



Crossroads Treatment Center, Pierce County Washington State Incentive Grant 2nd Year Community-Level Evaluation 2000-2001

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Executive Summary

Crossroads Treatment Center in Pierce County 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. Pierce County's second year experiences with SIG are reported here.

Progress toward SIG Community Level Objectives

United Communities Coalition is the name that Crossroads Treatment Center and its partners chose for the group that directs their SIG activities. Gault Middle School, in the Tacoma School District, and Keithley Middle School, in the Franklin-Pierce School District, are the focus of the substance abuse prevention efforts of the United Communities Coalition SIG project. High rates of poverty affect students: more than 75% of Gault students and 55% of Keithley students are eligible for free and reduced lunches, compared to the county rate of 34%.¹ Gault is located in a culturally diverse, urban neighborhood of Tacoma. Keithley Middle School is located in a culturally and economically diverse, suburban neighborhood of unincorporated Parkland.

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.*

Crossroads Treatment Center, Tacoma-Pierce County Health Department, Tacoma Public Schools, Franklin-Pierce School District, Pierce County Human Services, and the Safe Streets Campaign joined to form the United Communities Coalition of Pierce County. As its first joint venture, the United Communities Coalition is providing substance abuse prevention programming at Gault Middle School in the Tacoma Public Schools and Keithley Middle School in the Franklin-Pierce School District.

¹ Food stamp rates for Gault and Keithley are from the United Communities Coalition grant proposal (Crossroads Treatment Center, 1999).

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

Prevention partners in Pierce County have been using a risk and protective factor framework since 1996 to plan substance abuse prevention programs. Major risk factors identified by the coalition in their two school communities include favorable attitudes toward drug use, early first use, low commitment to school, low neighborhood attachment, and community disorganization.

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

Every two years since 1996, the Safe Streets Coalition, Pierce County Human Services, and county school districts assess county substance abuse prevention needs and resources using a risk and protective factor framework. Pierce County's fiscal year starts January 1st, but county profile and Washington State Survey of Adolescent Health Behavior data are usually not released until later in the year. This means that the partners generally have to use older data.

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. Three research-based programs, Families and Schools Together program, Media Sharp, and Project ALERT, were chosen. Safe School Zones was added to augment those programs and to address community organization. The package of programs is being tested at Gault and Keithley middle schools. The plan is to identify effective strategies for providing comprehensive substance abuse prevention services in Pierce County.

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 (WSSAHB). Survey data provide cross-sectional substance abuse prevalence rates and measures of risk and protective factors among 6th, 8th, 10th, and 12th grade students. Gault and Keithley middle schools both participate in the survey.

For program level evaluation, United Communities Coalition prevention program coordinators used the surveys provided in their curricula. Data from the Families and Schools Together (FAST) program is forwarded to and analyzed by the Alliance for Children and Families, national providers of FAST training and materials. Starting with Year 3 of SIG, 2001-2002, Crossroads Treatment Center will also use the Everest program outcome monitoring system, developed by the Division of Alcohol and Substance Abuse, Washington Department of Social and Health Services.

Success Highlights

Crossroads Treatment Center FAST teams have provided two nine-week cycles of FAST at both middle school sites in Year 2, with active FASTWorks follow-up groups at both middle schools. All sixth graders at the two schools have received the Project ALERT curriculum as part of the schools' health science curricula, and all seventh graders have received Project ALERT follow-up sessions. FAST/Project ALERT coordinators are fully integrated with school staff.

Upon request, Crossroads Treatment Center is now using alternative funding to provide the SIG-style prevention package at one additional Franklin-Pierce school. Two more Tacoma schools are requesting the same services. Positive outcomes from the Project ALERT program have led Tacoma Public Schools and the Franklin-Pierce School District to institute Project ALERT at all of their middle schools starting in SIG Year 3.

United Communities Coalition has shown progress toward meeting its internal SIG goals and objectives, and toward achieving the community level objectives established by the Governor's Substance Abuse Prevention Advisory Committee. During the third and last year of SIG community funding, the local prevention community intends to move toward institutionalizing some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring that they developed under SIG.

