



Orcas Island School District, San Juan County Washington State Incentive Grant 2nd Year Community-Level Evaluation 2000-2001

*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

The Orcas Island Prevention Project is one of eighteen recipients of the Washington State Incentive Grant (SIG). SIG funds are allocated to communities to prevent the use, misuse and abuse of alcohol, tobacco, marijuana and other drugs by Washington State youth. Community grantees are expected to make their local prevention system more effective by establishing prevention partnerships, using a risk and protective factor framework for data driven needs assessments, and by implementing and monitoring science-based prevention programs. Orcas Island Prevention Project's second year experiences with SIG are reported here.

Progress toward SIG Community Level Objectives

The Orcas Island Prevention Project serves a rural community consisting primarily of retirees and young working families who must depend on tourism and the service industry for their livelihood. The use of tobacco, alcohol, and other drugs is viewed by many youth and young adults as an easy way to "kill time." In addition, Orcas Island community norms are somewhat permissive toward drug and alcohol use, misuse, and abuse. SIG has brought to the community two prevention programs, one based in the schools and one housed in the FunHouse, a newly established, youth-oriented activity center.

Objective 1: *To establish partnerships...to collaborate at the local level to prevent alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by youth.*

The role of SIG funding has been to reinforce and publicize prevention partnerships already existing in the Orcas Island community. The Orcas Island Substance Abuse Prevention Task Force draws its members from all of Orcas Island, including service providers, agency decision makers, concerned parents, and community leaders.

Objective 2: *To use a risk and protective factor framework to develop a community prevention action plan...*

A large portion of the prevention community embraces the risk and protective factor framework. It is used in prevention planning and when applying for

additional funds. The framework had been introduced and used before SIG funding was received.

Objective 3: *To participate in joint community risk and protective factor and resource assessment...*

Before SIG, the Orcas Island Substance Abuse Prevention Task Force community based its action plan on a process that included a needs and resource assessment and the identification of target populations. In hopes of establishing more effective structures for prevention organizations on Orcas Island, the Task Force has conducted retreats and planning meetings to discuss and prioritize outcomes and strategies. Prevention planning before SIG did not include Washington State Survey of Adolescent Health Behavior results.

Objective 4: *To select and implement effective prevention actions...*

The SIG process encouraged the choice of programs shown through published research to be effective in different locales and with multiple populations. These are known as research-based programs. The programs Orcas Island selected to address their prioritized risk and protective factors include the following:

- *Second Step Program*

Classroom teachers, counselors, and parent volunteers present the Second Step curriculum to K-8th grade classes. The program empowers youth with the skills to control their behavior and to establish positive relationships with each other. According to respondents, there is a positive change in how youth deal with problematic issues, and disciplinary referrals have decreased.

- *Second Step Program, Parenting Component*

Parenting classes led by school counselors are available for parents in need.

- *The SMART Moves Program*

Rated by federal researchers as one of the most effective drug prevention programs in the nation, the SMART Moves program is a curriculum-based program that uses role-playing, group activities, and discussion. During the first year of SIG funding, the program was housed in a school library and had low participation. With a second-year move to a community center for youth, the Orcas Island FunHouse, 20 to 25 youth are involved in the SMART Moves program. A challenge is that many of the older students in the program have received similar information from other prevention/education programs. A meeting with the Orcas Island Prevention Specialist is planned in order to address this issue.

Objective 5: *To use common reporting tools...*

One of the requirements for participating in the SIG project was to participate in the Washington State Survey of Adolescent Health Behavior. Survey data provide cross-sectional substance abuse prevalence rates and measures of risk and

protective factors among 6th, 8th, 10th, and 12 grade students. Orcas Island schools participated as required in this measurement of community level outcomes.

According to respondents, this objective is not being met around program level outcomes. Prevention providers were often focused on their own evaluation requirements and reporting, and therefore did not regularly participate in the use of the Everest program outcome monitoring system, developed during SIG and pilot tested by SIG community grantees. However, pre-tests were administered at the beginning of Year 2 (2000-2001), and post-tests will be administered at the end of the year.

