



Orcas Island School District, San Juan County Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

*Department of Social and
Health Services*

*Research and Data Analysis
Division and the University
of Washington, Washington
Institute for Mental Illness
Research and Training,
Western Branch*

*Kojay Pan, M.P.A.,
Christine Roberts, Ph.D.,
with Dario Longhi, Ph.D.*

Executive Summary

Orcas Island School District is one of eighteen Washington State Incentive Grant (SIG) community grantees. Eighty-five percent of SIG funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth.

This document is a baseline community-level evaluation report, examining the history of Orcas Island School District's community partnership and substance abuse prevention efforts within the last decade and the district's initial challenges and successes in providing SIG-funded prevention services for youth. Reports are provided as feedback on Orcas Island School District's SIG-related efforts to date and as a partial record of those efforts for state and federal funding agencies.

Orcas Island, in San Juan County, is a popular retirement location. In addition, young, working families who are primarily dependent on tourism and the service industry for their livelihood also comprise a large portion of the population. In recent years, there has been an influx of wealthier families and individuals, raising the cost of living on the island.

Community norms are somewhat permissive toward drug and alcohol use, misuse, and abuse. For example, among Washington State counties, San Juan County had the highest percentage of voters who chose to legalize medicinal marijuana use in the 1999 vote on the legalization of the medicinal use of marijuana. Due to the limited organized activities available for young people after school, the use of alcohol and other drugs is viewed by youth as an easy way to kill time.

Prior to SIG, collaboration and cooperation between local prevention providers and agencies occurred through the Orcas Island Substance Abuse Prevention Task Force. The task force has given Orcas Island community members and service providers the opportunity to gather and share ideas, communicate awareness, reach out to the community, and more effectively help those youth and families in need. SIG's focus on prevention planning and partnerships matched the efforts that were currently taking place on Orcas Island. SIG has helped create a greater awareness of the merits of science-based prevention programs and the use of data in prevention planning and evaluating outcomes of program participation.

Challenges experienced by local project staff in fulfilling SIG requirements included arranging a location for the Boys and Girls Club, finding ways to increase school personnel's acceptance of the Second Step curriculum, and coping with confusion regarding the Everest Database program.

Orcas Island School District, San Juan County Baseline Community-Level Evaluation

Introduction

Orcas Island School District is one of eighteen Washington State Incentive Grant community grantees. Eighty-five percent of State Incentive Grant funds are allocated to communities to prevent the use, misuse and abuse of alcohol, tobacco, marijuana and other drugs by Washington State youth. The grant consists of a three year, \$8.9 million award from the federal Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in the State Incentive Grant (SIG) have goals of coordinating resource and reducing duplication of effort. Communities will reduce key risk factors and promote protective factors in their efforts to reduce youth substance use, misuse and abuse. Specific goals and objectives for state agencies and communities are stated in the *Washington State Incentive Grant Substance Abuse Plan*, pages 4 and 5, published in March 1999, by the Governor's Substance Abuse Prevention Advisory Committee. Appendix A contains a detailed list of those objectives. They are summarized here:

Goals:

1. Prevent alcohol, tobacco, marijuana and other drug use, misuse and abuse by the state's youth.
2. Make the community-level system more effective.

Objectives:

1. Establish local prevention partnerships.
2. Use a risk and protective factor framework for the community prevention plan.
3. Participate in joint community risk and protective factor and resource assessment.
4. Select and implement effective prevention actions.
5. Use common reporting tools.

The State Incentive Grant evaluation, of which this report is a part of, is a research evaluation intended to provide feedback to state agencies and communities on their progress toward the goals and objectives stated in the *Washington State Incentive Grant Substance Abuse Plan*. Interim reports are provided as an integral part of that feedback. Research methods are described in Appendix B. This report's focus is prevention activities on Orcas Island. Reports are provided as feedback on the islanders' SIG-funded prevention efforts to date and as a record of those efforts for state and federal funding agencies. Future

reports will include discussions of program effectiveness, community partnerships, and plans for continued funding beyond SIG.

Orcas Island School District's Application for SIG Funds

Orcas Island's SIG application process is an example of community partnering and collaboration. Orcas Island's Children's House Executive Director, Terri Mason, submitted the SIG proposal on behalf of the Orcas Island community. The proposal was the culmination of many groups' collaborative efforts. This community effort arose after Orcas Island community members and local service providers formed an Orcas Island Substance Abuse Prevention Task Force.