Crossroads Treatment Center, Pierce County Year 2 Community Level Evaluation

The Washington State Incentive Grant

Crossroads Treatment Center in Pierce County 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.² 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

² 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 United Communities Coalition, the name chosen for the Pierce County SIG project. The report summarizes progress made toward achieving the community-level goals and objectives of the Washington State Incentive Grant. It describes the ongoing challenges and successes in providing substance abuse prevention services for youth. It also includes the substance abuse prevention funding and planning necessary to implement one prevention program in Pierce County.

Background

Pierce County, a mixed urban and rural county, lies halfway between Seattle and Olympia on Puget Sound. Census data show that Pierce County, with a population of 700,820, had a population increase of nearly 20% between 1990 and 2000.³

Gault Middle School, in the Tacoma School District, and Keithley Middle School, in the Franklin-Pierce School District, are the focus of the substance abuse prevention efforts of the United Communities Coalition SIG project. High rates of poverty affect students: more than 75% of Gault students and 55% of Keithley students are eligible for free and reduced lunches, compared to the county rate of 34%.⁴ Gault is located in a culturally diverse, urban neighborhood of Tacoma. Keithley Middle School is located in a culturally and economically diverse, suburban neighborhood of unincorporated Parkland.

Progress Toward Community-Level Objectives

United Communities Coalition is the name that Crossroads Treatment Center and its partners chose for the group that directs their SIG activities. Members of the United Communities Coalition have undergone a shift in the manner in which they plan, implement, and monitor substance abuse prevention efforts. The community has been exposed to many new prevention concepts. Progress made toward the five community level objectives established by the Governor's Substance Abuse Prevention Advisory Committee is discussed below.

³ US Census Bureau *State and County Quick Facts*, [Http://quickfacts.census.gov/gfd/states/53/53027.html](http://quickfacts.census.gov/gfd/states/53/53027.html), accessed 07/11/01. Population estimates based on 2000 census, children's poverty figures are 1997 model-based estimates.

⁴ Food stamp rates for Gault and Keithley are from the United Communities Coalition grant proposal (Crossroads Treatment Center, 1999).

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.

Crossroads Treatment Center, Tacoma-Pierce County Health Department, Tacoma Public Schools, Franklin-Pierce School District, Pierce County Human Services, and the Safe Streets Campaign joined to form the United Communities Coalition of Pierce County. As its first joint venture, the coalition is providing substance abuse prevention programming at Gault Middle School in the Tacoma Public Schools and Keithley Middle School in the Franklin-Pierce School District.

Partnerships have been enhanced through SIG participation. Member agencies and groups have learned to collaborate closely to provide the FAST program at the Pierce County middle schools targeted through SIG.

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.

and...

Objective 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.

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 Pierce County SIG project are italicized within the list.

Pierce County Human Services and the student assistance programs of the Tacoma Public Schools and Franklin-Pierce School District have been using a risk and protective factor framework for providing substance abuse prevention

services for several years. The risk and protective factor approach was new to the Crossroads Treatment Center at the outset of SIG.⁵

Every two years since 1996, Safe Streets Campaign, Pierce County Human Services Chemical Dependency Program, and county school districts conduct a joint risk and protective factor needs and resource assessment, as required by the Division of Alcohol and Substance Abuse, Washington Department of Social and Health Services and by the Office of Community Development's Community Mobilization against Substance Abuse program.

Pierce County's fiscal year begins in January, unlike many counties whose fiscal year begins in July. This means that their needs and resource assessments must be completed before January. Since the risk and protective factor data from the state that the county partners rely on for assessment are not released until after the beginning of the calendar year, this leaves Pierce County using old data for its planning. Release of data prior to January would help Pierce County achieve timely, up-to-date assessments.

The resource assessment found gaps in substance abuse prevention services in the county. Age-appropriate substance abuse treatment services for children in the sixth and seventh grades were missing at both Gault and Keithley middle schools; both communities lacked after school programming for children in the middle school age group; and existing parenting programs were not designed for parents of middle school youth or for parents of those youth already having problems in school.

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.