Conclusion

The Orcas Island school and prevention community have made substantial progress toward achieving the community level objectives, as established by the Governor's Substance Abuse Advisory Committee. During the last year of SIG community funding, the Orcas Island Prevention Project intends to continue moving toward institutionalizing some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring developed under SIG.

Orcas Island Prevention Project, San Juan County Year 2 Community Level Evaluation

The Washington State Incentive Grant

The Orcas Island Prevention Project is one of eighteen recipients of the Washington State Incentive Grant. The federal grant consists of a three year, \$8.9 million award from the Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in SIG are committed to coordinating resources and reducing duplication of effort. Eighty-five percent of State Incentive Grant (SIG) funds are allocated to communities to prevent the use, misuse, and abuse, of alcohol, tobacco, marijuana, and other drugs by Washington State youth. In their efforts to reduce youth substance use, misuse, and abuse, it is expected that communities will reduce key risk factors and promote protective factors.

The goals and objectives of the *Washington State Incentive Grant Substance Abuse Plan* are listed in Appendix A.¹ 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 to develop a community prevention action 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.

Introduction

The SIG evaluation is 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. Evaluation reports are

¹ 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.

provided as an integral part of that feedback. Research methods are described in Appendix B.

This report documents SIG-related activities for the second project year of the Orcas Island Prevention Project. It summarizes progress made toward achieving the community level goals and objectives of the Washington State Incentive Grant. The report examines local prevention partners' ongoing challenges and successes in providing substance abuse prevention services for youth. It also describes the substance abuse prevention funding and planning necessary to implement a single prevention program on the Island.

Background

The Orcas Island Prevention Project serves a rural community consisting primarily of retirees and young working families who must depend on tourism and the service industry for their livelihood. Nearly twenty percent of the population are retirees. 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. The use of tobacco, alcohol, and other drugs is viewed by many youth and young adults as an easy way to "kill time." In addition, Orcas Island community norms are somewhat permissive toward drug and alcohol use, misuse, and abuse.

Progress Toward Community Level Objectives

While involved in SIG, the Orcas Island community has been exposed to many new prevention concepts and has undergone significant changes in its prevention planning and processes. Progress made toward the statewide community level objectives follows:

Objective 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.

The role of SIG funding has been to reinforce and publicize prevention partnerships already existing in the Orcas Island community. Before SIG funding was received, strong partnerships in the Orcas Island community already existed through the Orcas Island Substance Abuse Prevention Task Force. Participation in the Task Force is not limited to prevention providers. This permanent group draws its members from all of Orcas Island, including service providers, agency decision makers, parents, and community leaders. Agencies represented in the Task Force include North Island Counseling, the Community Health Board, the Prosecuting Attorney's Office, Orcas Island School District, Orcas Island Public Library, community stakeholders, the San Juan County Commissioner, the San Juan County Sheriff, the Orcas Island Children's House, Orcas Island Family Resources, parents, students, San Juan County Health and Community Services,

and the SIG local project director. Respondents report that attendance and participation in the Task Force is strong and continues to grow.

The Orcas Island Substance Abuse Prevention Task Force has given community members and service providers the opportunity to meet and share ideas, publicize programs, reach out to the community, and help youth and families in need. According to respondents, had SIG funding not been awarded to the Orcas Island community, collaboration and cooperation between agencies would have continued to develop, and the Task Force would have continued some of its current work. The Task Force is constantly seeking new sources of funding, creating new solutions, and prevention programs. In addition, the Task Force has also begun to examine the issue of sustainability for SIG funded programs once SIG funding ends.

