopted from a social cognitive-behavioral approach and a strengths-based multi-agency approach in ensuring participant compliance with the treatment program. The materials and information used in the therapeutic process are culturally sensitive to Guam's multi-cultural background.

OTHER DRUG COURT SERVICES

The GADC has services that help participants become employable, find work, assess job skills, and arrange for employment skills training. Other services include education assistance, grief counseling, family therapy, and alcohol & drug counseling. Drug court clients receive help in writing resumes and also receive referrals for food stamps, welfare services, homeless shelters, mental health services, medical and dental services, anger management, obtaining a GED, and parenting classes. Additionally, there is a recreational therapy program for participants in Phases 2-4.

Former GADC staff had built relationships with many agencies in the community that provide services to drug court clients, such as help in obtaining public assistance, HIV testing, medical insurance needs, and housing. Since many of the staff who built these relationships are no longer with the program, the relationship of the GADC with these programs is not the same. Currently the GADC staff have names of individuals at these agencies which can be given to participants to point them in the direction of obtaining these services.

DRUG COURT SESSIONS

GADC sessions are held every Friday afternoon and generally last about one hour. The number of clients varies at each session between 15 and 45 but is generally around 25 or 30. The judge calls up all participants in a specific phase group (or phase promotion group) simultaneously, but speaks to each in the group individually. Most of the clients spend a minute or less in front of the judge, with the sanctioned participants taking several minutes. The team shares information on

compliance and treatment status with the Court verbally and through progress reports. Participants stay in the courtroom until the judge excuses them. The sanctioned participants have to stay for the entire session.

In the past, the judge would call participants who were doing well up first and allow them to leave early. However, the new judge has chosen to call sanctioned clients up first as an example to other clients in the program.

The drug court team members who attend Court sessions include the judge, the coordinator, the case managers, the probation officer, the Attorney General and Public Defender representatives, and an Alternate Public Defender representative (if a client is attending Court). Private defense attorneys (if the participant doesn't use the Public Defender), marshals (for court security), and a court clerk also attend drug court sessions. The treatment counselors and Court psychologist do not regularly attend drug court sessions, but they do talk to other members of the GADC team regularly.

DRUG COURT TEAM TRAINING

Members of the GADC team have attended drug court training conferences and workshops, and have visited other drug courts to learn about options for drug court organization and processes. The training options have been limited due to monetary and distance constraints. However, the new drug court judge was able to attend the most recent National Association of Drug Courts (NADCP) Training Conference in June 2006 and the new coordinator attended a drug court coordinator's training in Reno in September 2006.

DRUG COURT FEES

Guam law sets the fee for methamphetamine-related offenses at \$5,000 and the Court imposes an additional \$40 fee, totaling \$5,040. The GADC requires that each drug court client pay a treatment fee of \$500 that is included in the \$5,040 fine. Clients cannot graduate without paying \$540. The rest (\$4,500) can be converted to community service hours. Upon successful completion of treatment, required community service hours are reduced by 150 hours (about \$772). Terminated clients do not have to pay the total fee, but upon termination whatever has already been paid is not returned. The clients convert to the traditional court track and the balance that hasn't been paid is then due.

DRUG TESTING

Probation administers urinalyses (UA) drug testing on a random basis with established minimum number of UAs per week, according to phase. Clients must call in to see if they are designated to test. If selected, the participants must go to the Probation Department within 2 hours and provide a urine sample. The urinalysis is done instantly with a dipstick, involving a 2-screen panel test or 5-panel test. If a participant fails to appear for a test the client is sanctioned at the next court hearing. For clients with alcohol issues, GADC performs random Breathalyzer tests.

Previously there were six probation officers doing the drug testing. Since the process evaluation the process has changed and currently there are only three probation officers that strictly do drug tests. The most senior people doing drug testing were moved back to working on probation caseloads. This is a much more efficient use of resources.

REWARDS AND SANCTIONS

The GADC has a plan for an incentive program to increase desirable behaviors in participants. Clients may receive rewards for attending treatment or self-help meetings, being on time, being engaged in treatment, early progression in phases, being supportive or showing leadership, having clean UAs, enrolling in or completing an adult education class and having a good employer report. Unfortunately, the GADC does not have the resources to give the participants the tangible rewards that used to be listed in the drug court handbook (that section was removed on the recommendation from NPC). Rewards currently in use include applause in court, praise, decreased status hearing requirements, decreased homework, decreased drug testing, decreased self-help meeting requirements, and moving through phases more quickly. A reward is given for perfect attendance for one month — 25 hours of community service (worth \$128.75) credited towards the fine payment. There is also a new super-incentive of an additional 50 hours of community service credit for 3 months of perfect attendance, which comes to a grand total of 125 community service hours (\$643.75) for 3 months.

The drug court team discusses and decides on sanctions as a group, with the judge making the final decision on the appropriate sanction. There are a small number of sanctions that can be administered before the judge decides on a sanction. These include increased meetings, more case management meetings, and a more frequent drug-testing schedule. Generally, the sanctions imposed are discussed at the team staffing meeting prior to drug court sessions. Sanctions are graduated and are imposed immediately when possible or, more often, as soon as is practicable (usually at the next drug court session). There are sanction guidelines in the drug court handbook that list appropriate sanctions for each level of infraction (or inaction). The sanction guidelines are followed in general, but the team is somewhat flexible as necessary to fit a particular participant's situation. Possible GADC program sanctions include community service hours, increased status hearings, drug testing, or self-help/group meetings, written reports, jail time, attending sentencing hearings in court, meeting with case manager, probation officer, or attorney to review consequences, recycling back to a previous phase, home visits and reassessment. Jail is usually only used for positive tests or for repeated failures to appear.