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.⁶ Recipients of SIG grants are expected to deploy at least half of their efforts in research-based programs, also referred to as best practices. The rigor level is noted for each program below.

After studying Best and Promising Practices for substance abuse prevention that addressed their prioritized risk and protective factors, the United Communities

⁵ For a list of substance abuse prevention services provided in Pierce County prior to SIG, please see the Baseline Evaluation.

⁶ 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.

Coalition chose four strategies to reduce risk factors and enhance protective factors for Gault and Keithley students:

- Families and Schools Together (FAST), a rigor 5 Best Practice program, addresses school and family bonding and healthy beliefs and clear standards for targeted families.
- Project ALERT, a rigor 5 program, addresses social skill development, healthy beliefs, and clear standards.
- Media Sharp, a rigor 3 program, also addresses social skill development, healthy beliefs, and clear standards.
- Safe School Zones has not been rated by Center for Substance Abuse Prevention. It was developed by the Safe Streets Campaign to facilitate formation of a community coalition against drug use and to promote healthy beliefs and clear standards, social skill development, opportunities for involvement with recognition, and community leadership through education programs for neighborhood residents.⁷

Substance abuse prevention actions were implemented in two schools on a pilot basis, testing the effectiveness of saturating schools with a comprehensive substance abuse prevention effort.

FAST, Project ALERT, and Media Sharp have been consistently implemented throughout the first two years of SIG at both schools. Project ALERT has included booster sessions for all seventh graders in Year 2. FAST and Media Sharp have served smaller numbers of students with more intensive services.

Safe School Zones, while provided at both schools in SIG Year 1, was only implemented for part of SIG Year 2 due to the coordinator's absence for health reasons. The DEFY program, which was part of Safe School Zones for the first year of SIG, was removed from the program in Year 2.

The FAST/Project ALERT coordinators at Gault and Keithley are seen as belonging to school staff by other staff members and by students. They attend faculty meetings and help school staff when time permits. Since Project ALERT is being presented in classrooms as part of the health science curriculum, the coordinators work closely with those sixth grade teachers. Being stationed at their respective schools, these coordinators are available to students for additional

⁷ Rigor level 5 indicates that research has found programs at this level effective in multiple geographic and demographic settings; these strategies are called Best Practices. Media Sharp, rigor 3, is a Promising Practice developed by the Center for Disease Control (CDC). Promising Practices, while possessing quantitative data that indicates positive outcomes, have not been replicated widely enough or been subjected to sufficient research to support generalizable outcomes (Western Regional Center for the Application of Prevention Technologies (WestCAPT), 1999). Online at: <http://www.unr.edu/westcapt>. For more information about UCCPC substance abuse prevention programs, see Baseline Evaluation.

group support meetings, for drop-in talks, and for occasional hugs in school hallways.

The Keithley FAST/Project ALERT coordinator is co-located in the school prevention/intervention office with the district prevention/intervention specialist. This allows the coordinator and the specialist to work collaboratively. The office also provides a space in the school where students or parents can come to learn more about drugs, using informational pamphlets as well as staff to answer questions. One wall of posters outlines prevention services that are available at Keithley by grade level. For students, it also provides a place where they can come to talk to a caring adult.

While the coordinator at Gault is somewhat more isolated than her Keithley counterpart, with a small office in a classroom wing, she is well known to school staff. Students' interactions with her between classes seem to indicate that Gault students think of her as an adult who cares about what happens to them.

SIG Year 2 found providers working together to incorporate an introduction to Media Sharp within the Project ALERT curriculum. This insures that every sixth grade student has an opportunity to learn what the Media Sharp program is, see some of the media projects produced by current and prior Media Sharp students, and handle the video equipment, as well as learn about some of the effects that media messages can have on decision-making with respect to substance use.

A significant challenge this year was the participation of the Safe Streets Campaign in the United Communities Coalition of Pierce County SIG effort. The Safe School Zones coordinator had to take an extended leave of absence due to health reasons. This left no one to provide the student component or community organization component of Safe School Zones. It also meant that the Safe Streets Campaign was not represented at most United Communities Coalition of Pierce County meetings. However, directors of the Crossroads Treatment Center and the Safe Streets Campaign did meet separately to discuss sustainability options, future grant opportunities, and opportunities to create a coalition with the capacity to provide substance abuse prevention services.