Partly due to the strong partnerships that have been established through SIG, the Orcas Island community has secured an OJJDP Drug Free Community Support Grant that specifically supports community collaborations. Components of the new grant include:

- A long-term goal of reducing youth and adult substance use
- A Teen After Hours program
- A nontraditional high school psychology class
- A prevention specialist who will work to bring diverse prevention programs and efforts under one coordination umbrella, reducing duplication and improving efficiency

Objective 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.*

SIG sites used the risk and protective factor model in planning their prevention approaches. This model, developed by David Hawkins, Richard Catalano, and others at the University of Washington, categorizes 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. Groups of risk and protective factors are categorized into domains of influence: community, school, family, and peer/individual. See Appendix C for a list of risk factors and protective factors, categorized by domain. Factors addressed by the Orcas Island SIG project are italicized within the list.

Respondents report that, before SIG, representatives from the prevention community had already received training in the risk and protective factor framework and had begun training and educating fellow community members. SIG has helped to further increase community awareness. The framework is

reportedly embraced by a large portion of the prevention community. It is being used in prevention planning and when applying for additional prevention funding.

Objective 3: To participate in a joint community risk and protective factor and resource assessment by collecting, assessing, 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 services gaps.

Prior to SIG implementation, the Orcas Island prevention community collected and examined substance abuse-related prevention data, primarily from San Juan County. For example, data on the number of under-age drinking cases in the Orcas Island community and school district data on substance abuse discipline were used to assess the severity of substance abuse problems.

With the receipt of SIG funding, respondents report that the use of data has increased in prevention planning, reporting, and evaluation, and when writing grant applications. Respondents maintain that data from the Everest database and Washington State Survey of Adolescent Health Behavior will be used for planning and evaluation purposes in the future. In hopes of establishing more effective structures for prevention organizations on Orcas Island, the Orcas Island Substance Abuse Prevention Task Force has conducted retreats and planning meetings to discuss and prioritize outcomes and strategies.

Are the matrices used as a management tool in the Orcas Island Prevention Project?

Respondents report that matrices are relatively simple to use and visually easy to read. The matrices are used to guide the programs and to ensure that programs are implemented correctly as outlined in the grant requirements. Respondents report that the matrices are examined on a quarterly basis. Specifically, they use the columns on immediate changes and on risk and protective factor indicators. Program activity columns are also checked for program fidelity.

Objective 4: To select and implement effective prevention actions that address priority risk and protective factors in the community by filling identified gaps in resources.

The Orcas Island Substance Abuse Prevention Task Force created a strategic plan that identified community risk and protective factors, strategies, and desired outcomes. The Task Force also worked to identify and assess community resources and gaps in services. With community resources and gaps identified, the Task Force worked to select programs that would address the needs of the community.

Programs were chosen through a series of planning meetings in which representatives from the community and the schools came together with local prevention providers to discuss the overall prevention needs of the community.

No significant problems arose during the program selection process. The Second Step program was piloted in the Orcas Island community before SIG funding was received and was judged to be successful. Largely due to community familiarity with the program, the Task Force selected the Second Step program as a SIG project component. The Smart Moves program, on the other hand, was strongly supported by several parents who wanted the creation of the Boys and Girls Club on Orcas Island.

Was recruitment and participation an issue for programs in the Orcas Island Prevention Project?

Respondents agree that recruitment and participation for programs was not a significant issue. The Second Step program is primarily an in-school curriculum and does not require recruitment. The attractiveness of the Orcas Island FunHouse has helped improve Smart Moves recruitment. The only concern is in the area of teenage recruitment for the Smart Moves program, which has been lower than expected. The majority of participants at the FunHouse are in grades 3 through 6.

Were local providers available for program implementation in the Orcas Island Prevention Project or did they have to be trained?

Trained local providers were not initially available for program implementation. Funding for Second Step program providers came primarily from the Orcas Island School District. Training for the Smart Moves program coordinator was funded as a programmatic cost, and the program coordinator then conducted volunteer training.

Programmatic Impact of SIG

A description of each SIG-supported program can be found in this section, followed by an update on the status of the program.