Sanctions are given for not attending or being late for treatment sessions or drug tests, not doing homework, not paying fees, not calling in to see if a UA is scheduled, positive drug tests, failure to meet with the case manager or probation officer, absence from a drug court session, tampering with a UA, denying a dirty UA, dishonesty, not following through with the treatment plan, not checking in, missing an appointment, using drugs, and committing a new crime.

If possible, the GADC team tries to work around participant's jobs when administering sanctions. The team wants participants to keep working, so they try hard not to get clients in trouble with their work.

UNSUCCESSFUL TERMINATION

Grounds for termination include arrests for new charges, any violence or threat of violence toward staff or other participants, excessive positive drug tests (over five), no contact with GADC staff for 10 working days without a reasonable excuse, request for removal via participant's attorney, second forged self-help sheet, recycled in a phase over three times, and non-attendance at self-help or groups for 10 working days may also be considered grounds for termination from the program. In addition, clients are given 2 full years to complete the program. If they have not graduated within that 2-year time period they are terminated from drug court and must serve a full 5 years of probation (the original sentence) in addition to the 2 years in the program.

If a participant is terminated from the program, a guilty plea is entered and the case is set for sentencing. Most terminated participants are given the sentence they would have been given if they had not attended drug court. They are placed on 5 years of regular probation and they must still pay their \$5,040 in Court fees, submit to drug testing, and complete treatment.

GRADUATION

Requirements for graduation from the GADC include completion of a \$5,040 fee payment to the Court (\$4,500 of which can be converted to community service hours), completion of community service hours, 12 clean drug tests in Phase IV (there is no set amount of time that a client has to be clean in order to graduate), attend 38 group sessions (including self-help meetings), a minimum of 20 and up to 26 weeks in Phase IV, attend 12 recreational therapy hours, attend 20 meetings with case manager (including home visits), updated treatment plan, and recommendation of the GADC Judge, case manager, and therapist. Drug court clients must also get their GED or be actively looking for work, volunteering, or continuing their education.



Graduations happen as needed, and occur about twice a year (there have been six to this point), with the ceremony date determined by the judge.

DATA COLLECTED BY THE DRUG COURT FOR TRACKING AND EVALUATION PURPOSES

Case managers are responsible for entering data on clients into the Adult Drug Court database. However, this database is not user friendly and most of the data entered on GADC clients are redundantly entered into AS400, the Probation and Court database. The AS400 was recently modified so that case management and treatment session dates could be entered, but the database needs to be more query friendly. All meetings (drug court appearance, case management, drug tests and treatment sessions) are also written in paper files.

DRUG COURT FUNDING

The GADC was initially funded by an implementation grant from the Bureau of Justice Assistance. Local matching funds were also provided. The drug court obtained approval to extend the grant period as there were some remaining implementation grant funds left for treatment and trainings/travel. However, the Guam Legislature now provides full funding for the program. The GADC has to lobby for funding every year, but in the budget there is an earmark for the drug court. The Court fee that each client is required to pay also helps to defray some of the operating costs.

RECOMMENDATIONS FOR THE GADC PROGRAM

Although the GADC continues to perform extremely well, has several positive and notable practices, and is demonstrating the 10 Key Components in a commendable fashion (as described above and in the 2005 process evaluation), there are always ways that any program can be improved. Following are some recommendations for enhancing the GADC program.

Provide appropriate office space: Since the NPC evaluation team's first site visit to Guam, the GADC program moved from a small space within the Judicial Center Annex to newer offices in the Judicial Center which were much nicer and allowed the clients and therapists more privacy during treatment sessions. Unfortunately, after a short time in these new offices, the program was moved back into the small space at the Judicial Center Annex. One-on-one appointments between the case manager and drug court participants often must be conducted in a semi-private space (cubicles) within hearing of other staff as well as other participants. In addition, the room set aside for group treatment sessions is small and has thin walls. Group sessions are crowded, and although these sessions are supposed to be private, according to HIPAA and other privacy laws, the thin walls allow staff outside of the drug court team to overhear sensitive conversations between drug court participants and their treatment providers. Although the team has done what they could to re-arrange the space so that chairs where people sit are not right up against the thin walls, this is still a far from ideal arrangement and is detrimental to drug court operations. The drug court program should have the appropriate privacy for the team and participants. NPC recommends a different space with private rooms for the drug court program (for privacy and confidentiality).

Consider extending the 2-year deadline for program completion: Over half of the unsuccessfully terminated participants exited the program without graduating because their 2-year probation term had expired rather than because they did not comply with other program guidelines. Given the nature of the GADC participant addictions (over 90% methamphetamine use, the effects of which take up to 2 years or more to overcome), we recommend that the GADC consider allowing some participants an extension of the 2-year deadline, if the participant is otherwise complying with program requirements.

Provide access to the AS400 in the courtroom for Probation and GADC staff: If Probation and case managers had AS400 access in the courtroom they could get info for the judge immediately during the hearing. In addition, if Probation could process people in Court with the AS400, they would not have to repeat the same intake process done by the Court. Entering data while in the courtroom would be a much more cost effective use of Probation and case manager time. Currently they spend time in court taking notes and then additional time entering the data after court. The time saved could then be spent on other things (such as home visits).

The AS400 cannot currently be accessed through the wireless system because it is on a protected network for security reasons. There are 2 line drops into each courtroom — one for video and one for the court clerk. Another drop would have to be installed in the courtroom before another AS400 terminal could be set up for Probation and/or case managers. Adding another drop line would be an expense, but it may be worth the work time saved (not just for the GADC and Probation, but for any court hearing).

