



Walla Walla County Department of Human Services Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

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Health Services*

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Executive Summary

Walla Walla County Department of Human Services 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 substance abuse prevention efforts in the communities of Walla Walla and College Place within the last decade, the community's partnership efforts, and their initial challenges and successes in prevention services for youth. Reports are provided as feedback on Walla Walla County Department of Human Services for year one of the SIG prevention programs and as a record of those efforts for state and federal funding agencies.

Project Sites

There are three Walla Walla County schools at which prevention services are provided through SIG funding: Pioneer Middle School in Walla Walla and Sager Middle School and Meadowbrook Intermediate School in College Place, a few miles southwest of Walla Walla. Through the Parent Navigator Program, parent and family training and resource materials are distributed in community gathering sites in both towns. Life Skills Training is the prevention program selected for College Place. Across Ages and After School Action Clubs are provided in Walla Walla.

Indicators

Many people think Walla Walla is a prosperous community, yet unemployment is higher, and median and per capita income are lower, than the state average. In 1994, teen pregnancy rates were above the state average. A non-science-based local survey reported that over one-third of the students surveyed started one or more days with alcohol or drugs. The 1990 census data show that the number of children who live away from their family exceed the state rate. While Walla Walla County shows comparable rates to similar counties for use of tobacco and inhalants, their rate on binge drinking is higher. Many migrant farm workers and immigrants of Hispanic descent, the most numerous ethnic minority in the area, face language and cultural barriers when attempting to access services.

History of Prevention

Children in Walla Walla County have many unmet needs, but the community constantly seeks opportunities to provide services to those in need. In the past three years, there have been two children's forums focusing on the needs of local children.

Prevention is not a new concept in Walla Walla County. A local resource guide lists a variety of prevention services. A countywide needs assessment was conducted in 1998, and assessment results were organized by risk and protective factors. Twenty-four agencies and organizations are listed as SIG partners.

Year One Challenges

The most significant problem in implementing the local SIG project has been finding mentors for the Across Ages program. Local SIG staff consulted with the program developer for guidance. Her recommendation was that they hire a person full time just to manage the Across Ages program. The county modified the second year project to enhance the program by adding a complementary Club Program to support Across Ages and to serve as a "feeder" into the program. A part-time position was funded for the club program.

Year One Successes

- In College Place, fifteen sessions of the Life Skills Training curriculum were delivered to 7th graders at Sager Middle School and to 6th graders at Meadowbrook Intermediate School.
- Across Ages: Coordinated a variety of education, community service, social and recreational activities for retired adult volunteers and middle school youths, including family night events and community service outings. The intent was to facilitate youth-mentor matches. The school used the Totally Awesome Health curriculum and the Personal and Social Responsibility curriculum for the social skills component.
- Parent Navigator staff established community parent resource centers in two Walla Walla libraries and brochures for two middle schools. They are laying the groundwork for a resource center in rural libraries and establishing support groups and rural Parent Navigator liaisons throughout the county. A newsletter was produced and distributed for this program.

Walla Walla County Department of Human Services Baseline Community-Level Evaluation

Introduction

Walla Walla County Department of Human Services 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, 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*.¹ Interim reports are provided as an integral part of that feedback. Research methods are described in Appendix B.

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.

This document is a baseline community-level evaluation report, examining the history of substance abuse prevention efforts in Walla Walla and College Place within the last decade, the communities' partnership efforts, and their initial challenges and successes in providing prevention services for youth. This report's focus is prevention activities in the towns of Walla Walla and College Place. Reports are provided as feedback on their SIG 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.

History

Mountains, wheat fields, and vineyards surround the towns of Walla Walla and College Place. Walla Walla County is a major player in the state's agricultural production, yet agriculture provides less than 11% of the jobs in the area. The majority of jobs are service related. Government, education, light manufacturing, and retail trade employ the most people, followed by agriculture and natural resource-related positions. Washington State Penitentiary sits between Walla Walla and College Place. The county is somewhat isolated in the southeastern corner of the state.