The rigor level is noted for each program below. Prevention programs can be categorized by a rigor scale created by the federal Center for Substance Abuse Prevention. Rigor is the extent to which the program has been shown through scientific research to be effective in different locales and with multiple populations. The highest rating is rigor 5; the lowest is rigor 1. Programs ranked as rigor 5 have been shown effective and replicable across venues and populations in published, refereed research journals or in a meta-analysis.² Recipients of SIG grants are expected to deploy at least half of their efforts in research-based programs, also referred to as best practices.

² A meta-analysis is an examination of a number of published research articles about the same subject. Findings from these articles are compared and sometimes combined to enable drawing conclusions that individual research articles did not warrant when examined independently.

Second Step Program, rigor 3

Located within the schools, the Second Step program has proceeded relatively smoothly. The Second Step Program aims to empower youth with the skills to control their behavior and to establish positive relationships with each other. Classroom teachers and counselors present the Second Step curriculum to K-8th grade classes, with emphasis and special attention given to small groups of K-4th grade students who might need additional help in the social skills area. Parent volunteers receive Second Step program and provide assistance to teachers and counselors who are facilitating the curriculum.

According to respondents, school atmosphere has improved dramatically since the implementation of the Second Step program. They report a positive change in how youth deal with problematic issues. Disciplinary referrals decreased after the implementation of the Second Step program.

Respondents observe a stronger sense of school and community identity among youth. In addition, program providers report that youth appear to have an increased sense of belonging and safety. Involvement on the part of the community and youth is also much higher in school related activities. Many of these pro-social skills are considered to be relevant protective factors in the community.

Second Step Program, Parenting Component, rigor 3

SIG has added a parenting component to the Second Step program. Without SIG's presence, parenting classes would not be readily available. School counselors conduct the Second Step parenting classes with the goal of increasing parental awareness and involvement with each other, with youth, and with the schools.

The SMART Moves Program, rigor 5

Rated by federal researchers as one of the most effective drug prevention programs in the nation, the SMART Moves program is a curriculum-based program that uses role playing, group activities, and discussion. The program goal is to promote social skills, including peer resistance skills, problem solving and decision making skills. It is also intended to promote conservative group norms regarding substance use and knowledge of the health consequences and prevalence of alcohol, tobacco, and other drug use by youth and adults.³

SMART Moves is designed for implementation within an existing Boys & Girls Club. However, during much of the first year, the SMART Moves program was housed in the school library. Due to the lack of an appropriate setting, the SMART Moves program was not generating participation and not properly

³ *Best Practices and Promising Practices, Guide To Building A Successful Prevention Program.* Western CAPT, Second Edition, November 1999, p. 215.

implemented during the first year of funding. Instead, the focus was directed toward building relationships and rapport with youth in the schools.

With the completion of the Orcas Island FunHouse, which provides an environment more similar to a Boys and Girls Club, there is now appropriate housing and space for the implementation of the SMART Moves program. The FunHouse has over 870 members, including youth and parents. The Orcas Island FunHouse provides the community a safe environment for youth, and is available after school and on weekend evenings. Program providers report 20 to 25 youth involved in the SMART Moves program.

One of the challenges reported by program providers is that many of the older students in the program have received similar information from other prevention education programs, thus creating apathy among some students. A meeting with the Orcas Island Prevention Specialist is planned in order to deal with this issue.

Recreational Activities, rigor 1-2

These activities are offered weekdays from 3-6 p.m. and Saturdays from 10-3 p.m. There are over 160 students in grades 4 through 8 enrolled. Respondents report that the Orcas Island FunHouse is becoming accepted as a social hangout for children in this age group. Recreational activities include theater groups, science displays, videotaping and editing instruction, music recording, and the use of interactive technology and maps.

Tutoring and Homework Help Program, rigor 1-2

This program was created after several students requested academic assistance at the FunHouse. Thirteen students are enrolled.

Objective 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.

