

THE PROCESS OF INTEGRATING PRACTICES: THE JUVENILE DRUG COURT AND RECLAIMING FUTURES LOGIC MODEL

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Logic models can be considered a best-practice tool to facilitate effective program planning, implementation, and evaluation. Presenting a systematic representation of relationships between resources, activities, and desired changes or results, logic models provide a unified method to link a problem with associated goals, objectives, program activities, outputs, and outcomes. Researchers conducting the National Cross-Site Evaluation of Juvenile Drug Courts and Reclaiming Futures (JDC/RF National Evaluation) collected process data to define the integration of the Juvenile Drug Courts: Strategies in Practice and Reclaiming Futures. The initial purpose was to use this definition to describe and understand juvenile drug court experiences using this merged model approach and to measure adherence and monitor fidelity to the juvenile drug court/Reclaiming Futures model. To meet these needs, researchers developed the integrated JDC/RF Logic Model, which also served as a meaningful tool for program planning, training, and implementation. This article discusses the need for, process of developing, components of, and utility of the JDC/RF Logic Model, along with the practical application of the logic model development process.

JUVENILE DRUG COURTS (JDCs), like many other youth-serving entities, are often faced with opportunities to consider specific new approaches, models, frameworks, and practices. Integrating new practices into JDC programs can result in improved youth outcomes (Henggeler, McCart, Cunningham, & Chapman, 2012; van Wormer & Lutze, 2011). However, successful integration of practices can be challenging (Aarons & Palinkas, 2007; Brownson, Fielding, & Maylahn, 2009; Chandler, Peters, Field, & Juliano-Bult, 2004), and

thoughtful consideration of the impact that a new practice can have on an existing JDC program is important.

Since 2007, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been working to enhance the capacity of existing JDCs through a collaboratively funded initiative: Juvenile Drug Court/Reclaiming Futures (JDC/RF; National Association of Drug Court Professionals, 2009). The purpose of the JDC/RF initiative was to integrate and implement the *Juvenile Drug Courts: Strategies in Practice* framework (JDC:SIP; National Drug Court Institute [NDCI] & National Council of Juvenile and Family Court Judges [NCJFCJ], 2003) and the Reclaiming Futures model (RF; reclaimingfutures.org) to better serve the treatment needs of substance-abusing juvenile offenders (Substance Abuse and Mental Health Services Administration [SAMHSA], 2009).

As training was recognized in the JDC/RF initiative as an important factor in building the capacity of JDCs, funded JDC/RF sites had access to and received training and technical assistance on both JDC:SIP and RF. While these trainings and technical assistance may have benefitted JDC/RF programs by preparing and supporting JDC/RF personnel to implement the 16 strategies of the JDC:SIP and the six steps of RF, they did not provide training to assist sites on the integration and implementation of the combined JDC/RF model. Without any written or illustrated presentation of JDC/RF integration, it was up to each JDC/RF site to determine how to integrate JDC:SIP and RF.

Researchers conducting the National Cross-Site Evaluation of Juvenile Drug Courts and Reclaiming Futures (JDC/RF National Evaluation) needed a representation of the integrated model to understand JDCs' experiences with this merged model approach, compare similarities and differences across sites, measure adherence, and monitor fidelity to JDC/RF. To meet these needs, researchers developed an integrated logic model: Normative Expectations of the Integrated JDC/RF Drug Court Logic Model (see the appendix to this article; Carnevale Associates & University of Arizona, 2014).

In addition to serving the JDC/RF National Evaluation, the JDC/RF Logic Model proved to be a practical tool for JDC/RF sites, as well as for those providing JDC/RF implementation training. Fur-

thermore, the procedure used for integrating the JDC:SIP framework and RF model is a resource that can be employed when a site is interested in implementing an additional approach, model, framework, or practice to an existing program.

This article describes (1) the need for the integrated JDC/RF Logic Model, (2) the process of developing the JDC/RF Logic Model, (3) the components of the JDC/RF Logic Model, and (4) the utility of the JDC/RF Logic Model for JDC/RF sites, as well as the practical application of the logic model development process for JDC sites and other adolescent programs integrating and implementing additional approaches, models, frameworks, and practices.

THE JUVENILE DRUG COURT AND RECLAIMING FUTURES MODELS

Juvenile Drug Courts: Strategies in Practice

In 2003, NDCI and NCJFCJ convened a group of juvenile drug court practitioners, researchers, and educators to develop a framework for planning, implementing, and operating a juvenile drug court that provides appropriate, individualized substance abuse treatment to adolescents in need. The resulting document was the *Juvenile Drug Courts: Strategies in Practice* monograph (NDCI & NCJFCJ, 2003). Although the document clearly states that the “strategies and recommendations are not intended as research-based benchmarks or as a regulatory checklist,” JDC:SIP and its 16 principles are considered the current standard for JDC planning and implementation fidelity. The recommended strategies are also intended to be flexible and adaptable to specific characteristics of each JDC, as populations served and workplace philosophies can vary among jurisdictions. In fact, this variability across JDCs led to the development of a Program Component Scale, against which JDCs can measure their adherence to the framework and determine if change is necessary (van Wormer & Lutze, 2010; see also Dennis, Baumer, & Stevens, 2016). Table 1 summarizes the strategies.