Modify the AS400 for use as the GADC database: The AS400, used by the Court and Probation, has already been modified somewhat to accommodate data needed by Probation on GADC

clients. We recommend modifying the AS400 so that all the data needed by the GADC can be collected in it. Appropriate queries should be created for use by the GADC team for case management as well as by the judge and team in court sessions. The AS400 could then be used by the GADC team in place of the current GADC database. This will eliminate the unnecessary time spent performing redundant data entry, will allow better access to important data for the drug court team, and will reduce the added expense of maintaining a separate database. In addition, this will allow for easier access and use of data for evaluation purposes.

Work to promote participant connection with the judge: The relationship between the judge and drug court participant is a powerful therapeutic tool. Words of praise from a person of authority can be a life-changing experience for a drug addict, particularly if the praise is specific to the individual rather than just a generic “good job.” Personal words from the judge, even if very brief during drug court sessions, can promote positive behavior change. The team can assist with this by providing some additional participant information to the judge before court sessions. Some judges take brief notes for their own use during court sessions. In addition, the judge attending some events outside of drug court sessions, such as recreational therapy, may help in this process.

Continue to work toward a representative from the Police on the drug court team: There has not yet been a Police representative on the GADC team. It can be extremely useful to have law enforcement represented on the drug court team. They can learn to recognize participants on the street and can provide an extra level of positive supervision. The GADC should continue their efforts to recruit law enforcement representatives.

Gather further support from agencies that currently have a representative on the GADC team: The GADC may want to turn their attention to gaining further support from the agencies that have representatives on the GADC team. Many agency representatives on drug court teams experience a lack of support from other staff members in their own agencies. For example, judges and other court staff who have not observed a drug court session or a drug court graduation and who do not understand the drug court model are skeptical about the effectiveness of drug courts. A one-page fact sheet with information on drug court benefits and successes in other places as well as successes of the GADC itself might be helpful for engaging the interest of those outside the program. It should be emphasized that the program helps all other aspects of law enforcement and the Court, and that communication improves amongst the agencies involved. In addition, the GADC team should continue to invite community members, staff from other agencies (particularly agency heads), as well as Supreme and Superior Court staff, to drug court graduations. Graduations can provide powerful testimony for the effectiveness of drug courts. It is important to educate those not familiar with drug courts in how the drug court model works and its effectiveness. The more support the GADC has in the community, the easier it will be to obtain more funding and services for participants.

Continue to develop connections to facilitate employment for GADC participants: The GADC has done an excellent job of developing connections with community members to provide services to GADC participants and is continuing to look for additional community connections. The coordinator is hoping to get the GADC connected with the National Guard for recreation therapy and educational presentations. The team would also like to get the community and faith-based organizations involved more with the program. The biggest issue discussed by all participants in focus groups was having job training and job opportunities so they could support themselves once they get out of the program. The GADC should continue to work towards creating relationships with community members and businesses that would facilitate a jobs program

for drug court participants. For example, the Chamber of Commerce has given commemorative coins to participants at graduations. It would be helpful to if the Chamber of Commerce became more involved and could assist in providing jobs and job training. In addition, employers that hire drug court participants would have the benefit of regular drug testing for that employee at no cost to the employer.

Maintain continuing education for the drug court staff: Continuing education is important, especially when there is staff turnover and new team members are hired. Training in the drug court model or in drug addiction is also suggested for the administrative assistant, since she has a high level of interaction with the participants. At the time the evaluators visited the GADC, there was still some funding left in the grant to pay for travel to trainings. The GADC team should consider requesting a drug court trainer from the NDCI to hold continuing education trainings on Guam for all team members. Perhaps some of the grant funds could be used to assist with travel costs.

Continue work to improve the drug testing process: Although the drug testing process has improved since the first process evaluation (there is now more time for checking in, less of a wait to test, and there is better communication), it is still recommended that the drug testing process be modified and/or that drug court participants be tested separately. The sample collectors should be trained in appropriate communication skills and professionalism. Alternatively, the drug testing for participants could be contracted out to a private testing agency. One advantage of a private firm is that a private firm could be selected that had a better understanding of medications and drugs and how to appropriately test the levels of various drugs. All participants expressed unhappiness with the drug testing process. The participants felt that there was a stigma in going to the area where the drug tests are performed and felt that they were treated very differently there than how they are treated by the drug court team.

Perform regular random home visits to GADC clients: Currently, home visits are only done if the team needs to find someone who is non-compliant — generally when they repeatedly don't show up for required meetings or activities. As described by Helen Harbarts at the Pacific Law Enforcement Summit held in Guam in 2006, random home visits can be an extremely effective means of creating behavior change as well as keeping participants connected to the drug court program. NPC recommends that Probation receive training specific to home visits for drug court programs and explore means for staff to perform random home visits to drug court participants.

Collect and enter data on program success into the drug court database (or AS400): Data that should be collected by the drug court team include both measures of participant success as well as information that will tell the program where it can improve. The exit interviews and follow-up tracking originally planned by the drug court team can be used to demonstrate the success of the program, particularly in terms of employment and improvements in family functioning. Entering data on employment, housing status, and family functioning at entry and exit would allow the program to easily demonstrate where they have been successful. It is recommended that the GADC also do an exit interview with terminated participants (when possible), not just graduates, in order to help understand what occurred that resulted in termination and if there are any improvements that might be made to prevent participant termination in the future.

Overall, the GADC team is continuing to run an excellent program and is making a positive difference in the lives of GADC participants. The outcome evaluation results presented in this report provide evidence of this positive change. The next section describes the methodology used in the outcome evaluation of the GADC program followed by the outcome results.