Common reporting tools include the Washington State Survey of Adolescent Health Behavior (WSSAHB) and the Everest program outcome monitoring system (hereafter, Everest). These tools are explained in the following paragraphs.

WSSAHB, also referred to as the school survey, is administered every two years in a representative sample of schools across the state. It is available to any other schools that are interested, as well, at no cost. Funding for the survey is provided through tobacco settlement funds, administered by the Department of Health. Washington State Survey of Adolescent Health Behavior data provide cross-sectional substance abuse prevalence rates and measures of risk and protective factors among 6th, 8th, 10th, and 12th grade students. Schools associated with SIG community grantees were required to participate in the survey.

Everest is a web-based, prevention program monitoring tool developed for SIG by the Division of Alcohol and Substance Abuse. SIG community grantees have pilot tested Everest. The database design is based on findings from several prevention research studies in which Division of Alcohol and Substance Abuse has participated. It allows SIG grantees and providers to print out tests to be used as pre-tests and post-tests for measuring program outcomes. After administering the tests, answers for each question are entered by local staff over the web. Test results are immediately available to the community grantee and the program provider. Everest contains no identified data. Questionnaire responses are linked by a confidential code for each participant. This means that anyone reviewing the data in Everest would be unable to identify the answers that any particular person chose.

The Everest database was not regularly used during the first year of SIG programming. Prevention providers were often focused on their own evaluation requirements and reporting, and therefore did not regularly participate in the use of Everest. At the time of this report, year two pre-test data is in the Everest database. Due to the yearlong nature of the programs, not all post-test data has been entered. Post-test results will be available by June, 2001. Respondents consider the selected scales to be considered appropriate and to provide a strong fit with the selected programs.

Does the Orcas Island Prevention Project have a data feedback loop? For example, once you use data from a specific source, is that data used later to see if changes are occurring?

Respondents report that once data from a specific source is used, that data is generally re-examined later to see if changes have occurred. For example, although pre-test and post-test data has not yet been entered into the Everest program outcome monitoring system for year two, comparisons between the two sets of data have already been made by program directors. Program directors report that they have already noticed positive changes.

Training and Technical Assistance

Representatives from the Orcas Island SIG project attended Everest training in year one. Subsequently, technical assistance was received on several occasions through electronic mail and telephone. In addition, a representative from Social Development Research Group at the University of Washington assisted in the selection of scales. Representatives from the Orcas Island SIG project also attended sustainability trainings that were offered through SIG.

Project Successes

Introduction of science-based prevention programs

A rigor 3 prevention program, Second Step, was successfully implemented in the elementary school in Orcas Island. A rigor 5 prevention program, SMART Moves, was successfully implemented in the Orcas Island community, operating out of the Orcas Island FunHouse.

Outcome measurements

The number of discipline referrals to the principal in the Second Step school has decreased from the previous year. Formal pre-/post-tests were initiated to measure program outcomes. To measure outcomes at the community level, the Washington State Survey of Adolescent Health Behavior was administered in schools.

Volunteer participation and training

Parent volunteers in the classroom received basic information regarding Second Step, allowing them to support teachers and counselors who are facilitating the curriculum.

Sustainability

The Orcas Island community was awarded a Drug Free Community Support Grant, a three-year grant supporting the work of community coalitions, from the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The grant also helped to fund the creation of strategies for a Teen After Hours program and a non-traditional high school psychology class. OJJDP is a bureau of the Office of Justice Programs, part of the U.S. Department of Justice.

Project Challenges

Outcome measurements

Respondents expressed confusion and frustration regarding the Everest database. They were eager to view results from Everest, but at the time of writing this report had been unable to do so because post-test results had not been entered. The year-long pre-/post-test timing contributed to this.