Prior to SIG, Orcas Island received a *Readiness to Learn* grant, through Orcas Island Children's House. Orcas Island Children's House is a non-profit organization with the mission of strengthening and empowering families in the community to foster their optimal development. They assist families in defining needs and goals, accessing resources, providing parenting classes, and referring families to community services. Funding or financial support for these prevention activities are funded through the San Juan County Community Mobilization fund.

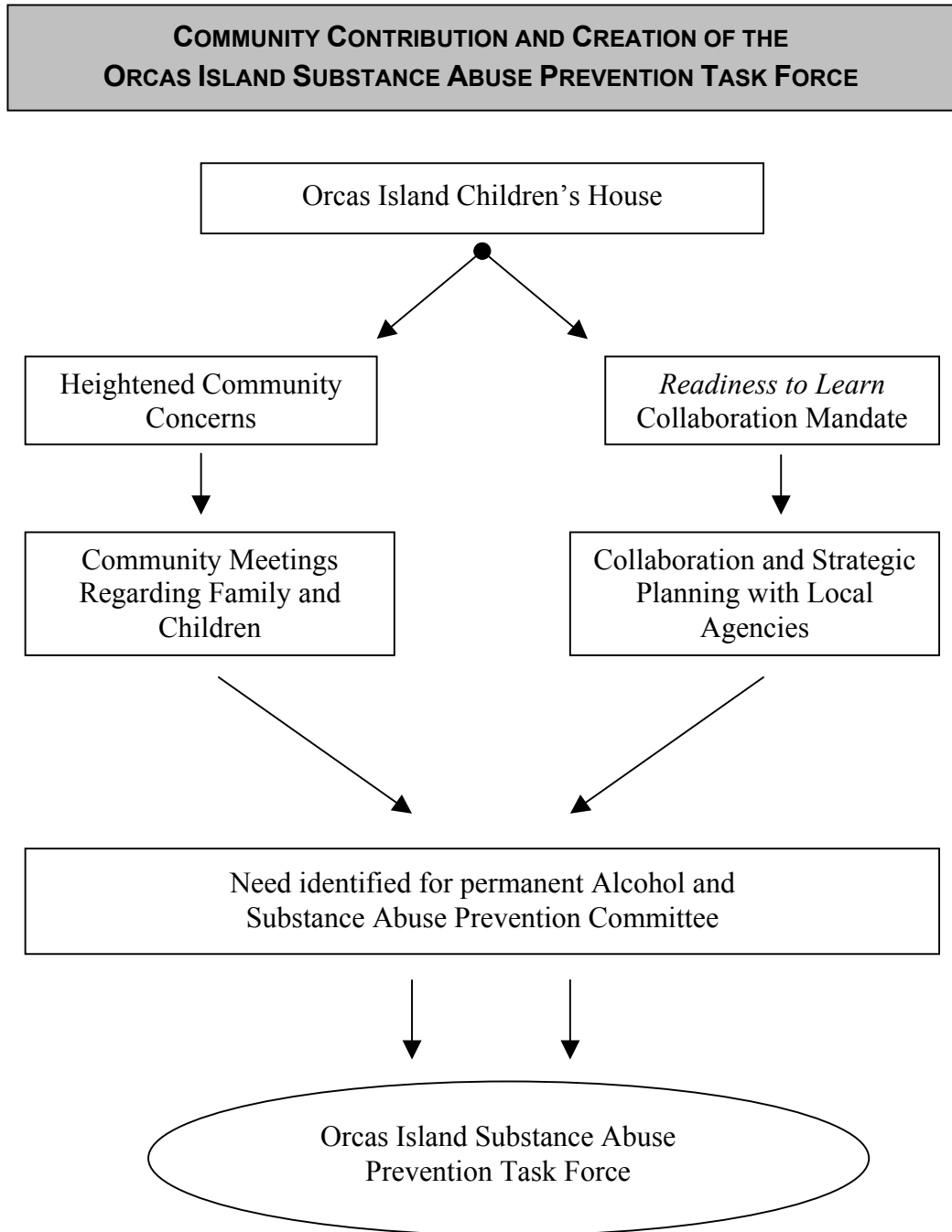
The conditions of the grant required collaboration. As a result of the *Readiness to Learn* mandate, direct service providers throughout the Island meet on a monthly basis to discuss issues confronting at-risk youth and their families. The *Readiness to Learn* grant increased collaboration and communication between those agencies and the community. However, the focus of the *Readiness to Learn* group has been community collaboration around family support and general issues of at-risk youth, and as result, the specific issue of alcohol and substance abuse has not been addressed.