OUTCOME EVALUATION METHODOLOGY

Research Strategy and Methods

RESEARCH STRATEGY

NPC Research identified a sample of participants who entered the Guam Adult Drug Court from the implementation of the program through August 2005, allowing for the availability of at least 12 months of outcome data post-program entry for all participants. A comparison group was selected from Probation data on drug offenders in the 2 years prior to the GADC implementation who had cases that would have been eligible for drug court had the program existed at the time. Both groups were examined through existing administrative databases for a period up to 36 months from the date of drug court entry (or, in the case of the comparison group, their probation start date for the drug court eligible case). The evaluation team utilized data sources on criminal activity and treatment utilization, described below, to determine whether there was a difference in recidivism as well as other outcomes of interest between the drug court and comparison groups and within the drug court group.

OUTCOME STUDY QUESTIONS

The outcome evaluation was designed to address the following study questions:

1. Does participation in drug court reduce recidivism for those individuals compared to traditional court processing?
2. Does participation in drug court reduce levels of substance abuse?
3. How successful is the program in bringing program participants to completion and graduation within the expected time frame?
4. What participant characteristics predict successful outcomes (program completion, decreased recidivism)?
5. What combination and types of services predict successful outcomes (program completion, decreased recidivism)?

DATA COLLECTION AND SOURCES

Administrative Data

The majority of the data necessary for the outcome evaluation were gathered from the administrative databases described in Table 1, below. NPC staff members have experience extracting data from these types of databases and adapted procedures developed in previous projects for data collection, management, and analysis. Once all data were gathered on the study participants, the data were compiled and cleaned and then moved into SPSS 14.0 for statistical analysis. The evaluation team is trained in a variety of univariate and multivariate statistical analyses using SPSS. These quantitative data were used to answer the study questions outlined above. In addition, because the sample sizes were small for some analyses, the data for the outcome evaluation were also examined and reported qualitatively. Although some differences were not significant, where differences were noted, it is highly likely that a larger sample size would have yielded significant results.

DATA SOURCES

Guam Adult Drug Court Database (UJADC)

The UJADC is an Access based system that allows the GADC to record information on client demographics, drug court hearings, drug testing, treatment sessions, case management meetings, case notes, outcomes, and follow-up information. This database had some fields that were redundant with data collected in the AS400 (described below).

AS400

This MIS has data on demographics, number of dependents, citizenship, dwelling description, arrest date, date of Magistrate hearing, conviction date, sentencing date, Probation status and dates, case history, case number, charges and charge code descriptions, dates of employment, occupation, education level, employment status, jail confinement (dates and name of facility). This database provided further information on GADC participants and was a primary source of data necessary for the outcome evaluation for both drug court participants and the comparison group.

Table 1 provides the basic list of data collected for the outcome evaluation and the sources of these data. Unfortunately, there was no electronic source of arrests that were not adjudicated. Therefore, the criminal recidivism data include only arrests that resulted in a case filing reported in the AS400.

Table 1. Guam Adult Drug Court Evaluation Data Sources

Data Type	Source
Demographic characteristics	UJADC, AS400
Urinalyses and other drug tests	AS400
Criminal justice history	AS400
Date of program admission and discharge	UJADC
Drug court session dates	AS400
Probation dates	AS400
Treatment data for drug court participants	UJADC
New court cases and charges (recidivism)	AS400

SAMPLE SELECTION

As described above, a selection was made of a sample of individuals who had participated in drug court and a sample of individuals who had not for the comparison group.

The Drug Court Participant Group

A sample was chosen from the Guam Adult Drug Court participants that included individuals who began the program from implementation in August 2003 through August 1, 2005. This time period was chosen to allow for the availability of at least 12 months, and in many cases up to 36 months, of outcome data from the time of program entry since the data collection for this evaluation occurred in September 2006.

The Comparison Group

Ideally, a comparison cohort is made up of offenders who are similar to those who have participated in drug court (e.g., similar demographics and criminal history), but have not participated in the drug court program. A group of this type was chosen by selecting an historical sample of offenders who were eligible for drug court in the 2 years immediately prior to drug court implementation (2001-2002).

Probation staff provided the evaluation team with the demographics and criminal history on all individuals who had drug court eligible cases (cases with charges for possession of a schedule II controlled substance or for driving under the influence) from the beginning of 2001 through 2002. The criminal history of this potential comparison group was examined to determine whether there were any prior charges that would exclude the individual from eligibility for drug court (such as cases with prior violence). The remaining group of offenders was then matched to the drug court group on age, gender, ethnicity, marital status, number of dependents, and number of court cases filed in the 2 years prior to the date of the drug court eligible case. The matching process and results are presented in the following section on outcome results.

OUTCOME EVALUATION RESULTS

Participant and Comparison Group Matching

Guam Adult Drug Court participants ranged in age from 19 years to 61 years at drug court entry, while comparison group members ranged from 22 to 56 years. Efforts were made to match the two groups based on characteristics that were meaningful for this evaluation. Prior to drug court implementation, drug offenders were sentenced to 10 days jail and 5 years probation. For this reason, probation start date for the comparison group was used as a date equivalent to GADC entry date for drug court participants. The groups were compared on gender, ethnicity, average age at drug court entry (or probation start for the comparison group), marital status, number of dependents, highest grade completed, and number of cases filed in the 2 years prior to drug court entry. There were 109 individuals in the final GADC participant sample and 112 comparison group members. The large majority of individuals in both groups were Chamorro (Guam native), male, and single. Both groups had an average of an 11th grade education and an average of 2 dependents. Both groups averaged less than one court case filed in the last 2 years. Table 2 describes the participant and comparison group demographics further, as well as other characteristics.