Program Implementation Fidelity Survey Results

As part of the evaluation, one program in each SIG community was used to pilot a program fidelity survey known as the Program Implementation Survey (see Appendix D). Program implementation fidelity refers to how closely program providers in a local community follow the original design of the prevention program.⁴

⁴ King, Jean A., Morris, Lynn L., and Fitz-Gibbon, Carol T. 1978. *How to Assess Program Implementation*. Newbury Park, CA: Sage.

The purpose of our inquiry into implementation fidelity was the development of a tool that can be used by local and state researchers to provide self-reported fidelity.⁵ Evaluators want to know if pre-test/post-test results were due to the program as it was designed, or were the results of a program unique to the site. The survey tells evaluation staff and local SIG providers and staff what they tested with Everest: the program named in their matrix or some variation of that program. The fidelity survey also gives local SIG providers and staff a comprehensive record of what was changed. When combined with Everest results, the survey can help determine two things:

1. If Everest results were positive, should this program be used again as it was administered this time?
2. If Everest results were mediocre or negative, should this program be modified, further modified, or abandoned for a different program?

The purpose of our inquiry into implementation fidelity was for research rather than monitoring purposes.⁶ Evaluators wanted to know if the results we were seeing from pre-test/post-test results were due to the program as it was designed, or were the results due to a program characteristic unique to the program site?⁷ The fidelity survey also gives local SIG providers and staff a comprehensive record of what was changed.

Program implementation surveys were conducted for both science-based programs in the Orcas Island SIG project. In the SMART Moves program, minor changes were made in the areas of content and handouts. For example, one component calls for classroom drawing and coloring. Program providers decided the class was too large and the materials inappropriate. Instead, providers substituted interactive theater games that embody the same learning principles. Another change was to move the program from a local school library to the Orcas Island FunHouse. Respondents report that the change in location has helped increase participation and enthusiasm for the program. Respondents state that the SMART Moves program is intentionally flexible and that instructors are encouraged to teach the information in the form most suitable to the individual location and population.

Changes in the Second Step program were made primarily in the areas of number and order of sessions. Providers also made some minor changes to session content. In addition to regular classroom lessons, Second Step was taught to small groups of young children who needed extra practice or learning time. Program providers occasionally supplemented lessons with activities that gave additional opportunities to practice a certain skill.

⁵ Goodman, Robert M. 2000. Bridging the gap in effective program implementation: from concept to application. *Journal of Community Psychology*. 28(3): 309-321.

⁶ Goodman, Robert M. 2000. Bridging the gap in effective program implementation: from concept to application. *Journal of Community Psychology*. 28(3): 309-321.

⁷ *Program Implementation Survey*. Washington State Incentive Grant Evaluation Team, September 2000.

Baseline Funding and Planning

At least one program in each SIG site was examined to learn more about the funding and planning components necessary to implement a single prevention program. The Second Step and SMART Moves programs were selected for this purpose on Orcas Island. Program facilitators participated in a baseline planning and funding survey (see Appendix E for a copy of this survey form). Providers use funds or in-kind contributions from the following sources in order to implement the Second Step and SMART Moves curricula:

For the Second Step Program:

- SIG acted as the primary funding source for this program. Funding was increased for the Orcas Island School District from the first project year to the second, allowing program providers and coordinators to increase time and services provided.
- The Orcas Island School District provided space for program sessions as well as parent volunteers. Representatives from the Orcas Island School District were involved in planning, both through the Orcas Island Substance Abuse Prevention Task Force and through various smaller groups in the community.

For the SMART Moves Program (also included are tutoring and recreational activity programs):

- SIG acted as the primary funding source for this program. As with the Second Step program,, funding was increased from year one to year two.
- The Orcas Island FunHouse provided space for the program. Representatives from the Orcas Island FunHouse were involved in planning and attended meetings. Issues discussed included logistical concerns and volunteer coordination.

Conclusion

If SIG had not been here, what would the picture look like?