In 1997-98, a series of meetings led by the Orcas Island Children's House revealed the need for a specific alcohol and substance abuse committee or task force. In addition, several local incidents of substance abuse had heightened community concern regarding substance abuse issues. Through the support of Orcas Island Children's House and the community, strategic planning was initiated. The need for a permanent group that would meet to address substance and alcohol abuse issues was apparent. This need, coupled with the communities' increased awareness of at-risk youth issues, resulted in the creation of the Orcas Island Substance Abuse Prevention Task Force in 1998. The steps leading to the establishment of this task force are detailed in the chart below.

The Orcas Island Substance Abuse Prevention Task Force undertook the responsibility of addressing substance abuse prevention and creating a more positive environment for youth, teens, and adults on Orcas Island. The Task Force created a strategic plan that included strategies and desired outcomes.¹ The Task Force strategic plan also identified community risk factors.

¹ Orcas Substance Abuse Prevention Task Force Strategic Plan, An Overview. Orcas Island Substance Abuse Prevention Task Force. Unpublished. Distributed in 1999.

Through Task Force planning and through strong support from local agencies and the community, the SIG application was submitted and resulted in the creation of two prevention programs on Orcas Island.



The Orcas Island Substance Abuse Prevention Task Force was able to build upon the momentum created by the *Readiness to Learn* mandate. In addition to this mandate, the Task Force drew financial support from the Orcas Island Community Mobilization group. The Task Force drew members from throughout the Island, from the community and service provider population, several agency decision-makers and community leaders. Some community members report that one advantage of working in a small community is that key decision-makers are much more accessible there than in larger communities. Included in the Task Force are members from the following groups:

- North Island Counseling
- The Community Health Board
- Prosecuting Attorney's Office
- Orcas Island School District
- Orcas Island Public Library
- Individual community members
- San Juan County Commissioner
- San Jan County Sheriff
- The Orcas Island Children's House
- Orcas Island Family Resources
- The Boys & Girls Club of Orcas Island
- Local parents
- Middle school and high school students
- San Juan County Health and Community Services
- State Incentive Grant local project director

In its initial stages, the task force underwent a *Together We Can* training that included an introduction to risk and protective factors. This training allowed the Task Force to identify and categorize issues that were confronting the community. The Task Force was then able to accomplish the following:

- Examination of community indicators
- Community resource assessment
- Linking of community indicators to risk and protective factors
- Identification of key risk and protective factors
- Identification of desired outcomes
- Creation of a strategic plan

Meeting every other month as a Task Force has given the community of Orcas Island and local educational and service providers an arena for people to gather and share ideas, communicate feelings, enhance partnerships, further community awareness, reach out to the community, and help youth and families in need.

While community members overwhelmingly reported that the task force has been highly effective, restructuring is underway to allow for more focused efforts.² This restructuring will break the task force into three sub-committees:

1. Preschool-Elementary Group
2. Teen Group
3. Adult Group

These subcommittees plan to meet monthly. Subcommittees will develop and implement strategies and determine measures of success. The entire Task Force will convene on a quarterly basis to address the issues and ideas identified by the subcommittees.

Task Force and Community Accomplishments

Since its inception a year and half ago, the Orcas Island Teen Substance Abuse Prevention Task Force, along with participation from the general community, has made several achievements:

- Successful application for the three-year State Incentive Grant of \$70,000 per year to fund prevention programs: *Second Step Social Skills/Conflict Resolution* curriculum and the *Boys and Girls Club*, including Smart Moves drug and alcohol prevention education.
- Participation of Orcas Island School District in the Washington State Adolescent Health Behaviors Survey to assess student-reported attitudes and use of alcohol and drugs.
- Development of a Community Pledge and parent network. The Community Pledge is an informal pledge by community members to not use or abuse substances in the presence of children. The Community Pledge has created a network of parents who have committed to not use substances, and a network of parents and households that are substance free.
- Offering more parenting classes to strengthen families and address the impacts of alcohol and other drug abuse on families.
- The institution of grade-specific parent meetings at school to clarify goals and increase parent-to-parent communication.
- Articles in newspapers and newsletters to maintain community awareness and discussion of substance abuse problems and prevention strategies.
- Sub-committees continuation for the development and implementation of substance abuse prevention strategies and goals. Members are also creating measures of success.
- Installation of “.08 Is The Law” signs on Orcas Island.
- Establishment of greater communication between kindergarten and preschool teachers to facilitate a smoother transition into the public school system.