TABLE 1 THE 16 STRATEGIES TO IMPROVE JDC	
Strategy	Model Expectations
1	Engage all stakeholders in creating an interdisciplinary, coordinated, and systemic approach to working with youth and their families.
2	Using a nonadversarial approach, prosecution and defense counsel promote public safety while protecting participant's due process rights.
3	Define a target population and eligibility criteria that are aligned with the program's goals and objectives.
4	Schedule frequent judicial reviews and be sensitive to the effect that court proceedings can have on youth and their families.
5	Establish a system for program monitoring and evaluation to maintain quality of service, assess program impact, and contribute to knowledge in the field.
6	Build partnerships with community organizations to expand the range of opportunities available to youth and their families.
7	Tailor interventions to the complex and varied needs of youth and their families.
8	Tailor treatment to the developmental needs of adolescents.
9	Design treatment to address the unique needs of each gender.
10	Create policies and procedures that are responsive to cultural differences, and train personnel to be culturally competent.
11	Maintain a focus on the strengths of youth and their families during program planning and in every interaction between the court and those it serves.
12	Recognize and engage the family as a valued partner in all components of the program.
13	Coordinate with the school system to ensure that each participant enrolls.
14	Design drug testing to be frequent, random, and observed. Document testing policies and procedures in writing.
15	Respond to compliance and noncompliance with incentives and sanctions that are designed to reinforce or modify the behavior of youth and their families.
16	Establish a confidentiality policy and procedures that guard the privacy of the youth while allowing the drug court team to access key information.

Note: Adapted from *Juvenile Drug Courts: Strategies in Practice*, National Drug Court Institute and National Council of Juvenile and Family Court Judges, 2003, Rockville, MD: Bureau of Justice Assistance.

Reclaiming Futures Model

Launched in 2000, RF is a six-step model that promotes an inter-agency, coordinated approach to substance abuse treatment for juvenile justice system-involved youth. RF is not a program in and of itself but rather an approach that uses existing treatment and juvenile justice networks to reach out to community resources and provide the most effective treatment for youth (Nissen, Butts, Merrigan, & Kraft, 2006; Solovitch, 2010). The six steps of RF are described in Table 2. In addition to the six steps are two overarching elements: coordinated individualized response for youth, and community-directed engagement. Further, each RF community has a team of “fellows,” or leaders charged with implementing the six steps of the RF model. Each team consists of a judge, a juvenile probation representative, an adolescent substance abuse treatment professional, a community member, and a project director (Reclaiming Futures, “A Team of Leaders,” n.d.). It is also important to note that RF is not specific to JDCs but rather is a systems approach that promotes long-term organizational change that can be applied throughout an entire juvenile justice system.

Similarities and Differences Between JDC:SIP and RF

The JDC:SIP framework and RF model overlap to a large extent and are complementary. The overarching goal of both is to reduce substance abuse and future crime among justice-involved youth and to transition them into a healthy adulthood, free of systematic services. Both JDC:SIP and RF also emphasize that team collaboration is vital throughout the entire process, as is expanding the network of services available to youth via community partnerships. A focus on youth strengths is also present in JDC:SIP and RF: youths’ families are involved and family engagement is a key element. Finally, JDC:SIP and RF emphasize the importance of monitoring and evaluation, with JDC:SIP explicitly stating this as one of the 16 strategies and RF suggesting process and outcome measures for each of its six steps.

JDC:SIP and RF do have some fundamental differences, however. RF is a broader approach, not specific to only JDCs. Additionally, the number of persons involved in collaborative planning can be much larger for RF than is suggested for JDC:SIP. RF also emphasizes

TABLE 2 THE SIX STEPS OF THE RECLAIMING FUTURES MODEL	
Step	Model Expectations
Initial screening	Youth referred to the juvenile justice system should be screened as soon as possible to identify potential substance abuse problems.
Initial assessment	In order to measure substance abuse severity, other risk factors, as well as protective factors, a reputable tool should be used. This initial assessment should also be used to inform a youth's service plan.
Service coordination	Service plans should be individually tailored to each youth and comprehensive, including, for example, substance abuse treatment, prosocial activities, and education services. Plans should be developed and coordinated by community teams that are family driven, draw upon community-based resources, and span agency boundaries. Plans should also identify "natural helpers" known to the youth and his or her family.
Initiation	Timely initiation of service is essential. Service initiation is a critical moment in intervention. Consistent with Washington Circle Group (Garnick, Horgan, & Chalk, 2006; Garnick et al., 2002; McCorry, Garnick, Bartlett, Cotter, & Chalk, 2000) treatment standards, initiation is defined as having at least one service contact within 14 days of the assessment. Initiation should be monitored with all service plans and can be measured for the entire intervention or for each component in the plan.
Engagement	Effectively engaging youth and families in services is critical. "Engagement" is defined as three successful service contacts within 30 days of a youth's full assessment. Engagement should be monitored with all service plans and can be measured for the entire intervention or for each component in the plan.
Transition (formerly Completion)	When a youth completes his or her service plan and the agency-based services gradually withdraw, it is considered transition. As part of this process, it is important that youth and families are connected with long-term supports in the community as well as relationships with "natural helpers" that are specifically appropriate to each individual's strengths and interests.

Note: Adapted from "How the Model Works," Reclaiming Futures (reclaimingfutures.org/model/model-how-it-works).

higher-level systems change that goes beyond programmatic activity specific to JDCs. Finally, RF places more emphasis on the “beyond

treatment” or aftercare phase, where a youth is linked to community resources to assist with transition out of care. JDC:SIP focuses on treatment while youth are participating in the JDC program, but not on aftercare.