The Orcas Island community is not new to prevention-related concepts and substance abuse prevention programming. The Orcas Island Substance Abuse Prevention Task Force existed before SIG and was instrumental in obtaining SIG funding for the community. Goals and objectives similar to SIG were either already established by the Orcas Island Substance Abuse Prevention Task Force or in the process of being developed. According to respondents, “SIG has been a perfect fit for the community and its goals.”

SIG’s presence has contributed a further impetus toward increasing collaboration in the community. Respondents report that SIG has helped heighten awareness of substance abuse. The issue is now much more visible in the community.

SIG has introduced the Orcas Island community to the concept of science-based programming and the practice of evaluating program outcomes. In addition,

while the Orcas Island Task Force had begun to use a risk and protective framework before SIG, respondents note that SIG's emphasis on the risk and protective framework helped generate the community's current high level of support for this prevention framework.

The Orcas Island school and prevention community have made substantial progress toward achieving most of the community level objectives, as established by the Governor's Substance Abuse Advisory Committee. During the last year of SIG community funding, the Orcas Island Prevention Project intends to continue moving toward institutionalizing some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring developed under SIG.

Appendix A:

Community Level Goal 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

Interviews

Interviews were conducted with lead agency contacts, as well as prevention service providers and school district employees. When audiotaped interviews were conducted, 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 as notes were taken from them. 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.

Program Implementation Fidelity Survey

The Program Implementation Fidelity Survey was completed on the SMART Moves and Second Step program.

Baseline Planning and Funding Survey

Baseline Planning and Funding Survey was conducted for the SMART Moves and Second Step program.

Document Review

- a. Local Progress Reports:
 - Orcas Prevention Task Force – 1st year Strategic Plan
 - Orcas Prevention Task Force – 2nd year Strategic Plan
 - State Incentive Grant, Community-Based Prevention Action Plan Implementation Matrix
- b. Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in Community-Based Prevention Action Plan Implementation Matrix, created by SIG state project staff. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- c. Local documents:
 - Advisory Board meeting minutes
 - Advisory Board agendas
 - Local correspondence
 - SIG Reports

Analysis

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. CSAP 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. Additional categories were added as it became apparent that they were of importance to the SIG community grantees.

Appendix C: Risk and Protective Factors, Categorized by Domain⁹

Note: Risk and protective factors addressed by the Orcas Island SIG project are italicized.

Domains	Risk Factors	Protective Factors
Community	Availability of drugs Community laws and norms favorable to drug use Transitions and mobility Low neighborhood attachment and community disorganization Extreme economic deprivation	Opportunities for prosocial involvement Rewards for prosocial involvement
Family	Family history of the problem behavior Family management problems Family conflict Favorable parental attitudes and involvement in the problem behavior	Bonding: family attachment Opportunities for prosocial involvement Rewards for prosocial involvement
School	Early and persistent antisocial behavior Academic failure <i>Lack of commitment to school</i>	<i>Bonding: attachment to school</i> <i>Opportunities for prosocial involvement</i> <i>Rewards for prosocial involvement</i>
Individual	Rebelliousness <i>Friends who engage in the problem behavior</i> Favorable attitudes towards the problem behavior <i>Early initiation of the problem behavior</i> Constitutional factors	Healthy beliefs and clear standards <i>Bonding: attachment to prosocial peers</i> Social skills

⁹ Modified from *A Guide to the Community Substance Abuse Prevention Projects*. December 2000. Governor's Substance Abuse Prevention Advisory Committee. Available from State Incentive Grant Project, Division of Alcohol and Substance Abuse, Department of Social and Health Services, PO Box 45331, Olympia, WA 98504-5331 (ph: 360 438-8065) or Washington State Alcohol/Drug Clearinghouse (ph: 800 662-9111 in-state; 206 725-9696 Seattle or out of state).