Demographics

Walla Walla County's population estimate for July 1999 was 53,854 people.² Almost 17% of the county population is between the ages of ten to nineteen. Per capita income in 1997 was \$18,122, ranking twenty-fifth in the state.³ The city of Walla Walla has a population of about 29,200. It serves as the hub for several smaller towns and agricultural hamlets. College Place is located a few miles southwest of Walla Walla. Less than a quarter the size of Walla Walla, the population is approximately 6700.⁴ In Walla Walla County, the number of children living in single-parent households rose from 16% to 20% from 1980-1990. This is similar to the state average, but still shows a need for programs to help single parents cope with the challenges of raising children without the assistance of another adult in the household.

From 1990 to 1999, Walla Walla County's population grew by 11%. Most of this growth was from migration into the area. Much of the increase represents former migrant farm workers who decided to stay due to year-round job opportunities. Many of these permanent residents settled in the city of Walla Walla and the surrounding area. The majority of farm laborers are of Hispanic descent. Hispanics are the largest ethnic minority in the county, comprising 14% of the total population. Walla Walla County's Hispanic population increased

²U.S. Census Bureau; County Population Estimates for July 1, 1999 and Population Change for April 1, 1990 to July 1, 1999; www.census.gov/population/estimates/county/co-99-2/99C2_53.txt.

³Washington State Office of Financial Management. (1997). *Data Book*. Olympia, WA: Author.

⁴U.S. Census Bureau; Population Estimate for Places (Sorted Alphabetically within County): Annual Time Series, July 1, 1990 to July 1, 1999; www.census.gov/population/estimates/metro-city/placebyco/SC99T8_WA.txt.

from 7263 in 1993 to 9417 in 1999.⁵ Hispanics now make up 17.25 percent of the county's population.

Schools

The cities of Walla Walla and College Place have numerous public and private schools, including a community college and two private colleges.

College Place School District educates most of the children living at the Farm Labor Homes. Classes are bilingual in Spanish and English up to the fourth grade. College Place is perceived to be a very conservative town due to a large Seventh Day Adventist population. No tobacco or alcohol is sold in town. One interviewee thinks that the conservative groups in College Place may overshadow the people who have problems with drugs and alcohol. Some parents accept alcohol use as a cultural norm and buy kegs for their children's parties, according to one interviewee.

Citizens generally support schools in this community. However, last February a Walla Walla public school levy failed. The measure was put again on the April ballot and with additional community education passed easily.

College Place School District lost a bond and a levy initiative a couple of years ago. The follow-up levy failed as well. The schools lost some personnel and had to eliminate band, physical education, and computer labs and reduce counseling staff. One school principal thought the failure was due to a misconception: because the bond included money for purchasing property, many people thought that the district would build a high school on the land, which they opposed.

This spring, the Walla Walla School District recruited and hired a new superintendent. This event was heavily covered in the local press. Editorials, criteria for selection, and reviews of candidates filled the pages for several months.

Housing

Housing for migrant, mostly Hispanic, farm workers has been a topic of concern statewide for several years. Low wages, typical of agricultural labor, prevent many farm workers from acquiring adequate housing. Walla Walla County has reduced its problems by establishing the Farm Labor Homes near College Place. In addition the rental market and subsidies have reduced housing problems in the county in the last five years.

There is a uniquely designed and operated farm labor community east of Walla Walla, on the Snake River between Pasco and Prescott. Broetje Orchards is a family-owned business. This family realized that they would have more dedicated workers if they provided adequate housing and services to families.

⁵ Walla Walla County Population, Ethnicity, 1993-1999. Website: www.portwallawalla.com/profile/ethnicity/htm.

They spent over \$5.5 million to create a model community for their farm workers. Families living in this community pay minimal rent for above-average housing and services. Agreement to observe rules, such as no drinking outside the home, is required in order to live in the community.⁶

Arts, Recreation, and Tourism

The city of Walla Walla features parks, play fields, museums, galleries, theaters, a symphony, numerous wineries, and a vibrant downtown. The Blue Mountains, numerous rivers, including the Snake and Columbia, and the desert surround this community. Wildlife is abundant. Hiking, boating, biking, and other outdoor sports are popular. Beautiful surroundings, recreation, social and cultural amenities, coupled with deep community spirit, make Walla Walla a desirable place to live, according to those interviewed.