THE NEED FOR AN INTEGRATED LOGIC MODEL

Although JDC:SIP and RF have consistent overarching goals, they are two distinct approaches. The focus of the RF model is at the system level, and the focus of the JDC:SIP framework is at the program level, providing strategies for implementation. Thus, it is not readily apparent how to merge these approaches for practical application. The evaluation sites had previously implemented JDC:SIP in their existing JDC programs.

To help sites integrate JDC:SIP and RF, training and technical assistance was offered by the Reclaiming Futures National Program Office (RF-NPO) and by NCJFCJ through OJJDP’s Juvenile Drug Court Training and Technical Assistance program. All evaluation sites participated in some degree of training. However, evaluation sites reported that they did not receive needed training on how to merge JDC:SIP and RF. Additionally, the training and technical assistance for JDC:SIP and RF occurred separately, despite efforts to co-train the sites utilizing representatives of both RF-NPO and NCJFCJ. For example, at an “inter-site training,” representatives from both the RF-NPO and the NCJFCJ presented implementation information to JDC/RF sites, but did so in parallel to one another.

Because they did not receive practical information on how to integrate the models, sites were left to figure out a merged JDC/RF implementation approach on their own, which many found challenging. This led to variability among sites in how JDC/RF was implemented. Therefore, there was no standard against which the evaluation team could measure the extent to which sites implemented JDC/RF with fidelity. In consequence, the evaluation team developed the integrated JDC/RF Logic Model, which embeds JDC:SIP’s components within RF’s systems approach. This logic model represents the first time the two approaches had been merged and the method articulated in writing. Aside

from serving as a research tool, the JDC/RF National Evaluation could be used to assess implementation and measure fidelity. The JDC/RF Logic Model was also used as a training tool for the JDC/RF initiative and as a strategic planning and implementation tool for JDC/RF sites.

Evaluation sites reported that implementing JDC/RF consumed greater staff time than sites had expected and planned for in their grant proposals. Much of this time was spent in training, and the evaluation sites reported that the amount of time required was overwhelming at the outset, especially for those sites with fewer staff. Although the evaluation sites eventually adapted to the rigorous time commitments, all reported that it would have been much easier to deal with resource allocation had they known initially how much time would be required.

DEVELOPMENT OF THE INTEGRATED JDC/RF LOGIC MODEL

The initial purpose in developing the logic model was for use in the JDC/RF National Evaluation. However, as the evaluation team began the process, it became apparent that the JDC/RF Logic Model could be used as a tool beyond the purposes of the evaluation (e.g., for fidelity monitoring). Moreover, drug courts implementing JDC/RF voiced interest in such a tool as a resource to guide implementation. Both the NCJFCJ and the RF-NPO discussed using the JDC/RF Logic Model as a training tool (it has since been included in a guide for starting a JDC; Yeres, Gurnell, & Holmberg, 2014). Consultants working with JDC/RF sites have also inquired about using the tool to support sites in strategic planning.

The evaluation team's recognition of the potential value and practical application of the tool shaped its approach to developing the integrated JDC/RF Logic Model. The result was an iterative process that aimed to engage diverse stakeholders, maximize buy-in, and visually represent the integration of the two models. This was a time- and labor-intensive process that took one and a half years, required 14 versions of the logic model, and involved many people (e.g., judges, treatment providers, community members) from geographically diverse locations throughout the United States. Ultimately, the resulting product successfully served the initial purpose of the JDC/RF Nation-

al Evaluation, as well as later meeting the identified need for a practical resource with broader applicability.

For the purposes of developing the JDC/RF Logic Model, it was most useful and appropriate to use the OJJDP Generic Logic Model as a template (OJJDP, n.d.), as the JDC/RF National Evaluation was funded by OJJDP through an interagency agreement with the Library of Congress and all of the evaluation sites were funded by OJJDP (some were additionally funded by SAMHSA). The OJJDP template includes the following logic model categories: Problem, Subproblem(s), Goals, Objectives, Activities, Output Measures, and Short-Term and Long-Term Outcome Measures.

Desk Research and Internal Discussion

The team began the logic model development process by obtaining information on both JDC:SIP and RF. In addition to discussions with those implementing JDC/RF (i.e., evaluation sites), and the agencies promoting JDC:SIP and RF (NCJFCJ and RF-NPO), the team utilized existing written materials, primarily (1) *Juvenile Drug Courts: Strategies in Practice* (NDCI & NCJFCJ, 2003) for the JDC:SIP framework; (2) RF Model (Reclaiming Futures, “How the Model Works,” n.d.); (3) three JDC/RF Initiative requests for proposals (RFPs) for the JDC/RF–related implementation requirements of the evaluation sites from the federal grantors; and (4) other relevant literature focused on JDC:SIP and RF, such as *Ensuring Fidelity to the Juvenile Drug Courts Strategies in Practice—A Program Component Scale* (van Wormer & Lutze, 2010) and “Reclaiming Futures: Ten Years of Lessons, Progress and the Road Ahead” (Nissen, Merriegan, & Schubert, 2011). These materials were springboards for discussion of JDC:SIP and RF and proved useful in expanding collective knowledge among the evaluation team, which was independent of and external to the NCJFCJ, RF-NPO, and the funding agencies.

After extensive discussion pertaining to existing materials, the next step was to capture and document decisions about what should be included in the logic model. An initial draft of the integrated JDC/RF Logic Model was developed after months of internal discussion on the ways that JDC:SIP and RF were similar (even overlapping) and poten-

tially different. At their core, JDC:SIP and RF are complementary, in that they share a common focus on the juvenile justice population. However, JDC:SIP structures its framework around 16 program components, whereas RF focuses on a six-step systems approach. In part because of these different approaches, although many aspects of the programs are complementary, others differ slightly in their focus.

