



# THE BTC REVIEW

*The Newsletter of The Breaking the Cycle Initiative*

Issue 2

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## THIS ISSUE:

*The Breaking the Cycle  
Demonstration Sites:*

*Birmingham, Alabama*

*Jacksonville, Florida*

*Tacoma, Washington*

*Lane County (Eugene), Oregon*

Breaking the Cycle is sponsored by the Office of National Drug Control Policy and the National Institute of Justice, in partnership with other Justice Department and Federal agencies. It is a systemwide intervention strategy designed to identify, supervise, and treat all drug users in the criminal or juvenile justice system. Its hypothesis is that a system of integrated testing, treatment, graduated responses, and supervision will reduce drug use in a defendant population. This, in turn, will reduce recidivism, improve social functioning and health status, and promote more effective use of system and treatment resources.

The Breaking the Cycle model is being implemented in the adult justice systems of Birmingham, Alabama; Jacksonville, Florida; and Tacoma, Washington, and the juvenile justice system of Lane County (Eugene), Oregon. Additional information about the initiative is available through:

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*PROGRAM BRIEF*

*The premiere issue of The BTC Review (April 1999) described the Breaking the Cycle initiative, its strategy, and critical elements. This edition focuses on the initiative's four demonstration sites: Birmingham, Alabama; Jacksonville, Florida; Tacoma, Washington; and Lane County (Eugene), Oregon.*

## *The Breaking the Cycle Demonstration Sites*

In 1996, The National Institute of Justice (NIJ) selected Birmingham, Alabama, as the first Breaking the Cycle demonstration site. In 1998, NIJ expanded the initiative to Jacksonville, Florida, and Tacoma, Washington, and in 1999 selected Lane County (Eugene), Oregon, as the first Breaking the Cycle project in a juvenile justice system. Each site brings a strong collaborative framework to the initiative that includes partners from the justice and treatment communities and the local political system. Each site also has undertaken other innovative strategies to treat and monitor drug-using defendants, such as drug courts, TASC programs, and networks to promote criminal justice and treatment system coordination.

## *Birmingham, Alabama*

### PROGRESS MADE, LESSONS LEARNED

The first of the Breaking the Cycle demonstration sites is managed by the University of Alabama at Birmingham Treatment Alternatives to Street Crime program (UAB/TASC). UAB/TASC has a long and successful history of providing substance abuse and defendant supervision services to its criminal justice system. Under Breaking the Cycle, UAB/TASC and local court and corrections officials also have developed a collaboration that has allowed them to address other issues such as jail crowding and court delay.

Under Breaking the Cycle, Birmingham has significantly improved its handling of drug-using defendants. Substance abuse assessments that once were done 6 months after arrest are now done within 2 days of arrest. The number of defendants on UAB/TASC's active

## PERFORMANCE MEASURES

To test the idea that integrated treatment, sanctions and incentives, and enhanced supervision can reduce drug use and crime, a well implemented model of these “critical elements” must exist. To ensure this, NIJ and the Breaking the Cycle evaluators track *performance measures*. These are data-driven variables that measure a site’s progress in meeting goals and objectives and managing its various components. Performance measures are vital to (1) establishing accountability within the initiative partnership, (2) gauging progress towards goals and objectives, (3) improving policies and procedures, and (4) keeping stakeholders informed of initiative progress.

Performance measures track progress in meeting internal targets—management performance of the different initiative partners, program integrity, and understanding of the initiative—and external objectives—for example, frequency of testing, application of sanctions, case management effectiveness, and information sharing. To be useful, performance measure variables must be easy to quantify. Thus, measures to track sanctions and incentives would include the number of defendants eligible for a graduated response, the percent of these receiving a response, the type of response used (administrative/judicial, noncustody/custody), the time between the behavior and the response, and the types of graduated responses applied to future behavior.

Since they are data driven, performance measures require an integrated management information system or multiple systems that allow access by different agencies. Partner agencies must agree to enter needed data regularly and to make this information available to other agencies and the Breaking the Cycle evaluators.

Performance measures are an invaluable way to document the success of implementing and operating a research initiative. This, in turn, helps to bolster research findings, since questions about proper implementation design are addressed. Just as important, performance measures gauge daily operations, problem solving, and—through accountability—local ownership of the project.

caseload has more than doubled from 900 a month to over 1,800, and the median length of supervision has increased from about 150 days to 232 days. Treatment also includes case management, frequent urinalysis, and other needed services. Criminal justice and service providers are now engaged in developing a seamless transition of drug treatment and supervision data from the pretrial stage to postadjudication supervision.

Birmingham’s experience as Breaking the Cycle’s “pioneer site” reinforced the importance of elements such as strong system collaboration, a comprehensive management information system, and the availability of wide-ranging treatment options. The Birmingham experience also showed that Breaking the Cycle’s collaborative structure can be used to address other system issues. NIJ has incorporated the lessons learned in Birmingham into its partnership with the other Breaking the Cycle sites. It also is working with site officials to transition Breaking the Cycle to other local, State, and Federal funding sources.