Table 2. Participant and Comparison Group Characteristics

	Drug Court N = 109	Comparison N = 112
Gender	77% male 23% female	78% male 22% female
Ethnicity	74% Chamorro 11% Filipino 2% Caucasian 12% Other	75% Chamorro 11% Filipino 3% Caucasian 11% Other
Average age at Drug Court/Probation start	37 years	35 years
Marital Status	24% married 76% not married	19% married 81% not married
Average number of dependents	1.7	2
Highest grade completed	11 th grade	11 th grade
Average number of cases filed in the 2 years prior to Drug Court/Probation start	.07	.04

Note: T-tests and chi-square showed no significant difference between the two groups on these variables ($p > .05$)

Outcome Research Question Results

The following results are provided in the order of the research questions described above. These results describe the recidivism experienced by the drug court participants and the comparison group in terms of average number of new criminal court cases filed² as well as recidivism rate (the % of participants who had new cases filed), the drug use over time in both groups measured by drug test results and new court cases with drug related charges, the success of the GADC in bring participants to program completion in the intended length of time, and any participant characteristics or program services that predict successful outcomes.

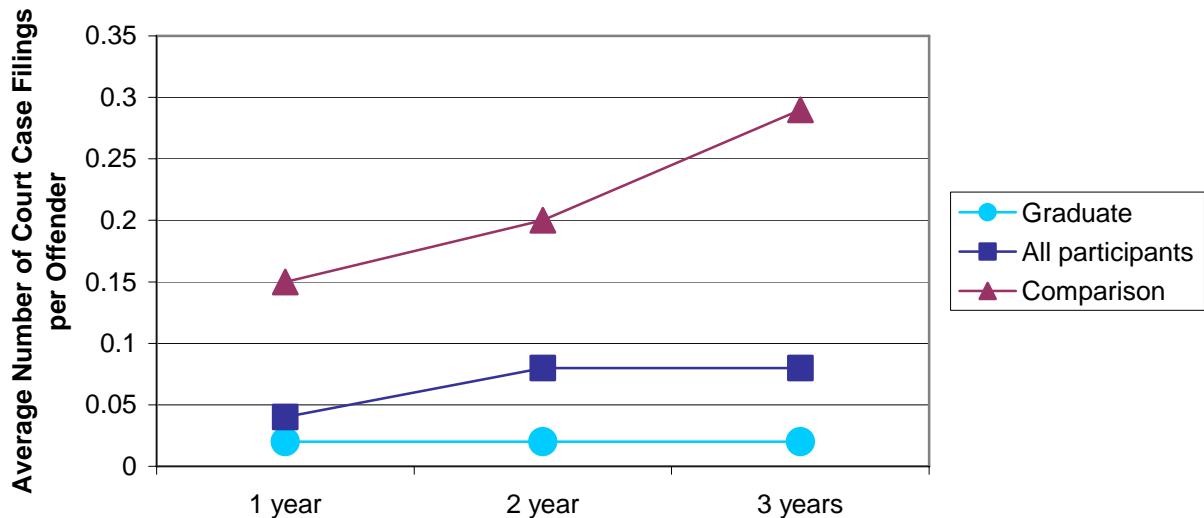
RESEARCH QUESTION #1: RECIDIVISM

Does participation in drug court reduce recidivism for those individuals compared to traditional court processing?

Figure 1 shows the average number of new criminal court case filings over 36 months (3 years) after entering the drug court program for GADC graduates, all GADC participants, and the comparison group. The difference in recidivism between drug court and comparison group members is statistically significant at each time point ($p < .05$). This is especially interesting considering that the drug court participants actually had a slightly higher (although not significantly higher) number of criminal court cases in the 2 years prior to the drug court start date.

Guam Adult Drug Court participants (regardless of whether they graduated from the program) came back through the court system 4 times less often than comparison group members who were eligible for drug court but did not attend. Graduates recidivated 15 times less often than the comparison group. In fact, only one drug court graduate has committed a new offense at all and it was a minor charge (a misdemeanor) that was charged against the participant within the first two months of starting the program.

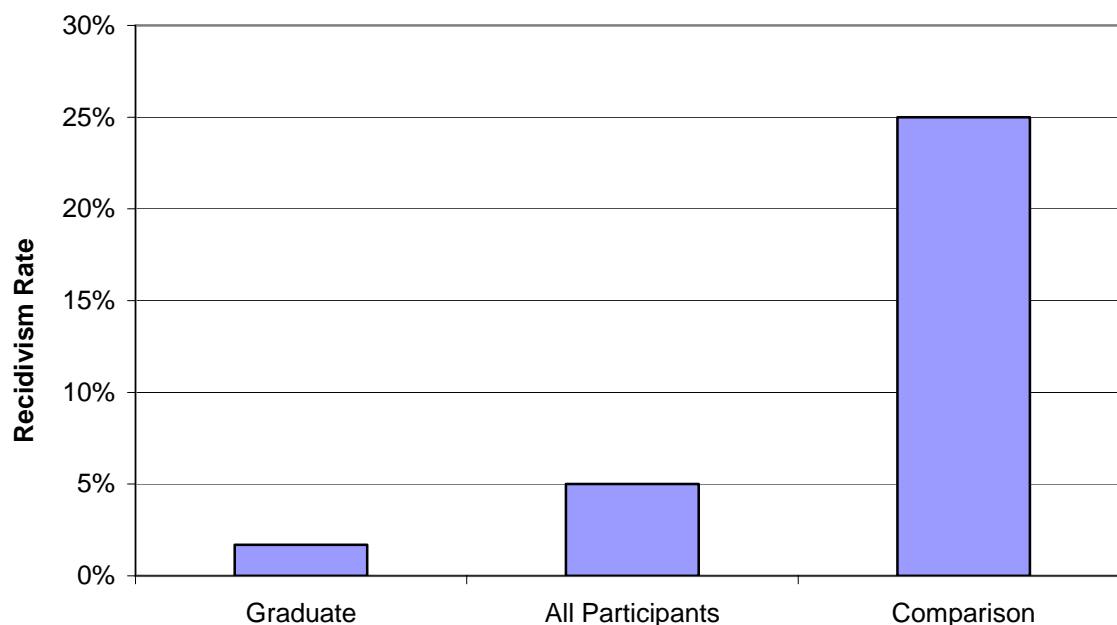
Figure 1. Average Number of New Court Case Filings per Person Over 36 Months



² NPC's common method of measuring recidivism is to use re-arrests. Unfortunately, as described elsewhere in this document, arrest data was not available in a format practical for use in this evaluation. For this reason, Court and Probation data on court case filings, probation episodes and charges were used as the measure of recidivism.