Even in the many instances of similar and complementary components, the language used is different, which is an important consideration for developing integrated language. For example, RF emphasizes a team-based approach through the RF Fellowship, which includes the judge and project director as well as representatives from probation, treatment, and the community (Reclaiming Futures, “A Team of Leaders,” n.d.). Similarly, though JDC:SIP uses different terminology than RF, it calls for a coordinated interdisciplinary team to function during both program planning and program implementation, emphasizing the need for the same core stakeholders (NDCI & NCJFCJ, 2003).

In other cases, the JDC:SIP and RF overlap conceptually but have slightly different focuses. For example, RF focuses on initiation of services by placing a special emphasis on ensuring that the youth engage services within a set time and continue to engage in services at a minimum frequency. In contrast, though the concept is consistent, JDC:SIP focuses on incorporating fixed timelines. Similarly, JDC:SIP emphasizes creating goal-oriented incentives and sanctions that are individualized to each youth. This approach is entirely consistent with RF’s emphasis on individualization, but it is not explicitly included in the RF model. Discussions of these similarities and differences occurred during collaborative working meetings that enabled the evaluation team members to leverage expertise, come to agreement with regard to model design, and identify areas in which external input was needed.

External Input and Revision

The evaluation team sought external input from three groups of key stakeholders: (1) the NCJFCJ, representing the JDC:SIP framework, (2) the RF-NPO representing the RF model, and (3) the JDC/RF evaluation sites that were implementing the two models. Initial language of the first draft of the JDC/RF Logic Model was final-

ized at an opportune time. The NCJFCJ and RF-NPO were co-hosting an intersite training for JDC/RF sites and invited JDC/RF National Evaluation staff to attend and utilize time on the agenda.

The evaluation team participated in the training first by presenting the draft of the JDC/RF Logic Model, describing the logic model development process, and discussing the role of the logic model in the evaluation, as well as ways it could be used at the site/JDC program level. The team then invited input from all in attendance. After the training, the evaluation team facilitated an interactive exercise with the JDC/RF sites designed to (1) obtain feedback on the first draft of the JDC/RF Logic Model, (2) collect site-level data from the JDC/RF evaluation sites pertaining to how JDC/RF key activities were represented in their programs, and (3) assist JDC/RF sites in discussing JDC/RF integration at their own sites by providing a guided written activity.

After working in site-specific groups on the exercise, representatives from each team presented salient points from their small group dialogue, and the evaluation team facilitated a discussion of how the JDC/RF key activities were represented in the logic model in comparison to the site-level JDC/RF implementation and integration experiences. This exercise was productive, and the input that emerged instigated meaningful changes to the draft logic model.

The evaluation team's participation in the intersite training led to a subsequent presentation about the JDC/RF Logic Model at a training session for RF coaches,¹ which yielded additional feedback. Additionally, following both presentations a series of collaborative calls occurred with representatives from the NCJFCJ, the RF-NPO, and the evaluation team. During these calls, the group reviewed the drafted JDC/RF Logic Model language category by category, and the evaluation team took notes of all suggested changes and overall input. It was specifically informative for the evaluation team to hear discussions among the JDC:SIP and RF experts about how they thought the integrated model should be represented. Much of this process was con-

¹ Each new RF site is appointed a coach, who is a leader from an established or previously existing RF site whose role is to support the site in its implementation of the RF model (Nissen & Merrigan, 2011).

ducted together; however, by necessity, some discussion occurred individually with the evaluation team. This overall process was constructive and allowed for thorough and specific feedback that the core working group found very useful.

After many iterations of valuable input and many drafts, the JDC/RF Logic Model was finalized. The initial purpose of the evaluation was to assess implementation of the integrated models by developing a global view of JDC/RF based on the evaluation team's interpretation of successful components and traditional performance measures. This purpose was augmented as the evaluation team incorporated the feedback from the experts in both models (NCJFCJ and RF-NPO) as well as the experience of those implementing JDC/RF (the JDC/RF sites).

THE JDC/RF LOGIC MODEL COMPONENTS

The JDC/RF Logic Model describes and depicts the integration of JDC:SIP and RF. It also served as the standard used by the evaluation team to compare how the JDC/RF program was implemented at each of the evaluation sites and to monitor the degree of fidelity with which it was implemented. The level of implementation fidelity was also used to examine similarities and differences between the JDC/RF programs implemented at the evaluation sites.

The evaluation team incorporated concepts specific to both JDC:SIP and RF into the integrated JDC/RF Logic Model. Starting with overall core concepts and narrowing down to specific activities, JDC/RF integration was considered in terms of the overall problem, subproblem, goals, objectives, key activities, outputs, and outcomes that represented all collaborators' views of how JDCs could implement JDC/RF. All components are a synthesis of the JDC:SIP framework and the RF model. For instance, the 16 "key activities" of the JDC/RF Logic Model are not the same as the 16 JDC:SIP strategies; rather, they are the original 16 JDC:SIP strategies melded with RF philosophy and terminology.