² Prevention Task Force Teen Sub-Group Primer. Orcas Island Substance Abuse Prevention Task Force. Unpublished. Distributed March 2000.

Orcas Island

Orcas Island is an island in the San Juan Archipelago and is one of the five main islands that make up San Juan County.³ The county seat is Friday Harbor on San Juan Island, half an hour away by ferry. The primarily rural island is known for its spectacular scenery, and plentiful recreational activities, such as whale watching, sea kayaking, cycling, fishing, and hiking. These activities attract tourists to the area. Orcas Island residents and tourists alike are dependent on the Washington State Ferry system as the principal means of transportation on and off the island. Orcas Island is more than an hour away from the nearest mainland port, Anacortes. The population includes retirees as well as young working families who depend on tourism and service industry for their livelihood. Nearly twenty percent of the population is retirees.

Age

Approximately 5,000 people and 885 children (0-19 years) populate Orcas Island. The 1990 U.S. Census contains the following estimates:

- 820 children age 17 or younger live on Orcas Island (16%)
- 856 seniors age 65 or older live on the island (17%)
- 86 children age 17 or younger are living below the federal poverty level (2% of the total population, however 10% of all youth ages 0-19)
- 296 people of all ages are living below the poverty level (6%)

Since 1970, San Juan County has experienced a 200% increase in its population while Washington State's growth rate was 56% over the same period. Respondents report that one-third of Orcas Island's population has moved to the county within the last five years. Of these new residents, many are people looking for a safe environment to raise their children, away from the troubles perceived to belong to the mainland.

However, despite the increases in population, recent school enrollment figures show a drop in classroom enrollment. During the 1999-2000 school year, the Orcas Island School District experienced an 11% drop in enrollment (approximately 22 families). This trend is expected to continue and the school district anticipates a 20% loss for the up-coming year. As a result of this loss, the school district has had to reduce administration and teachers in order to compensate. This reduction in administration and staff is significant because it leads directly to larger class sizes and potentially less support and services for youth.

Percentage in Poverty

The Washington State Department of Labor describes San Juan County as an "economic anomaly." Upon visiting Orcas Island, many high-income tourists decide that they would like to make Orcas Island their home.

³ 1999 Orcas Island Map and Guide. Orcas Island Chamber of Commerce.

As a result of its ability to attract high-income tourists and the large number of retirees, San Juan County has one of the highest county investment income rates in the nation. Consequently, statistical income data is skewed in an upward direction, giving San Juan County one of the highest median family incomes, the highest per capita income and the highest property valuations in the state of Washington. However, while the county may have some of the State's highest income indicators, San Juan County also has the second lowest average wage in the State. This low average wage gives San Juan County one of the highest salary gaps in Washington State. The economic income situation for adults is further complicated because much of the work that is available on Orcas Island is dependent on the tourism industry.

While a middle class does exist on Orcas Island, it represents a small portion of the population. A large percentage of the population is either at the high- or low-income extremes. Despite the low average wage and high cost of living, few families in the county utilize the services available on Orcas Island, according to respondents.

Educational Achievement Levels

San Juan County has a lower high school dropout rate than the rest of Washington State.⁴ The 1999 San Juan County Profile also reports that for grades 4 and 8, a lower percentage of students in San Juan County tested in the "Poor Academic Performance" category than compared to the rest of the state.

Employment Base

Tourism is the main source of employment on Orcas Island. According to respondents, the tourism trade provides employment opportunities to both adults and youth on the island. However, the tourism trade also brings a sizable transient population to Orcas Island, generally involved in land development or service. As a result of this large transient population, a significant portion of the population may have low identification with the community.

Other than tourism, economic opportunities on Orcas Island are limited. Additional employment opportunities mentioned by respondents include landscaping, construction, other service, real estate, and the schools.

Affordable Housing

Affordable housing is limited on Orcas Island. Recent in-migration of retired and wealthy individuals, and families has raised housing prices and land assessments. As a result, people of low income are relegated to substandard housing.

⁴ Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, San Juan County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

According to residents, low-income households are often forced to reside in residences that have no or unsafe electricity, only cold or no running water, no indoor plumbing, and inadequate ventilation. Many residents are also forced to reside in trailers, cabins, and local camping grounds.