Figure 2 shows that in the 36 months following entry to the program, the recidivism rate (the % of individuals who had new criminal cases) for drug court participants was quite low. In the three year period after entering drug court only one of the graduates (less than 2%) had a new criminal court case and only 5% of all the drug court participants had new cases while 25% of the comparison group had new criminal cases.

Figure 2. Recidivism Rate in 36 Months



There has been some question about whether drug court programs, which redirect offenders from incarceration into treatment, endanger public safety. These results are strong support that drug court programs actually protect public safety more effectively than traditional court processing.

RESEARCH QUESTION #2: REDUCING SUBSTANCE ABUSE

Does participation in drug court reduce levels of substance abuse?

Drug testing information was gathered from Probation data in the AS400. Figure 3 depicts the percent of positive drug tests (urinalyses) out of the total number of drug tests over the 12-month period after drug court entry. These were calculated for each 3-month block from the program entry date for all drug court participants. These numbers must be interpreted with caution due to the small number of positive drug tests as a single positive drug test can lead to what appears to be a substantial increase. For instance, an increase in positive tests between months 6-9 months for the drug court group can be attributed to a single individual having two positive tests.

Figure 3. Percent of Positive Drug Tests Over 12 Months

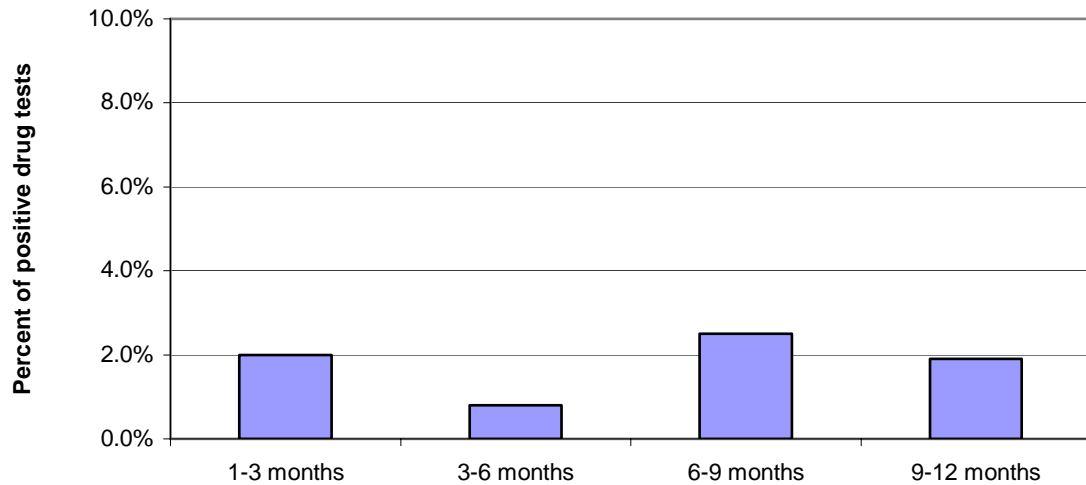


Figure 3 does not necessarily show a reduction in use over time. It actually appears that the number of positive tests starts out extremely low (2%) at the beginning of the program and remains well under 3% for the year after program entry. This analysis indicates that drug court participants use very rarely during the life of the program.

Whether the GADC is effective at reducing substance use can also be measured by looking at the number of new court cases for drug related crimes. The advantage of this analysis is that it measures use not only over participants' time in the program but also after participants leave the program. In addition, the results for participants can be compared to the results for the comparison group. The average number of new court cases for drug related crimes over 3-year for the GADC graduates, all participants and the comparison group can be found in Figure 4.