Transportation

Like most rural communities, transportation is a problem, especially for youth. Walla Walla has a bus system that was partly funded by license tab fees. The passing of I-695 decreased this funding stream and consequently required Valley Transit to substantially raise fares. Individual fares rose from \$5 to \$20 a month. Family passes have risen from \$45 to \$90 a month. Both hours of operation and routes have been reduced.

SIG Project Description

Agencies work together to provide prevention services in Walla Walla County. Their collaborative efforts are well coordinated and adequately funded for younger children. The group that was not well served before SIG is middle school-age youth. The SIG project was designed to focus on this age group.

In February 1999, the county informed community partners of the SIG opportunity and invited them to review proposal parameters. Invitations were sent to representatives from private business, local government, education, corrections, health care, social services, youth development, religious groups, service clubs, higher education, the media, and individual citizens.⁷

The next month, the group reached a consensus on the top priorities for the grant application. By May, some in the group attended science-based prevention training. Later, they determined the best programs for their community. According to one county administrator, it was easy to pull people together to work on the grant because there are a number of groups actively working for children.

⁶ Guterson, David. October 1999. The Kingdom of Apples, *Harpers Magazine*. 41-55.

⁷ 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, Walla Walla County Department of Human Services. June 1999.

History of Coalitions in Walla Walla

The cities of Walla Walla and College Place are isolated from other towns. Some feel this creates inter-dependency among community members. The community used to be more territorial, but the needs are greater now. Although resources are limited, collaboration has generated additional funds and has allowed the community to use existing resources more efficiently.

In 1992, Walla Walla County formed a coalition of agencies and individuals working for children and families to apply for a Governor's Juvenile Justice Advisory Committee grant. This coalition is known as Community Connections. Community partnerships have been active ever since. When the SIG request for proposals was released, it was easy for Walla Walla citizens to come together to write the grant because they were well organized. Community Connections invited about eighty people from various agencies to participate in the grant application. Over twenty people attended a meeting to plan the grant application. This group decided that the middle schools should be the target population served by the grant. Seven people formed the work group for writing the SIG proposal. Their letters of support are part of the application.

There are good partnerships between government, the colleges, and private agencies in Walla Walla. Community support is high for fund-raising activities. The city of Walla Walla serves as the cultural hub for smaller outlying communities such as Touchet, Dixie, Waitsburg, Prescott and Dayton. As an example, the Walla Walla Symphony raises money by auctioning decorated Christmas trees each year. They use the money to bring children from outlying areas into Walla Walla to hear the symphony.

The community has a number of groups that meet regularly to address social problems. Of particular interest to this project are the Substance Abuse Task Force, a Tobacco Advisory Council, a Chemical Dependency Committee, and the DUI/ Traffic Safety Task Force.

The local newspaper, the *Walla Walla Union Bulletin*, features monthly articles on issues facing children in the county. Likewise, the paper gives lots of press to local sporting and other school events. Recently a full page of pictures was dedicated to local kids who participated in the Blue Mountain Spelling Bee.

The Walla Walla Community Network, in concert with the city of Walla Walla Parks and Recreation and other community groups, opened a Teen/Youth Center last fall to provide activities and recreation other than organized team sports. Local youths plan the organization and programs. The center provides a place to belong, especially for those who feel they don't fit in at school. Teens socialize, play sports, work on computers, play video games, or listen to music. Dances are held on weekends. The center has been so popular that it needs more funding to meet the demand.

Community Partners

The county listed numerous agencies as partners in its SIG proposal. This list demonstrates much community support for the project. These agencies are listed in Appendix C. Partners provide space, information, technical assistance, and other valuable services for the project.

Youth Forums

In the past three years, Walla Walla Community Connections, Walla Walla Community Network, Walla Walla Community College, and the Children's Home Society sponsored two children's forums. The purpose of these forums was to educate service providers and citizens about the needs of children in the community. The first forum in 1998 was titled, "And How Are the Children?" This workshop featured Dr. J. David Hawkins and Dr. Richard F. Catalano's risk and protective factor model. Discussion among the service providers and consumers focused on three major questions:

- What are we doing well?
- What could we do better?
- Where are the gaps?