As a result of the heightened community awareness regarding the difficult housing situation, two affordable land trust housing developments were created. Land trusts allow families to own homes, but not land. Land and the home may be inherited or passed on, but property value cannot be raised to meet the speculative market. Rather than be relegated to substandard housing, some families can now better afford housing due to the land trusts.

Schools

The Orcas Island School District is comprised of three schools in the city of Eastsound and one school on Waldron Island. A small percentage of families on Orcas Island choose to home-school their children.

Respondents were generally complimentary toward school administrators and teachers. On several occasions, they described teachers and principals as very caring and easy to communicate with, while providing a positive and nurturing environment for students.

Physically, the schools appear to be either new or recently remodeled, indicating community support for schools. Recent school levies have successfully passed. The Orcas Island community also recently passed a technology levy that will enable schools to purchase new computers or upgrade their existing equipment.

Some interviewees stated that, while schools represent a positive community asset, the schools could perhaps increase their role as a community resource. Questions arose about why schools do not involve more community members, why there are not more mentoring opportunities, and why there is not more individualized attention toward those youth in need.

Available Services and Isolation

Although Orcas Island has the second lowest average wage in the state, as well as a high cost of living, few families on the island utilize the services available on Orcas Island or in the rest of the county. Of those counties receiving state income assistance, the percentage of the population in San Juan County that receives assistance is the lowest in the state.⁵ Several reasons contribute to this situation:

- Difficulty accessing services due to high degree of isolation
- Value placed on independence

⁵ Proposal to Solicitation No. 991346, For Grants to Communities to provide services for the prevention of Alcohol, Tobacco, Marijuana and other Drug Use, Misuse and Abuse, Orcas Island School District. June 1999.

- General mistrust of government assistance

Respondents believe that access to services on Orcas Island is very difficult. Orcas Island is isolated. In order to access some of the available services, a ferry trip to other islands or to the mainland is required. Ferry travel is time-consuming, so off-island services are often under-utilized; i.e., the rates of use are lower than expected based on the rate of need.

Optimism

Respondents stated that there seems to be a sense of nervousness within certain groups on the island. Orcas Island has historically been inhabited by either retirees, families who have in-migrated, or families who have lived on the island for an extended period of time. However, more recently, there has been an influx of wealthier families and individuals, which has led to an increased cost of living. As a result, some people fear that Orcas Island may only be affordable to the wealthy in the future.

Population growth and the Island's capacity to meet that growth are of extreme importance to the community. Concerns have been voiced that in order to meet the demands of a growing population, properties throughout Orcas Island will undergo further division and zoning. This issue of managed growth is of extreme concern to the community because many residents wish to retain Orcas Island's rural nature.

Respondents expressed strong optimism about the strengthening of partnerships throughout Orcas Island. With specific reference to the State Incentive Grant and the accomplishments of the Task Force and the Island, respondents state that the relationship between various community members and agency leaders has been strengthened and that a stronger sense of community has been generated.

Substance Abuse Characteristics

Community Attitudes toward Substance Abuse

Orcas Island residents interviewed for this report stated that adult substance abuse is prevalent and is a problem. In 1999, Washington State voted on the legalization of medicinal uses of marijuana, and San Juan County had the highest percentage of voters who chose to legalize medicinal marijuana use. A significant portion of the Island population believes that marijuana should not be an illegal substance. Respondents also stated that there is a belief that some of the Island residents moved there in order to evade many of the anti-substance use laws and norms of the mainland.

Respondents stated that substance abuse among youth is high, and a pressing community concern. During Task Force interviews, youths stated that they experience daily pressure to use substances. They also expressed a level of acceptance regarding substances because they do not feel that casual weekend or party use of substances is a "big deal."

Gaps in Services

A resource assessment in 1997-1998, conducted by the Orcas Island Substance Abuse Prevention Task Force, revealed a gap in the community's prevention services. Activities such as athletics, outdoor recreation, dance, and theater are available and funded through the Orcas Recreation Program with San Juan County funds. However, of the activities and resources identified in the resource assessment, none scored over 2 on the rigor scale of 1-5. Therefore, of the programs that existed prior to SIG, none have the science-based evaluation that is found in programs of higher rigor.

High school students have access to a substance abuse support group and a prevention and intervention specialist in their schools. However, services for high school students outside of the schools are minimal. Neither school nor community-based services are available for middle school age youth.