## Jacksonville, Florida

### EXPANDING COMMUNITY-BASED SUPERVISION

The Community Services Department, part of the Executive Office of the Mayor, has taken the lead on comprehensive strategies to reduce crime in both adult and juvenile populations. Its lead role in Breaking the Cycle reflects the initiative’s strong support within the city’s political as well as criminal justice and treatment systems.

Perhaps the most significant system change here will be the expansion and improvement of community-based supervision options for drug-using defendants. Jacksonville will debut a Pretrial Supervision Unit (PTSU) as part of its State Probation Department. The PTSU will work with the local TASC to assess each drug user’s overall treatment and supervision needs. Using a case management approach, supervision officers will monitor clients throughout the pretrial phase. Supervision will include administrative sanctions and incentives to address misconduct and compliance. The PTSU also will allow officials to ensure a seamless transition of drug testing, treatment, and supervision status from pretrial to postadjudication status.

In January 1999, Jacksonville began a “Court-Monitored Probation” (CMP) calendar to improve judicial oversight. Modeled after Jacksonville’s drug court, CMP requires defendants sentenced on the calendar to meet with the judge and outline how they will successfully complete supervision. Defendants then meet regularly with the judge to discuss their progress. The court also receives regular compliance reports from the Probation Department. Once Breaking the Cycle officially begins, the CMP will add sanctions and incentives to address defendant behavior.

Enhanced supervision also will include a closer relationship between case management agencies and treatment providers. TASC, PTSU, and Probation will work together to create the best treatment and supervision design. Case managers and treatment providers will be partners in monitoring defendants under supervision and jointly determine the most appropriate responses to defendant behavior. If these procedures are successful for drug users, the Breaking the Cycle supervision design will be applied to all community-based defendants and offenders in Jacksonville.

## Tacoma, Washington

### MEETING PUBLIC POLICY GOALS

The Pierce County Alliance—the lead agency for Tacoma’s Breaking the Cycle initiative—manages the jurisdiction’s TASC program and drug court, and has provided most of Tacoma’s chemical dependency services for the courts and corrections.

Through Breaking the Cycle, officials in Tacoma will take advantage of major public policy changes regarding felony crime. In April, the Washington State Legislature amended sentencing laws to require substance abuse assessments as part of sentencing for felony defendants.\* Courts can order substance abuse treatment for up to 2 years as a sentence condition.

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\*A second action, effective July 1, 2000, gives the State Department of Corrections more authority to sanction offenders sentenced to probation. “The Offender Accountability Act” will complement Breaking the Cycle’s approach of administering ‘swift and sure’ sanctions.”

This change in public policy will be met in Tacoma through Breaking the Cycle’s evaluation and placement of defendants in treatment as well as post-adjudicatory monitoring of sentenced offenders’ compliance with treatment. A Breaking the Cycle “Alternative Center” will assess all new felony defendants within hours of arrest. Center staff will refer drug users to appropriate treatment or monitoring prior to adjudication, and the Center will function as one of the site’s outpatient treatment programs. Judges will have treatment and supervision recommendations at bail setting and sentencing, and can order appropriate conditions to community or detention supervision.

The new Alternative Center will integrate drug dependency assessment and treatment with criminal justice supervision. Eighteen full-time staff, including a Pierce County corrections officer and a Department of Corrections probation officer, will provide a range of services, from in-jail chemical dependency screening of adults with new felony arrests to administration of graduated sanctions and incentives. Case managers will provide a “hands-on” approach to referral to community resources for housing, employment, education, and health care.

## Lane County (Eugene), Oregon

### ENHANCING JUVENILE JUSTICE

Lane County features a unified juvenile justice and substance abuse treatment network, anchored by the Department of Youth Services. The network includes representatives of Oregon State and local court and treatment agencies. The result has been a history of interagency collaboration and science-based juvenile justice reform, stressing early identification and assessment, continuity of treatment, and judicial oversight.

Breaking the Cycle will complement Lane County’s objective of improving its juvenile justice system’s capability. Central to this objective is a new Juvenile Justice Center, scheduled to open November 1999. This facility will provide an array of corrections and treatment programs at a single, community-based location. One new service will be a Juvenile

Assessment Center (JAC) to provide early assessment and identification of appropriate treatment and supervision strategies.

Another enhancement to be continued under Breaking the Cycle is improved treatment programming, originally begun under the Youth Intervention Network (YIN). Funded by the Center for Substance Abuse Treatment (CSAT), YIN offers services such as substance education, inpatient and outpatient care, family counseling, programs for dually diagnosed youth, educational programs and recreation. Service coordinators support youth in treatment and provide community advocacy for youth and families throughout their involvement in services.

Finally, in partnership with the State of Oregon, Lane County has developed the Juvenile Justice Information System (JJIS). This statewide case management system will provide comprehensive information about juvenile offenders. Along with the

drug monitoring and treatment data stored in the YIN system, the JJIS will present the most comprehensive picture of drug-using minors and the most effective interventions available for them.

### *Next Issue*

The next issue of The BTC Review will describe the Breaking the Cycle's national evaluation. Included will be an overview of the evaluators—the Urban Institute and Research Triangle Institute—the research designs, and their goals and objectives.

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