Figure 4. Average Number of Drug Related Court Cases per Year Over 36 Months

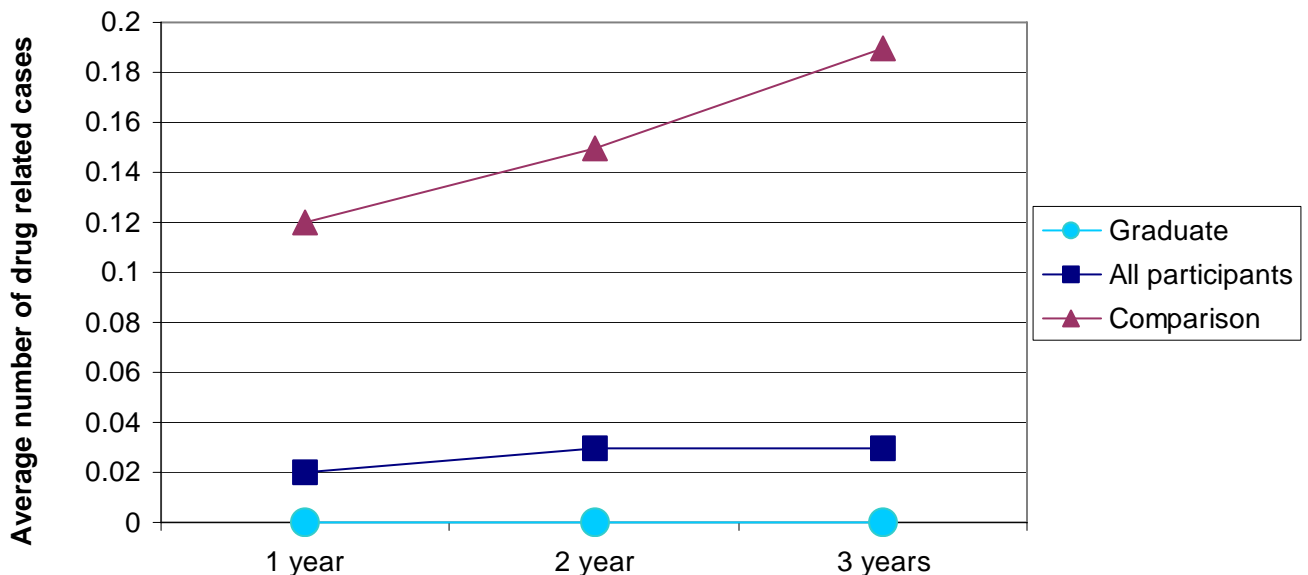


Figure 4 demonstrates that drug court participants had significantly fewer new cases for drug-related crimes than the comparison group over 3 years from drug court entry (or Probation start for the comparison group). While the drug related offenses for the comparison group offenders continued to climb, drug related offenses for drug court participants leveled out. There were no new drug related offenses for drug court participants, regardless of whether they graduated, in the third year after drug court entry. GADC graduates had no drug-related crimes in the 36 months following program entry.

RESEARCH QUESTION #3: PROGRAM COMPLETION

How successful is the program in bringing program participants to completion and graduation within the expected time frame?

Whether a program is bringing its participants to completion in the intended time frame is measured by program graduation (completion) and retention rate, and by the amount of time participants spend in the program. Program *graduation rate* is the percentage of participants who graduated from the program out of a cohort of participants who have all left the program by either graduating or terminating unsuccessfully. Program *retention rate* is the percentage of individuals who have either graduated or are still active out of the total number who have entered the program. The GADC program graduation rate for our sample (57 graduates out of 87 total who had left the program) is 66%. In addition, as of August 2006, the retention rate for all offenders who entered the program since its inception through August 2005 (n = 109) is 72%. These program completion and retention rates are high even compared to other drug court programs in the U.S., which consistently have better completion and retention rates than other offender and non-offender based drug treatment programs (Cooper, 1997; Cooper, 2004). For example, a study of nine drug courts in California showed an average retention rate in these programs of 56% (Carey et al., 2005). Therefore, the Guam Adult Drug Court program is successfully retaining participants in the program and bringing the majority of its participants to graduation. The program may increase the graduation rate even further by enhancing the program process. Some recommendations for enhancements are given in the process evaluation section earlier in this report.

To measure whether the program is bringing participants to completion or graduation in its expected time frame, the average amount of time in the program was calculated for participants who had enrolled in the GADC program between implementation in August 2003 and August 2004 and had been discharged by August 2006. The GADC is intended to be an 18-month program from entry to graduation, although participants are given 2 years to complete the program. Any GADC participants who have not completed the program within 2 years are discharged and must serve out their original sentence of 5 years Probation, in addition to the 2 years in drug court. Because no participants are allowed to stay in the program longer than 24 months, it is unsurprising that the average length of stay is 19 months, well within the 2-year timeline, and very close to the 18 months that the program is designed for. The average length of stay (19 months) was the same for both graduated and terminated participants. These results show that the GADC program is on target with its intended time to program completion.

Interestingly, over half (18 out of 30) of the unsuccessfully terminated participants exited the program without graduating because their 2-year probation term had expired rather than because they did not comply with other program guidelines. Given the nature of the GADC participant addictions (over 90% methamphetamine use, the effects of which take up to 2 years or more to overcome), the GADC might consider allowing some participants an extension of the 2-year deadline, if the participant is otherwise complying with program requirements.

RESEARCH QUESTION #4: PREDICTORS OF PROGRAM SUCCESS

What participant characteristics predict program success and decreased recidivism?

Graduates and unsuccessfully discharged participants were compared on the basis of demographic characteristics, drug of choice and some personality characteristics to determine whether any significant patterns predicting program graduation could be found. The personality characteristics were gathered by the court psychologist shortly after program entry using the Minnesota Multiphasic Personality Inventory (MMPI) and the Millon Clinical Multiaxial Inventory III (MCMI-III), both of which included measures for level of addiction, depression, anxiety, anger, paranoia and anti-social practices. These personality characteristics were available on less than half of those in the evaluation sample (MMPI: N = 42; MCMI-III = 40), so the results on those characteristics must be viewed with some caution.

The following analyses (except for those related to the personality inventories) included all participants who entered the program from August 2003 (implementation) through August 2005 and were discharged by August 2006. Of the 109 persons who entered the program during that time period, 30 (28%) were terminated and 57 (52%) had graduated from the program (the final 20% were still active). This is a somewhat small sample size with which to conduct statistical analyses. Nevertheless, such analyses were conducted when appropriate and the results are interpreted in both a quantitative and qualitative manner. Any significant findings should be interpreted conservatively due to the sample size and investigated further as the program continues to grow over time.

Due to the extremely small number of new criminal cases for drug court participants, it was not possible to perform analyses to determine if there were any participant characteristics that predicted future recidivism.

Program Success

A logistic regression analysis was conducted with the following independent variables used to predict the probability of successful program completion: gender, ethnicity (Chamorro/non-Chamorro), age at drug court entry, highest grade completed, marital status, number of dependents, prior criminal cases filed in the past 2 years, lifetime criminal cases prior to drug court entry and the personality characteristics described above.