Risk and Protective Factors

Orcas Island prevention planners selected their prevention programs to address the risk factors they found highest in their community and enhance the protective factors they found lacking. David Hawkins, Richard Catalano, and others at the University of Washington developed a research framework about community, school, family, peer, and individual influences that either increase the likelihood that a child will someday abuse substances or that help lessen the impact of those risks. Influences that increase the likelihood of substance abuse are known as risk factors; those that lessen the impact of risk factors are known as protective factors.

Below is a table of risk factors on which Orcas Island is focusing and for which archival data are available.⁶ Numbers in the table below are summary measures, which compare county data to the state average. Ninety-five percent of county rates will have a summary measure between -2.00 and 2.00 around the state average, which, for these purposes, is zero. These summary measures are based on archival data. Archival data are collected for purposes other than measuring risk factors for substance abuse, but are strongly correlated with direct measures of risk factors for substance abuse, such as those found in the Washington State Survey of Adolescent Health Behavior (WSSAHB).

The far right column of the table below contains summary measures for counties like San Juan County. These are counties similar to San Juan County in their population ages 10-24, percentage of deaths related to alcohol and other drugs, and geography. In the table below, San Juan County summary measures are compared to those of Clallam, Cowlitz, Grays Harbor, Island, Jefferson, Lewis, Mason, Pacific, Skagit, and Wahkiakum Counties.

⁶ Becker, Linda et al. 1999. *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in San Juan County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

**Standardized Summary Measures for Risk Factors
In San Juan County and Counties like San Juan⁷**

Risk Factor	San Juan County	Counties like San Juan
Lack of commitment to school	-1.07	0.03
Low school achievement	-0.97	0.56
Favorable parental attitudes and involvement in the problem behavior	0.12	0.23

The three risk factors on which San Juan County is focusing and for which county level data are available are less of a problem in San Juan County than in similar counties. *Lack of commitment to school*, when measured by the rate of high school dropouts, and *Low school achievement* are much less of a problem in San Juan County than in the state on average. San Juan County's highest summary measures are *Availability of drugs* and *Transitions and mobility*, but Orcas Island prevention planners felt that local data showed that other problems were of greater urgency for their part of the county.

Because San Juan County is so geographically, economically, and demographically diverse, summary measures for the county as a whole and in comparison to similar counties were not found useful by Orcas Island prevention planners. This is evidence of the need for more data at sub-county levels.

Orcas Island SIG project planners found the following risk and protective factors found to be of greatest priority.

Risk Factors

1. Students who engage in problem behavior
2. Academic failure
3. Little commitment to school
4. Friends who engage in the problem behavior
5. Favorable attitudes toward drug use

Protective Factors

1. Healthy beliefs and clear standards
2. Bonding to school
3. Bonding with pro-social adults
4. Opportunities and rewards for pro-social involvement at school

⁷ Modified from Becker, Linda et al. 1999. *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in San Juan County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Current Program Status

Boys and Girls Club

The Orcas Island Boys and Girls Club, formerly housed in local schools, moved into its new home, the Orcas Island Fun House, in May of 2000. The Fun House is a place where young people can hang out and receive lessons in activities ranging from guitar lessons to film making. A concerned community member has graciously donated space in the Fun House to the Boys and Girls Club.

Adult and student training for the Smart Moves Program within the Boys and Girls Club have been conducted. Youth participants have been recruited through the Unit Director of the Boys and Girls Club, community outreach, and local improvisational classes.

Second Step Program

The Second Step Program is a social skills program that teaches and strengthens positive social and refusal skills. It is the community's goal for children to have the ability to form positive relationships and get involved in positive school activities by improving the school climate. In September 1999, the Second Step curriculum began in each kindergarten through 8th grade classroom.

Additional Funding Sought

The Orcas Island Substance Abuse Prevention Task Force has submitted a Safe and Drug Free Communities federal grant application in order to obtain funding for a full time prevention coordinator, a high school class focusing on teen issues, and an after-hours program for teens at the Fun House.

Community-Level Objectives

Goal 1: Reduce the incidence of alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by youth in the Orcas Island community. This outcome will be measured by changes in self-report data from the Washington State Survey of Adolescent Health Behavior.

Goal 2: Reduce risk factors and enhance protective factors. The Orcas Island Substance Abuse Prevention Task Force will implement SIG-funded prevention programs in order to enhance the protective factors in three basic categories: individual characteristics, bonding and healthy beliefs, and clear standards. The Orcas Island Substance Abuse Prevention Task Force will also work toward reducing community-identified risk factors. Community-identified risk factors include: *ease of availability of drugs and alcohol, favorable community attitudes and norms/laws inconsistently enforced, poor school climate, family management problems, and pressure from friends who use.* These outcomes will be measured by a decrease of problem behavior related to substance abuse through the Washington State Survey of Adolescent Health Behavior.