It is important to note that the criteria lists for each of the components are not hierarchical, and the order of the components does not

TABLE 3	NORMATIVE EXPECTATIONS OF THE INTEGRATED JDC/RF DRUG COURT LOGIC MODEL COMPONENTS
Component	How Component Was Developed
Problem	Originates from JDC/RF RFP
Subproblems	List developed internally with input from RF-NPO and NCJFCJ
Goals	Based on original JDC/RF RFP; revised based on input from RF-NPO, NCJFCJ, and JDC/RF sites
Objectives	Based on original JDC/RF RFP; revised based on input from RF-NPO, NCJFCJ, and JDC/RF sites
Key Activities	Combination of original 16 Strategies in Practice melded with RF philosophy and terminology; revised based on input from RF-NPO, NCJFCJ, and JDC/RF sites
Outcome Measures	Traditional evaluation measures aligned with goals; revised based on input from RF-NPO, NCJFCJ, and JDC/RF sites

reflect their degree of importance. Table 3 lists the components and how they were developed. The entire JDC/RF Logic Model is shown in the appendix to this article, and its components are discussed in the sections that follow.

Problems and Subproblems

The first component of the JDC/RF Logic Model defines the problem, or what each JDC/RF program needs to address (Figure 1). The problem is also specific to the JDC/RF target population, as there are a myriad of special populations within the criminal justice system. The problem was phrased in two ways: (1) The large number/percentage of drug-involved youth in the juvenile justice system for law violations and (2) Youth with substance use disorders and criminal behavior. All stakeholders who were consulted agreed that these are the problems that each program addresses. However, the original JDC/RF RFPs state the problem as drug-involved youth who have committed nonviolent law violations. Since some programs participating in the evaluation accepted youth with violent law viola-

tions, the JDC/RF Logic Model language was changed to reflect the experiences of the JDC/RF sites.

Once the problem was defined, the evaluation team developed a list of subproblems, or secondary issues (in this case characteristics of JDC/RF program youth), that each JDC/RF program may encounter, which dictate program activities. As with the problem category, these subproblems are specific to the youth enrolled in the JDC/RF evaluation sites. The subproblem list was developed by the evaluation team, then vetted and revised with the NCJFC, the RF-NPO, and the JDC/RF sites.

As shown in Figure 1, the final list included mental health conditions, trauma exposure, low self-esteem, poor life skills, educational challenges, environmental risk, and financial challenges. This list is not ranked, meaning all characteristics are of equal priority. The evaluation sites were especially helpful in shaping this JDC/RF Logic Model category, as these represent the characteristics of the youth they serve. For instance, the original list did not contain any mention of financial challenges. Further, the sites helped the evaluation team improve the language of the subproblems category from “dysfunctional families” to “family challenges” and from “mental illness” to “mental health conditions.”

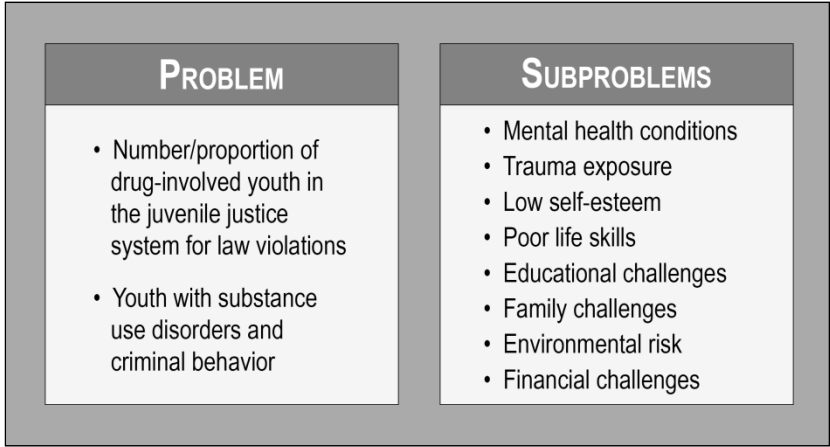


Figure 1. Normative Expectations of the Integrated JDC/RF Drug Court Logic Model—Problem and Subproblems

Goals and Objectives

Next, the evaluation team defined the five goals of the integrated model: the overarching principles that guide JDC/RF program decision-making (Figure 2). The goals are based on language presented in the original JDC/RF RFPs and are where the integration of JDP:SIP and RF is first exemplified. Although the goals address traditional JDC goals, such as providing effective substance abuse treatment to criminally involved youth and increasing the number of youth who are crime- and drug-free, other RF-based concepts are introduced at this juncture. For instance, the goals mention improving overall program capacity and systems, building partnerships to ensure a full continuum of care and program stability, and promoting a healthy transition to adulthood.

The JDC/RF Logic Model objectives (Figure 2) represent more specific, high-level activities that should be performed to achieve the

GOALS	OBJECTIVES
<ul style="list-style-type: none">• Enhance capacity of drug court to increase youth and family functioning• Improve systems to treat and support youth with substance use disorders and criminal behavior• Build community partnerships to ensure a robust referral network and program sustainability• Increase the number of youth who are both drug- and crime-free• Promote a healthy transition to adulthood	<ul style="list-style-type: none">• Work across systems to provide coordinated care and reduce the number/proportion of drug-involved youth in the juvenile justice system• Implement evidence-based adolescent substance abuse treatment modality or modalities• Utilize community resources for successful youth transition• Increase youth and family efficacy in making healthy lifestyle choices• Cultivate continuous program and individual accountability

Figure 2. Normative Expectations of the Integrated JDC/RF Drug Court Logic Model—Goals and Objectives

goals. Though both the goals and the objectives were based on language presented in the original JDC/RF RFPs, they were revised according to input from all stakeholders. The objectives also exhibit integration of JDC and RF, incorporating actions such as using a systems approach, implementing evidence-based treatment, using community resources, involving families, and transitioning youth out of agency-based services. An objective related to continuous programmatic and individual accountability, which is represented in both JDC:SIP and RF, is also included.