In April 2000, the community sponsored another Children's Forum focusing on early brain development. Hundreds of attendees concluded the day by developing the following seven priorities for children in 2000:

- Access to information through home visits for every family
- Early intervention programs
- New parent outreach and friends for new families
- Inter-agency communication
- Community family support and education center
- Making parenting education a cultural norm
- Quality child care

Community Resources

For a city its size, Walla Walla has many resources for children. It is very clear that children are a priority for the citizens of this town. The city has a new YMCA facility. There are numerous community service organizations providing tutoring, after school activities, adventure programs, mentoring, life skills training, parenting classes and other family oriented services. For instance, the Children's Home Society provides educational and recreational programs to youths and families living in nearby farm labor housing. The YWCA is working with middle school Hispanic girls to promote cultural pride and to help them make good personal and career choices. The College Place School District is providing 7th graders with gang resistance training. The county resource

directory is comprehensive, listing available services, accessibility, sponsorship, and other valuable information.⁸

The major gap in services identified during the 1998 Children’s Forum was programs for middle school aged children. Much community emphasis has been placed on this age group since the forum. SIG prevention programs are helping to fill this gap.

In 1998-99, over 3000 people (unduplicated count) were served by County Community Mobilization Against Substance Abuse dollars. A sample of the substance abuse prevention services purchased by the county is listed below.

Agency/Organization	Service Provided
Children’s Home Society	Summer day camp at farm labor housing
Garrison Middle School	Positive alternatives to drug and alcohol use
College Place School District	Student participation in GREAT and Kids Care
YWCA	Alcohol and Sex Decision Program
Walla Walla High School	Student Assistance Program
Paine School	Outdoor Wilderness Program

Indicator Data

Many people think Walla Walla is a prosperous community, yet unemployment is higher, and median and per capita income are lower, than the state average.⁹ Children in Walla Walla are more likely than their counterparts in similar counties to need services. Many families and children have the following characteristics:

- Public assistance and food stamp recipients
- Participants in free or reduced price school lunch programs
- Incomes below the federal poverty level; true for many families with children, as well
- Single-parent households
- History of admission to an alcohol or other drug treatment center
- Low rates of high school graduation
- Children live away from parents: with relatives or friends, in foster care, in detention, or in treatment facilities.
- Experienced child abuse or neglect

⁸ Agency Resource Guide, 1999-2000. Walla Walla County Department of Human Services.

⁹ 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, Walla Walla County Department of Human Services. June 1999.

The teen pregnancy rate is higher than the state average. One-third of Walla Walla High School students surveyed reported that they had used alcohol or drugs between the ages of 11-13; forty-seven percent used alcohol or drugs between the ages of 14-16. About thirty-six percent of students surveyed reported that they had started one or more days with alcohol or drugs. A higher percentage of students reported using alcohol than tobacco. Frequency of use was higher among tobacco users than among alcohol drinkers.¹⁰ Although the survey was created locally and is not science-based, results were comparable to national surveys asking similar questions.

The Walla Walla Community Network's Community Public Health and Safety Plan (1997) reported that adults perceived youth substance abuse, violent criminal acts, child abuse and teen pregnancy as the primary risk factors effecting youth.¹¹

Community Identified Risk Factors

Walla Walla County's Human Services Advisory Board is composed of 18 representatives including consumers, minority members, and city and county officials. They oversee three program areas that are divided into committees: Mental Health, Chemical Dependency, and Developmental Disabilities. These committees work together to assure integration of services among the consumers.

The Chemical Dependency Committee is responsible for making policy decisions regarding prevention and treatment funding. This committee works closely with the Substance Abuse Task Force on prevention and funding strategies. Thirty-six organizations and agencies work together to coordinate services and identify needs in the county.

In 1998, the Walla Walla County Department of Human Services began a county needs assessment process using Hawkins and Catalano's *Communities That Care* model as a guide.¹² Data regarding risk factors were compiled and community priorities established using these methods: analysis of local and state statistics and other survey data; agency, adult clients, and youth surveys; and input from focus and special interest groups. A total of twenty-six agencies and organizations worked together to complete an Alcohol/Drug Abuse Prevention and Treatment Needs Assessment Survey. They reported the following risk factors, critical service needs, and barriers to treatment, listed in order of priority at that time:

Risk Factors

1. Family management problems
2. Family history of high risk behavior

¹⁰ Walla Walla High School Alcohol/Drug Survey Summary. May 1998.