In order to accomplish these goals, the planning group selected two program services. Programs were selected for the extent to which they would address the identified risk and protective factors. Community progress toward these goals will be measured by program-level outcomes and community-level results on the Washington State Survey of Adolescent Health Behavior.

General Community Organization

Respondents reported that the community has the ability to mobilize around specific concerns. There are several different groups representing interests as diverse as animal protection, environment, land development, affordable housing, retirement, and education.

Within the last five years, the community has organized around substance abuse prevention. Evidence for this includes the creation of Family Resources of Orcas Island in 1997. Its mission is, in part, the collaborative effort surrounding children's and family services in the community. Family Resources of Orcas Island strengthened partnerships with other Orcas Island agencies, in addition to providing programs, resources, and services to Island families.

Further evidence of the Orcas Island community's organization around substance abuse is the creation of the Orcas Island Substance Abuse Prevention Task Force. This group has served to strengthen partnerships, particularly those partnerships involved in substance abuse prevention services and activities. The task force brings together local service providers and the schools for regular meetings to address substance abuse issues in the community and among its youth.

Challenges/Barriers

Respondents stated that prior to moving into its new home in the Orcas Island Fun House, the Boys and Girls Club did not have the proper surroundings that young people would find attractive. However, with the opening of the Fun House, the Boys and Girls Club is now in an attractive and positive setting. The Fun House is not only new, but contains state-of-the-art exhibits that will attract visitors, as well as local youth.

Respondents stated that a stronger buy-in on the part of the schools and its administration regarding the Second Step curriculum might be necessary. It is the hope of several community members that the Second Step program would become part of the school culture and will be practiced on a more consistent basis among administrative staff and teachers.

Respondents expressed a sense of confusion and frustration with regard to the Everest database. They were confused about the selection of scales and the process by which data would be collected.

Conclusion

As SIG grantees, the community of Orcas Island was required to enter a process that involved intense planning, coordination, community assessment, hard work, and collaboration. Communities underwent a thorough assessment of local resources, examining the availability of programs and services for youths and families. In conducting a resource assessment, the community of Orcas Island successfully identified gaps in prevention services, leading to the prioritization of need within the community. The community also identified risk and protective factors that were specific to its needs, and in turn, helped choose the appropriate programs to address those factors.

The State Incentive Grant has had an immediate impact on the Orcas Island community. The youth of the community have a safe environment in which to “hang out.” In addition, they receive positive peer support and instruction in relationship skills.

Youth are also receiving positive relationship skills training in the schools. Part of this training involves conflict resolution skills, which teach them how to deal with potentially violent disagreements and problems in a non-violent manner.

Along with these services, SIG has facilitated partnerships within the community. While strong partnerships and collaboration existed before SIG, SIG helped strengthen these partnerships and increase collaboration. SIG helped focus existing efforts, such as the Orcas Island Substance Abuse Prevention Task Force. In conclusion, the State Incentive Grant has provided the community with services and programs that are benefiting the families and youth of Orcas Island. What is next?

In addition to carrying out substance abuse prevention services, there are other expectations associated with SIG, these involve changes in the system by which local prevention services are planned, delivered, and evaluated. The SIG community-level evaluation has four components:

- **Process evaluation:** examines organizational capacity and prevention planning processes.
- **Program implementation fidelity:** a record of what was actually done in presenting a prevention program and how it compares to what was planned.
- **Program effectiveness:** how effective the program was, measured by participant pre-tests and post-tests and examined in light of program implementation fidelity.
- **Long-term community-wide changes in substance abuse prevalence and risk and protective factors:** measured by the Washington State Survey of Adolescent Health Behavior (WSSAHB), prevalence and risk/protective factor changes are assumed to result from prevention system changes in community organization and planning and from the provision of prevention program services to targeted populations.

For Orcas Island School District's SIG project, seven items will be important during Year 2:

1. Continued implementation of prevention programs.
2. Continued participation in program effectiveness monitoring (Everest database and other agreed upon measurement methods when the Everest database is inappropriate for use with a particular program).
3. Participation in program implementation fidelity measures.
4. Continued development of a system for community-wide prevention planning, delivery, and evaluation.
5. Continued participation in process evaluation, consisting of interviews and document review.
6. Ensuring Orcas Island School District's participation in the autumn 2000 administration of the Washington State Adolescent Health Behavior Survey (WSSAHB).
7. Developing specific plans to track progress toward and achieve anticipated immediate changes from the Community-Based Prevention Action Plan Implementation Matrix (column 7) and the community-level goals from the *Washington State Incentive Grant Substance Abuse Plan* (see Appendix A).