Key Activities

The Key Activities component of the JDC/RF Logic Model is where the integration for practical implementation is most realized. This category delineates the specific activities needed to achieve the overall goals and objectives. The key activities also represent the standard by which the evaluation team measured each site's implementation fidelity to the JDC/RF integrated model. To enable the JDC/RF Logic Model to be used as an evaluative tool, the evaluation team created concrete measures for each of the 16 key activities.

Ultimately, as shown in Table 4, 53 measures spanning all 16 of the key activities (shown in column 1), were used to assess the extent to which sites were implementing JDC/RF. For each key activity, the evaluation team returned to the JDC:SIP monograph and the Reclaiming Futures website to reassess what the JDC:SIP framework and RF model were each seeking to emphasize. In the course of this process, the team relied heavily on the formal expressions of each approach, as published by their creators. Because JDC:SIP and RF were largely complementary, most measures were overlapping and uncontroversial (e.g., whether the sites have gender-specific services). Others were tied directly to JDC:SIP or RF (e.g., components specific to RF such as the Community Fellowship or the Change Team). The development of the measures was also influenced by availability and accessibility of data across sites. Thus, the measures associated with these activities should be interpreted as indicators of that activity, not as comprehensive definitions.

TABLE 4 KEY ACTIVITIES MEASURES	
Key Activity	Measures
Community engagement and collaborative partnerships (4 measures)	<ul style="list-style-type: none"> • Level of representation on change team, excluding treatment providers and county government representatives • % of organizational resources utilized vs. available • Resources utilized in 7 identified areas • Level of representation at community fellowship meetings
Judicial leadership aligned with JDC and RF concepts (4 measures)	<ul style="list-style-type: none"> • Judicial fellow is the JDC/RF presiding official • JDC/RF official participates in the change team meetings • Frequency of presiding official's participation in change team meetings • JDC team views presiding official as a leader
Collaborative leadership and structured teamwork (5 measures)	<ul style="list-style-type: none"> • All relevant staff from JDC partners/entities attend staffing • Staffing meetings occur on a regular schedule • All JDC partners/entities are represented at change team meetings • Change team meetings occur on a regular schedule • Staff report that treatment and justice organizations work well together
Defined eligibility criteria (1 measure)	<ul style="list-style-type: none"> • Eligibility criteria is defined
Balance confidentiality procedures and collaboration (4 measures)	<ul style="list-style-type: none"> • Data collection system allows electronic sharing of client data • Relevant core team members have access to the same databases • Formal, written policy detailing confidentiality procedures is in place • Confidentiality procedures are explained to youth and parents on program entry
Comprehensive screening and ongoing assessment (5 measures)	<ul style="list-style-type: none"> • Standardized clinical screening is in use • All justice-involved youth receive the same clinical screening • Standardized clinical assessment is in use • Staff are certified to conduct the assessment • Clinical assessment informs site treatment plans

TABLE 4 KEY ACTIVITIES MEASURES (cont.)	
Key Activity	Measures
Strength-based care coordination (2 measures)	<ul style="list-style-type: none"> • Representatives from all care-providing entities attend client staffings • Staff role/staff time is dedicated to care coordination for each youth
Individualized evidence-based treatment services (3 measures)	<ul style="list-style-type: none"> • Youth receive an evidence-based substance use disorder treatment • Site offers Outpatient (Level I), Intensive Outpatient/Day (Level II), and Residential/Inpatient (Level III) treatment • Youth treatment plans are updated on a regular basis
Services appropriate to youths' gender, culture, and development (6 measures)	<ul style="list-style-type: none"> • Gender-specific services are available • Clinical groups are separated by gender, if applicable • Staff are trained in cultural competency • Bilingual staff are available, as needed • Youth-specific treatment interventions are utilized • Substance use disorder treatment is available to both sexes
Engage family in all program components (5 measures)	<ul style="list-style-type: none"> • Caregivers are required to participate in youth treatment • Transportation or transportation incentives are provided to caregivers, if transportation is an identified barrier • Parent/family support group is offered • 3 additional techniques are used to engage families (e.g., prosocial activities, court times outside work hours) • Staff role/staff time is dedicated to family/parent engagement
Regular, random drug testing (2 measures)	<ul style="list-style-type: none"> • Drug testing is conducted at least 2 times per week in initial phase • Drug testing is designed so youth cannot predict tests
Strength-based incentives and sanctions (2 measures)	<ul style="list-style-type: none"> • Formal documents outline incentives and sanctions • Site solicits youth input to individualize incentives/sanctions
Program monitoring and evaluation (3 measures)	<ul style="list-style-type: none"> • System(s) in place allow for extraction of aggregate and individual level evaluation data • Staff review site data (e.g., GAIN site profiles or GPRA reports) • Site has a local evaluator or staff time devoted to evaluation

TABLE 4 KEY ACTIVITIES MEASURES (cont.)	
Key Activity	Measures
Educational linkages (4 measures)	<ul style="list-style-type: none"> • % of community educational resources used as referral sources • Representative of the educational system attends change team meetings • Program obtains information from schools • A regular mechanism is in place for program and school staff to communicate about youth (e.g., attendance, grades, fights, etc.)
Successful initiation, engagement, and completion of treatment (2 measures)	<ul style="list-style-type: none"> • % of youth with at least 1 service contact within 14 days of assessment • % of youth with 3 or more sessions within 30 days of admission
Implement community transition plan (1 measure)	<ul style="list-style-type: none"> • Transition plan is developed for each participant

Note: For the purpose of the JDC/RF National Evaluation, most measures were presented as binary (yes or no). Measures that were not binary were converted to a 0–1 scale for ease of comparison.