Date _____	Site _____	Program Service _____

Rigor Level _____	Beginning Date of Program Service _____	Ending Date of Program Service _____

Name and position/title of person supplying information _____		

Appendix D: Baseline Planning and Funding Survey

Agency/Organization/ Business/Individual involved in funding, donating to, or planning this program service	Are they a funding source, i.e., were funds applied for through a competitive process, such as an RFP?	Are they a source of in- kind contributions? If so, what type (financial, space, food, volunteer, materials)?	Were they involved in planning?	If they were involved in planning, what was their involvement (in general, e.g., attended meetings, consultant, etc.)?

Note: Listing the SIG planning committee as a group is appropriate because they volunteered their time and effort in planning. If they also held a fundraiser, as a group, or sought additional funding, please list that. If an individual member of the committee put in extra time and effort to arrange for donations of any kind, please list that person separately. The goal is to map the efforts of individuals and groups involved in providing this program service.

Please add more pages as needed.

Date _____	Site _____	Program Service _____

Rigor Level _____	Beginning Date of Program Service _____	Ending Date of Program Service _____
Name of person supplying information _____		

Appendix E: Program Implementation Survey

The purpose of this survey is to determine what was measured by the pre-test/post-test associated with your program: was it the program as originally designed and tested, or was it some variation on that program? If program modifications were made, test results may differ from those that would be expected if the program were implemented as originally designed, with the intended target population, taught by a trained instructor. Records of program implementation practices, reviewed in conjunction with program effectiveness measures, can inform future prevention planning. If possible, this form should be completed by the person providing prevention program services.

1. Did this prevention program differ from the original design?

Program Characteristic	Yes	No	Description of change	General reason for change (check one)		Notes on specific reason(s) for change
				Necessity	Program improvement	
1) Number of sessions						
2) Length of sessions						
3) Content of sessions						
4) Order of sessions						
5) Use of materials or handouts						

Program Characteristic	Yes	No	Description of change	General reason for change		Notes on specific reason for change
				Necessity	Program improvement	
6) General location (e.g., at community center instead of school)						
7) Intended population (age, language, level of risk, maturity)						
8) Number of participants						
9) Instructor training						
10) Instructor/student ratio						
11) Anything else?						

2. If this is a Best Practices or science-based program (rigor 5), did you receive guidance from either the program’s designer or from WestCAPT in making changes? ____ Yes ____ No ____ Not applicable
 Is this still considered a best practice (in the opinion of the designer/WestCAPT) after you made these changes? ____ Yes ____ No



3. Instructor training and experience
 - a. Did you receive training for this program? Yes No
 - b. How many years of experience do you have providing substance abuse prevention services?
 <1 1-3 4 or more
 - c. How many years of experience providing social services or teaching, outside of prevention services?
 <1 1-3 4 or more
4. What was your observation of participants' engagement with the program?
 Mostly engaged Neutral Less than fascinated
5. What was your response to the program?
 Enjoyable Neutral Tedious
6. Would you use this program again, given the opportunity?
 Probably Maybe Unlikely
7. What shaped your opinion about whether or not you would use this program again, given the opportunity? Please select all that apply.

<input type="checkbox"/>	Pre-test/post-test results
<input type="checkbox"/>	Participants' or your own reactions to the program
<input type="checkbox"/>	Other measures (school grades, behavioral responses)
<input type="checkbox"/>	Response from parents, school staff, other community members
<input type="checkbox"/>	Discussion with other prevention professionals
<input type="checkbox"/>	Anything else? Please list:

Please note: Development of this form grew out of the book, *How to Assess Program Implementation*, by Jean A. King, Lynn Lyons Morris, and Carol Taylor Fitz-Gibbon, published in 1978 by Sage, Newbury Park, California.

Created by the Washington State Incentive Grant Evaluation Team, September 2000: Christine Roberts, Ray Mitchell, Kojay Pan, Anne Strode, and Linda Weaver, University of Washington, Washington Institute of Mental Illness Research and Training/Western Branch. Developed under the guidance of the Department of Social and Health Services, Research and Data Analysis Division for the Department of Social and Health Services, Division of Alcohol and Substance Abuse.