¹¹ Walla Walla Community Network. 1997. Community Public Health and Safety Plan, p.4.

¹² Hawkins, David J., Catalano, Richard F., and Associates. 1992. *Communities That Care, Action for Drug Abuse Prevention*. San Francisco: Jossey-Bass Pub.

3. Parental attitudes and involvement
4. Availability of drugs

Critical Treatment Service Needs

1. Youth outpatient services
2. Counseling services
3. Crisis services
4. Youth/adult case management services

Barriers to Treatment

1. Denial/resistance to treatment
2. Lack of financial resources
3. Lack of awareness/education

Youth Survey Results

A total of 484 middle and high school youths completed a survey asking them to prioritize risk and protective factors in their community. Survey results are similar to the community-wide assessment: three of the top five risk factors were the same for both youths and adults.

The top risk and protective factors identified in the youth survey are listed in the table below in order of priority. The risk factors found in both youth and adult surveys are indicated with an asterisk:¹³

Risk Factors	Responses	Percentages
Friends who engage in problem behavior	298	62%
Favorable attitudes towards drug use	184	38%
Family history of high risk behavior *	150	31%
Availability of drugs *	150	31%
Family management problems *	133	27%
Protective Factors	Responses	Percentages
More things to do	215	44%
More jobs for young people in the community	113	23%
Access to more community programs	96	20%
Other responses	103	21%

Target Populations and Prioritized Risk and Protective Factors

Needs assessment results indicated that Walla Walla County’s services to middle school kids and parents were inadequate. This led to the community’s decision to focus funding on this population.

¹³ Walla Walla County. 1999-2001 Comprehensive County Plan: Alcohol and Other Drug Dependency Program and Prevention/Early Intervention Programs, Phase I: Needs Assessment Overview, pp. 8-9.

Local SIG staff used the following indicators to prioritize risk factors and protective factors: juvenile and adult violence, substance abuse, and vandalism arrest rates; school dropout rates and attendance records; and the results of school surveys. Based on these data, they concluded that certain risk factors were high, and that a few protective factors were needed.¹⁴

Risk Factors

- Low commitment to school
- Favorable attitudes toward drug use
- Friends who use drugs and/or alcohol
- Family management problems
- Parental attitudes and involvement with alcohol, tobacco and drugs

Protective Factors

- Bonding with school and others with healthy beliefs
- Personal healthy beliefs and clear standards
- Development of resistance skills
- Participation in community service
- Development of social competence
- Drug and alcohol free evenings of fun and education (Family Nights)

SIG Programs

Three program services were chosen to address prioritized risk and protective factors in the target population of middle school students. Across Ages and Life Skills Training were selected based on the risk and protective factors they address and because they are designed for middle school children. Parent Navigator was selected for its universal approach to prevention.

Parent Navigator Program — A Rigor 1 or 2 Program

The Parent Navigator program is designed to provide parents with information and services at their convenience. It is ranked as a rigor 1 or 2 program, indicating that inadequate research has been conducted to show significant prevention effects. However, anecdotal evidence has been supportive. The project provides written information on parenting. It will expand to providing support groups for ten to twenty people in year two. To date, Parent Navigator providers have accomplished the following:

- Installed parent resource centers at two main sites and in one school
- Created a newsletter
- Laid foundation for parent-driven support groups

¹⁴ Community-Based Prevention Action Plan Implementation Matrix. Walla Walla County Department of Human Services.