Measures

Finally, the output and short-term and long-term outcome components measure the extent to which the goals and objectives are being achieved. The output measures (Figure 3) primarily address processes, or immediate actions that are being taken. They are typically numbers or percentages and can be regularly monitored, in monthly or quarterly reports, for example. These measures are important for program managers in that they can monitor implementation fidelity and indicate any problems or barriers that need to be remedied. The output measures in the JDC/RF Logic Model are traditional measures of drug court activity, aligned with the key activities to the greatest extent possible, and were vetted and revised after input from the NCJFCJ, RF-NPO, and the JDC/RF sites.

The short- and long-term outcome components (Figure 4) measure the impact of the JDC/RF program on participants. The short-term

OUTPUT MEASURES

- Community partnerships formed and active (*n* or %)
- JDC staff trained in JDC/RF processes and procedures (*n* or %)
- Staff certified in conducting full bio/psycho/social/clinical assessments (*n* or %)
- Participation of judge in RF judicial activities (%)
- Data are/are not shared among involved partners
- Screenings, by screening tool (*n* or %)
- Assessments, by assessment tool (*n* or %)
- Staff meeting and clinical staffing composition
- Youth with individualized treatment service plans (*n* or %)
- Average length of time from referral to initiation/engagement
- Treatment plans with family involvement (*n* or %)
- Urinalysis screenings and % negative (*n*)
- Youth referred to and enrolled in JDC/RF (*n*)
- Youth initiating and engaging in treatment (*n* or %)
- Youth in detention and days in detention (*n* or %)
- Youth referred to and involved in community programs (*n* or %)
- Prosocial activities provided to youth, parents, caregivers, and families (*n*)

Figure 3. Normative Expectations of the Integrated JDC/RF Drug Court Logic Model—Output Measures

outcomes are measured immediately after a youth completes the program. Like the output measures, they are typically numbers and percentages. They not only assess how many youth graduated or completed the program but explore the number of youth who are in educational programs, engaged in drug-free prosocial activities, and employed—all indicators of healthy transition. The long-term indicators, whose measurement is intended to begin six months after program completion, also measure healthy transition via more traditional JDC measures, such as abstaining from substance use, remaining crime- and arrest-free, graduating from high school or earning a GED, maintaining stable employment, and having stable living conditions.

DISCUSSION AND PRACTICAL IMPLICATIONS

The success of a program is dependent on its implementation. Yet successful implementation is challenging, particularly when applying multiple approaches, models, frameworks, and/or practices within a program, as each might have its own tenets, strategies, and goals. Even when aspects of the practices are consistent, and perhaps overlapping or complementary, differences exist and must be reconciled. Additionally, within programs, various stakeholders have existing ideologies and often multiple focuses. For example, the interests of those whom a program is serving will likely differ from those who are involved in the development of a model, which in turn will differ from those providing direct services. Thus, the integration and implementation process requires thoughtful planning, as these are the first steps necessary for program fidelity, and it is especially critical to program sustainability. Models are more likely to be sustained when time is set aside for integration, implementation, and strategic planning.

The procedure described for integrating JDC:SIP and RF has practical application for JDCs specifically implementing RF, as well as implications for other JDCs and youth-serving programs implementing multiple approaches, models, frameworks, and practices. For JDCs implementing RF, the JDC/RF Logic Model can be used as a starting point for integration and implementation planning, as it provides a roadmap for what a successful implementation should look like and a guide for developing indicators and measuring program fidelity.

Because jurisdiction, population served, program culture, and operations differ from JDC to JDC, it might be necessary to adapt the JDC/RF Logic Model to reflect the individual program. This is true across all categories, as was evidenced by the evaluation sites when they reviewed and discussed how their JDC/RF site is aligned with and different from the JDC/RF Logic Model. Site-specific variations were devised for the problem, the subproblems, goals, objectives, key activities, outputs, and outcome measures. Adaptation might also be necessary for the key activity measures listed in Table 4. If a site is using them for evaluation purposes, editing and expanding key activity

measures should be considered, because key activity measures applicable across sites for use in the JDC/RF National Evaluation were limited, but that might not be the case at the site level. Moreover, the process of engaging in collaborative team discussions of model integration propels the implementation planning process. Some of the evaluation sites discussed how useful it was for them to compare their site to the JDC/RF Logic Model as a means of clarifying overall program goals as well as internal processes and procedures, as it offered them a guide to program planning, implementation, and monitoring.

The integrated JDC/RF Logic Model necessitated a discrete process to turn it from a conceptual depiction into a functional evaluation tool that could also be used to guide program implementation and fidelity to the model. While this process was specific to the needs of the evaluation, JDC/RF programs that wish to use the JDC/RF Logic Model to either evaluate their own local performance or use it as a guide for program implementation and ongoing fidelity can learn from the evaluation team's experience. Two important additional steps increase the model's utility: First, JDC/RF programs that wish to use the integrated JDC/RF Logic Model as a basis for local evaluation and program management should fully define their key activities, using the JDC/RF Logic Model as a starting point. Second, programs should then tie their refined key activities to output measures, ensuring that they have data available for every measure. Refining the key activities with concise definitions and corresponding output measures allows JDC/RF sites to achieve greater conceptual clarity about what they are trying to accomplish with each activity.