Appendix A:

Community-Level Goals and Objectives⁸

Goal:

Communities selected to receive State Incentive Grant funds will work to prevent alcohol, tobacco, marijuana and other drug use, misuse and abuse by the state's youth in these communities. They will develop and implement prevention plans which will foster changes in the prevention system at the community level to make the system more effective.

Objectives:

1. To *establish partnerships*, which include existing agencies and organizations, and families, youth, school and workplaces to collaborate at the local level to prevent alcohol tobacco, marijuana and other drug use, misuse and abuse by youth.
2. To *use a risk and protective factor framework* to develop a community prevention action plan, which reduces factors, which put youth at risk for alcohol, tobacco, marijuana and other drug abuse and increase factors, which protect or buffer youth from these risks.
3. To *participate in joint community risk and protective factor and resource assessment* by collecting, assessing and prioritizing community-level information for: a) youth alcohol, tobacco, marijuana and other drug use, misuse and abuse; b) risk and protective factor indicators; and c) existing resources and service gaps.
4. To *select and implement effective prevention actions* that address priority risk and protective factors in the community by filling identified gaps in resources.
5. To *use common reporting tools* which provide information on what works and what does not work to reduce youth alcohol, tobacco, marijuana and other drug use, misuse and abuse.

⁸ Governor's Substance Abuse Prevention Advisory Committee. 1999. *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, WA: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

Appendix B:

Methods

Information Sources

Interviews

Taped interviews were conducted with lead agency contacts, as well as prevention service providers, educators and community members. Interviewees were informed at the beginning of each interview that the audiotapes were confidential, were for the purpose of ensuring accuracy and would be erased as soon survey results were compiled. Questions were based on an interview guide, as well as related topics that arose during the interviews. Interview guides were modified after initial site visits, based on the interviewer's ability to obtain the desired information from the questions asked.

Document review

- a. Proposal: The Orcas Island School District's proposal in response to Solicitation No. 991346 was used as a primary source for contacts, needs, resources, prioritized risk and protective factors, target populations, geography, and local plans to meet substance abuse prevention needs.
- b. Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in the Community-Based Prevention Action Plan Implementation Matrix, created by the Orcas Island School District local SIG staff and the SIG state project director. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- c. County-Level: Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, San Juan County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.
- d. Local Documents: Local documents reviewed included the following: Orcas Island Map and Guide, Children's House Family Resources of Orcas Island Drug and Alcohol Prevention Task Force Dialogue minutes, Orcas Substance Abuse Prevention Task Force Strategic Plan Overview, and Orcas Substance Abuse Prevention Task Force Sub-Group Task Force.
- e. Local Newspapers: Community newspapers were consulted for local news and events related to substance abuse prevention.

Survey

Sub-Recipient Checklist: COSMOS Corporation designed the Sub-recipient Checklist under contract with the Center for Substance Abuse Prevention to conduct a cross-site evaluation. It is intended to document prevention activities semi-annually. Questions are asked about the sub-recipient's most important prevention program or actions, although more than one form can be completed if the sub-recipient wishes to describe other programs. The "most important" prevention program is defined as that which is most likely to produce measurable outcomes.

Accessing Informants

Initial informants were identified through the Orcas Island Prevention Project's proposal to solicitation. Initial informants were identified through Orcas Island's State Incentive Grant proposal. Informants were asked also for names of community members who could provide insight into community problems and/or their solutions.

Analysis

This report is the first step in a case study. Data analysis occurs throughout the research process in a case study, from the process of formulating the topic through the write-up. During and after interviews, information gathered is weighed in light of previous information. Questions and topics are modified as indicated by the new information. Data verification occurs through cross checking information from informants with that from other informants, documents, observation and the researcher's journal entries.

Data analysis in a case study occurs by creating categories of information, broad at first, then becoming more specific. As familiarity with the study topic occurs, categories are related to one another and to theory. The Center for Substance Abuse Prevention and COSMOS Corporation created broad data categories, around which interview questions and inquiry topics were framed. Data were gathered in the process of this evaluation with the intent of answering specific questions about system change in planning, providing and evaluating prevention services for youth in local communities.



**Research and Data Analysis
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