- Developed plan and made contacts for establishing a rural parent resource center through the Walla Walla County Library

Across Ages-Pioneer Middle School — A Rigor 4 Program

Across Ages includes four components: elders mentoring youth, youth performing community service, social skills training for youth, and family fun nights. It is rated as a rigor 4-5 program, indicating that multiple research studies have shown plausible results.¹⁵ The goal of the project is to serve thirty to sixty youths, depending upon the availability of mentors. Staff has not yet been able to recruit enough mentors to serve that many students. This year, Across Ages providers accomplished the following:

- Weekly sessions began in November 1999 and continued until the end of the school year. Staff arranged summer activities to continue contact with participants. Walla Walla Public Library provided space for weekly summer gatherings. A field trip or a community service project was conducted each week.
- Community service activities began in January 2000, and included such sites as the public library, an elementary after-school program, and the Pioneer House, an assisted living facility.
- Students received instruction in the Totally Awesome Health curriculum and in the Personal and Social Responsibility curriculum at Pioneer Middle School.
- Five family fun nights were completed. These consisted of recreational, social, and educational activities.
- The local SIG coordinator is working with the director of Pioneer House to identify residents who could serve as mentors.

Life Skills Training at Sager Middle School — A Rigor 5 Program

Life Skills Training is designed to teach personal social and drug resistance skills. Its rigor 5 rating is the highest available, indicating that research has shown this program to be effective with multiple populations.¹⁶ The goal in this program is to serve 120 sixth and seventh graders and 145 of their siblings.

- Botvin's Life Skills Training program was taught to Sager Middle School students in their 7th grade health class during the 1999-2000 school year. Two celebration/review sessions were offered to students and two family fun nights were organized for students and their families. In addition, the curriculum was taught at Meadowbrook Intermediate School's 6th grade class

¹⁵ Western Regional Center for Application of Prevention Technologies. (1999). *Best Practices and Promising Practices: Guide to Building a Successful Prevention Program*, 2nd ed. Reno, NV: Author.

¹⁶ Western Regional Center for Application of Prevention Technologies. (1999). *Best Practices and Promising Practices: Guide to Building a Successful Prevention Program*, 2nd ed. Reno, NV: Author.

as part of their health class. No celebration/ review sessions or Family Fun nights were offered at Meadowbrook.

Challenges

The community still has challenges to meet before youth are adequately served. According to those interviewed, some community members are blind to the problems and needs of young people in the community. There are people who don't participate in the community or schools because of economic, social or cultural barriers. Many parents never step into the schools. As one administrator said, "Our culture says if kids are to succeed in schools, they need parents to be involved to provide encouragement and support." While the community offers parenting classes, it is difficult to get parents to attend and to make good parenting a cultural norm.

Challenges Implementing the Local SIG Project

1. Washington State Adolescent Health Behavior Survey Problems: The late arrival of the Washington State Adolescent Health Behavior Survey forms caused problems for the Walla Walla SIG staff. The local SIG coordinator was new to the job, and the survey was her first interaction with the schools. She felt her credibility was on the line. There were unexpected costs associated with administering the school survey. Due to the short time between receipt of the survey forms and the survey administration date, the community was not able to announce the survey through the PTSA newsletter as planned. All information regarding the survey had to be mailed to individual homes. This mailing was the primary source of the unexpected expenses. The additional workload of preparing the mailings was an indirect expense, because it took time away from other project work. The length of the survey and questions on sensitive issues in the family domain caused some concern, especially in the middle schools. Fortunately, the district sees the value of these data. Timely return of results will help SIG staff gain credibility with the schools.
2. Recruiting mentors and kids for participating in after-school activities: Recruiting senior mentors for children, which the Across Ages program requires, has turned out to be more difficult than anticipated. Likewise, attracting families for Family Nights has been a challenge. Andrea Taylor, the developer of the Across Ages program, visited the site, delivered a training program, and offered technical assistance. She recommended the addition of a full-time staff person to work solely on the Across Ages project, but limited funds made this recommendation impossible to implement.
3. Communication between site and state employees: The electronic mail system between the state and the Walla Walla county site has been irregular. Many messages have been lost. This has caused delays and concerns about missed information.

Conclusion

Walla Walla County clearly cares about children. Citizens are working together to serve youth in their community. The professionals are qualified, dedicated, and believe in working together to solve problems. A number of social, recreational, and cultural services provide many opportunities for children in the city.

The city and county are changing. These changes are creating new challenges for this small farming community. The permanent population now includes a sizeable minority who speak Spanish as their primary language. More study is needed to determine how the community at large is providing culturally appropriate services required by the young people. The new teen center provided by the Community Network seems to be meeting some of these needs.