There were several significant predictors of graduation status. Graduates had a higher education level (graduate mean = 12th grade; terminated mean = 10th grade), were more likely to be married and had fewer lifetime prior criminal court cases ($p < .05$). (Interestingly, there was no difference in number of criminal cases in the last 2 years between graduates and unsuccessfully discharged participants.) One of the main predictors of recidivism is prior criminal history. Consistent with this notion, several of those with a more active criminal history were terminated because of new criminal charges. The participants who were married were more likely to graduate. It is possible that married participants are given support from their spouses (emotional support and practical support such as child care) that allows them to finish the program successfully. Finally, graduates were more likely to be more educated. It is possible that those with a higher education level may find it easier to understand and comply with program requirements.

Other significant predictors of graduation were two personality factors, depression and addiction potential. Oddly, graduates scored higher on the MMPI scales for depression and addiction potential. It is unclear why this would be the case. It is likely an artifact of the extremely small sample size of those in each group with MMPI scores (graduates: n = 29; terminated: n = 13).

Although the differences were not significant, a comparison of the means showed that graduates had fewer children (mean for graduates = 1.8; mean for terminated = 2.5) and that more graduates were female. It is possible that the need to perform childcare made it more difficult for participants with children to comply with program requirements. During focus groups for the original process evaluation, participants expressed a need for childcare while they were in treatment sessions. NPC recommended at that time that the GADC program look into the possibility of providing childcare for those participants who need it. These data provide support for this recommendation. More female graduates than terminated participants may mean that the program is well suited to the gender specific needs of female participants. Most of the participants in this sample were participating in the program when there was a female treatment counselor that provided gender specific treatment. Since this counselor is no longer with the program, the GADC was searching for another female counselor and has successfully found and hired one in January 2007.

There was no significant difference between graduates and unsuccessfully discharged participants on drug of choice, ethnicity, age at program entry, or any other personality factors. This implies that the program is performing equally well in supporting participants with many different characteristics. However, GADC staff believe that their participant population is changing to longer-term users and to offenders with more extensive criminal histories. The GADC should closely watch the drug court participant populations for changes to determine that its current services meet the needs of a potentially changing participant group

RESEARCH QUESTION #5: PROGRAM SERVICES AS PREDICTORS OF SUCCESSFUL OUTCOMES

What combination and types of services predict participant completion and graduation?

As with many other drug court programs, it was difficult to determine from the available data all the types and combinations of services that were offered. However, the evaluation team was able to examine number of court sessions, counseling sessions and self-help groups attended as well as number of drug tests received.

There was no significant difference for length of time in the program for graduated or unsuccessfully discharged participants. The average length of time in the program for both groups was 19 months. Therefore, any differences in numbers of services received or number of program activities should not be due to the participants' length of time in the program.

There was only one significant predictor of program completion. Participants who attended more self-help groups were more likely to graduate (mean number of self-help sessions for graduates = 51; mean number for terminated = 24). Otherwise, there was no significant difference between graduates or terminated participants on number of treatment sessions, number of court hearings with the GADC judge or number of drug tests received.

As more participants are served by the GADC, it is expected that patterns may emerge that can provide feedback to the staff on the types of services that are most effective. At the time of the evaluation, the detailed data to analyze this question appropriately were not sufficiently available. The use of the appropriately modified AS400 as a drug court case management tool (as recommended earlier in this report) should assist the GADC in collecting systematic data that can be used in the future to answer some of these questions more effectively. Areas to focus on that could yield information for program feedback are non-compliant behavior and the sanctions imposed (including time spent in jail), rewards, treatment utilization, and referrals to outside services as well as information on employment and housing status at program entry and exit.

GADC OUTCOME EVALUATION SUMMARY/CONCLUSIONS

Overall, the GADC program has been successful in reducing recidivism and drug use among its participants. The number of re-arrests was significantly fewer for drug court participants, regardless of graduation status, than for the comparison group of offenders who met the eligibility requirements for the GADC but did not enter the program. Further, the number of participants who had new criminal court cases was significantly less for drug court participants. Less than 2% of graduates and 5% of all participants had new criminal court cases after starting the GADC program compared to 25% of the comparison group. Evidence for reduced drug use was provided by the percentage of positive drug tests, which was extremely low (less than 3%) for all participants over the course of 1 year. In addition, drug court participants were far less likely to have new drug related cases over the 3 years after drug court entry than members of the comparison group.

The GADC program is doing well with participant retention and in bringing its participants to program completion and graduation in the expected timeline. The GADC program graduation rate, for all those who have exited the program, is 66%. In addition, as of August 2006, the retention rate for all offenders who entered the program since its inception through August 2005 (n = 109) is 72%. These program completion and retention rates are high even compared to other drug court programs in the U.S., which consistently have better completion and retention rates than other offender and non-offender based drug treatment programs (Cooper, 1997; Cooper, 2004).

Significant predictors of participant graduation included prior criminal court cases in the participant lifetime, education level, and marital status, with graduates more likely to have fewer prior arrests, have a higher education level, and be married. Other differences between graduates and terminated participants (but were not significant) include gender and number of dependents. Graduates were likely to have fewer children. NPC suggests looking for funds to help pay for childcare while parents are attending required meetings.

From the available data, the only program service that predicted participant graduation was self-help groups. Graduates had more than twice as many self-help groups as terminated participants. This was unrelated to length of stay in the program as both graduated and terminated participants had equal lengths of stay (19 months). It is recommended that the program begin consistently collected data on specific services provided to participants as well as information on sanctions and rewards.

Taken as a whole, the GADC is doing an excellent job of meeting its goals of reducing drug use and recidivism in drug addicted offenders. Although GADC staff should always be open to adjusting the program as the participant population changes, or to increase its efficiency and to enhance the services provided to participants, the team should be very proud of what they have already accomplished in addressing the problems of drug use in the criminal justice population on Guam.

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