This approach also lends greater conceptual clarity to the integration of JDC/RF specific to the particular site. Program-level definitions of the key activities, while possibly a source of disagreement across sites, as assessed in the JDC/RF National Evaluation, may allow for discussion resulting in a further-improved version of the JDC/RF Logic Model that can serve as a robust planning, implementation, and monitoring guide for future JDC/RF programs.

The time commitment often required to undertake a new approach, model, framework, or practice should not be underestimated. The JDC/RF sites voiced concern about their misconception of the time

needed to integrate and implement the models, as well as the lack of training on the integrated model. It might be useful for the NCJFCJ and RF-NPO to delineate and clarify expectations in terms of an estimated amount of time needed to integrate and implement JDC/RF, particularly in regard to participation in trainings and technical assistance activities. Additionally, it might benefit JDC/RF sites for the national organizations to develop training strategies that focus on the integration and implementation of JDC/RF, in place of or in addition to training that focuses primarily on each individual approach.

For other JDCs and youth-serving programs implementing multiple approaches, models, frameworks, and practices, thoughtful planning is also key for successful integration and fidelity monitoring. Understanding the ways in which a newly identified or adopted practice aligns and/or conflicts with existing structures enables a team to make informed decisions on implementation. It can also serve as an effective strategy to clarify goals and expectations within a program and increase understanding of the integration as well as consistency in perceptions across program staff.

The process of integrating practices, as in the development of the JDC/RF Logic Model, can be time intensive. Yet dedicating time to this endeavor has the potential to increase the actual integration of practices, assist with implementation, and save time in the long run.

NORMATIVE EXPECTATIONS OF THE INTEGRATED

PROBLEM

- Number/proportion of drug-involved youth in the juvenile justice system for law violations
- Youth with substance use disorders and criminal behavior

SUBPROBLEMS

- Mental health conditions
- Trauma exposure
- Low self-esteem
- Poor life skills
- Educational challenges
- Family challenges
- Environmental risk
- Financial challenges

OBJECTIVES

- Work across systems to provide coordinated care and reduce the number/proportion of drug-involved youth in the juvenile justice system
- Implement evidence-based adolescent substance abuse treatment modality or modalities
- Utilize community resources for successful youth transition
- Increase youth and family efficacy in making healthy lifestyle choices
- Cultivate continuous program and individual accountability

GOALS

- Enhance capacity of drug court to increase youth and family functioning
- Improve systems to treat and support youth with substance use disorders and criminal behavior
- Build community partnerships to ensure a robust referral network and program sustainability
- Increase the number of youth who are both drug- and crime-free
- Promotes a healthy transition to adulthood

KEY ACTIVITIES

- Community engagement and collaborative partnerships
- Judicial leadership aligned with JDC and RF concepts
- Collaborative leadership and structured teamwork
- Defined eligibility criteria
- Balance confidentiality procedures and collaboration
- Comprehensive screening and ongoing assessment
- Strength-based care coordination
- Individualized evidence-based treatment services
- Services appropriate to youths' gender, culture, and development
- Engage family in all program components
- Regular, random drug testing
- Strength-based incentives and sanctions
- Program monitoring and evaluation
- Educational linkages
- Successful initiation, engagement, and completion of treatment
- Implement community transition plan

JDC/RF is an integration of two models used in juvenile drug court practice, *Juvenile Drug Courts: Strategies in Practice* and *Reclaiming Futures*.

JDC/RF DRUG COURT LOGIC MODEL

OUTPUT MEASURES

- Community partnerships formed and active (*n* or %)
- JDC staff trained in JDC/RF processes and procedures (*n* or %)
- Staff certified in conducting full bio/psycho/social/clinical assessments (*n* or %)
- Participation of judge in RF judicial activities (%)
- Data are/are not shared among involved partners
- Screenings, by screening tool (*n* or %)
- Assessments, by assessment tool (*n* or %)
- Staff meeting and clinical staffing composition
- Youth with individualized treatment service plans (*n* or %)
- Average length of time from referral to initiation/engagement
- Treatment plans with family involvement (*n* or %)
- Urinalysis screenings and % negative (*n*)
- Youth referred to and enrolled in JDC/RF (*n*)
- Youth initiating and engaging in treatment (*n* or %)
- Youth in detention and days in detention (*n* or %)
- Youth referred to and involved in community programs (*n* or %)
- Prosocial activities provided to youth, parents, caregivers, and families (*n*)

OUTCOME MEASURES

Short-Term

- Youth successfully completing treatment (*n* or %)
- Youth graduating from JDC/RF (*n* or %)
- Youth remaining crime- and arrest-free during and at completion of the program (*n* or %)
- Youth retained in JDC/RF for the minimum amount of time designated by the program (*n* or %)
- Youth exhibiting a reduction in drug use during and at completion of the program (*n* or %)
- Youth in educational programs during and at completion of the program (*n* or %)
- Youth engaged in a drug-free pro-social activity during and at completion of the program (*n* or %)
- Youth employed during and at completion of the program (*n* or %)

Long-Term*

- Youth who remaining drug-free (*n* or %)
- Youth remaining crime- and arrest-free (*n* or %)
- Youth without probation violations (*n* or %)
- Drug-involved youth in the JJ system (*n* or %)
- Youth graduating from high-school/receiving GEDs (*n* or %)
- Youth in stable living conditions (*n* or %)
- Youth engaged in a drug-free pro-social activity (*n* or %)
- Youth employed (*n* or %)

*Six months after program completion

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