The SIG project is providing valuable services and skills to middle school children. The Life Skills Training program has done very well in Sager Middle School. Across Ages has been more challenging because it includes four major components, requires much time to coordinate and it is difficult to find older people to mentor teens. The Parent Navigator program has established three resource centers. Further evaluation is needed to determine the extent of their use by families in need. 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 Walla Walla, 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 Walla Walla and College Place School Districts' 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 Objectives¹⁷

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.

¹⁷ 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

- *Proposal:* The Walla Walla County Department of Human Services 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.
- *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 Walla Walla SIG staff and the SIG state project director. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- *Census Data:* Local census data was used where recent statistics were unavailable. Please see footnotes for specific websites.
- *Local documents:*
 - a. Handouts from The Valley's Children, a children's forum, April 17-18, 2000.
 - b. Walla Walla High School Alcohol/Drug Survey Summary, May 1998.
 - c. Walla Walla Community Network, Community Public Health and Safety Plan, 1997.
 - d. Walla Walla County, 1998-2000 Comprehensive County Plan, Alcohol and Other Drug Abuse Prevention and Treatment Needs Assessment Survey.
 - e. Walla Walla County Department of Human Services, Agency Resource Guide, 1999-2000.
 - f. Meeting minutes from the Walla Walla Substance Abuse Task Force and the Walla Walla Tobacco Advisory Council.

- *County Level Data:*
 - a. DSHS, Budget Division, Office of Research and Data Analysis. 1996. DSHS County Data Report, Fiscal Year 1994.
 - b. Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Walla Walla County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Observation

The local evaluator attended each of the following schools and meetings to observe programs and community interactions:

- Life Skills program at Sager Middle School
- The Learning Center, Dayton (an alternative high school for Walla Walla and Columbia counties)
- Children’s Forum—a multi agency community forum for Walla Walla County
- Meetings (Substance Abuse Task Force)
- Community events

Surveys

- Sub-recipient survey (Center for Substance Abuse Prevention survey regarding selected program; completed by project coordinator)
- Community Partnership Survey—Interview completed during site visit.

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

Appendix C:

SIG Project Community Partners

1. Yakima Valley Farm Workers Clinic—serves as community service site.
2. The city of Walla Walla—on-site recreation services and equipment loans.
3. Walla Walla Community Network—community dialogue and action around community center for youth.
4. Walla Walla County Juvenile Justice Center—Ropes Course, training, and supervision.
5. FRIENDS—youth mentoring
6. Retired Senior Volunteer program—senior mentors and activity leaders.
7. Walla Walla County Sheriff’s Office—on-site safety training, adult volunteers.
8. Children’s Home Society—on-site youth services, parent education, informational presentations, activities for youths, and volunteers.
9. YWCA & YMCA—on-site and off-site recreation and recreation consultation.
10. Pioneer Middle School—students, space, technical assistance, materials and supplies, integrated student activities, faculty involvement, data collection, and evaluation participation.
11. Walla Walla Police Department—on site volunteers and inclusion in community policing program.
12. College Place School District—demonstration site, students, data, and classroom opportunities; staff, evaluation participation, and participation in the Washington State Adolescent Health Behavior Survey.
13. ESD123—substance abuse prevention specialist.
14. Walla Walla County Department of Court Services—ROPES training.
15. Sandcastle Family Support Network—respite nursery care.
16. Community Connections—coordination for Life Skills Training course.
17. Walla Walla Public School District 140—access to existing parent groups and information dissemination about SIG prevention programs.
18. Walla Walla County Department of Human Services Prevention Coordinator—educational materials and access to Substance Abuse Task Force materials.
19. Walla Walla County Public Health Department—materials for youth and parent education, and recognition.
20. Lourdes Counseling Center—educational materials and parent education.
21. Pioneer Middle School, Garrison Middle School, and Walla Walla High School—space for parent education and other activities.
22. Walla Walla PTSA Council—provide national PTSA materials on substance abuse prevention, adult education, and information dissemination in meetings.
23. Walla Walla High School Computer Training—assistance in establishing a web page and technical support.
24. Walla Walla Public Library—parent shelf for Parent Navigator program information.



Research and Data Analysis
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