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. The Tacoma School District and the Franklin/Pierce School District both participate in the Washington State Survey of Adolescent Health Behavior.

Everest is a web-based, program outcome monitoring system 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 United Communities Coalition has used the pre-and post-tests provided by FAST. These surveys are analyzed by the Alliance for Children and Families, national providers of FAST training and materials. Project ALERT and Media Sharp students completed the pre- and post-tests provided with those programs, but there was no analysis available of the results.

Starting with Year 3 of SIG, 2001-2002, United Communities Coalition of Pierce County will begin using the Everest system to evaluate FAST, Project ALERT, and Media Sharp with additional scales added to the pre- and post-tests, selected with the assistance of the Social Development Research Group of the University of Washington.

Training and Technical Assistance

The Crossroads Treatment Center participated in the Washington State Prevention Summit in 1999. Crossroads FAST teams received training from the Alliance for Children and Families, developers of FAST. Coalition members used the Western Regional Center for the Application of Prevention Technologies website to access information about Best Practices and Promising Practices in substance abuse prevention during the planning stages of their SIG project.⁸ The local SIG evaluator provided training in accessing the Everest Database and data entry for pre- and post-program surveys.

⁸ Western Regional Center for the Application of Prevention Technologies (1999). *Best Practices and Promising Practices*, Reno, Nevada, University of Nevada—Reno, Reno, Nevada. Online at: <http://www.unr.edu/westcapt>.

Project Successes

Diffusion of Prevention Package

Word of the United Communities Coalition's work at Gault Middle School has spread to other schools in the Tacoma School District. Through alternate funding during SIG Year 2, the Ford Middle School in the Franklin-Pierce School District received FAST, Project ALERT, and Media Sharp. Two other schools have indicated that they would like to receive the substance abuse prevention package developed through SIG. As a result, both participating school districts have decided to implement Project ALERT in all their middle schools.

FAST Successes

Principals reported that FAST made a positive difference in the behavior of those students who participated, and that those students targeted were ones who had previously been the most disruptive students at school, interfering with others' learning and exhibiting the most behavior problems. After participation in FAST, these students were getting fewer referrals to the office and had a better relationship with school staff.

Most attendees are at risk, but now I'm not seeing them being as much of an issue or problem. Once they know you and trust you, they don't want to be a problem.

One principal felt that, beyond those individual students, any school-wide impact was difficult to see. The principal noticed that word of FAST was beginning to spread among parents. This is borne out by parent interest in the program: FAST enrollment in Year 2 is roughly twice that of Year 1.

Respondents reported that FAST is one more positive thing at Gault that helps to add to its magnet school appeal. Recruiting for FAST is incorporated into school orientation events. At Gault, this included a school barbecue. FAST team members also serve hotdogs at school events to meet parents and spread the word about FAST. Recruitment also occurs on the Gault campus every five weeks, including a table with information about available programs in the school cafeterias.

At Keithley, FASTWorks parents recruit other parents and run a booth at sixth grade orientation and other events. This group of parents is creating a scrapbook to display at their recruitment booth, documenting their school's FAST program from its outset.

Both principals reported improved relationships between parents and schools, with parents' attitudes shifting toward increasing willingness to connect to their children's schools. Generally, these are parents who in the past were not connecting well with schools. One principal felt that FAST was the most important prevention action at school:

If I could have only one program, I'd say, give me the FAST program, because the parent part is the hardest part for us. Our parent support is fairly high, but FAST makes a connection, a real, close tie to the school.... Benefits for the whole school outweigh the costs.

One coordinator mentioned that FAST helps with inclusion issues, helping parents new to the school community make a connection to school. A woman of color who was new to Keithley told the FAST coordinator that she had initially felt unwelcome at the school; she had wanted to participate in PTA, but felt like she couldn't get in. Being invited to participate in FAST created an opportunity for involvement. After completing the program, she became the Parent Partner for the next session of FAST.

One FAST parent, the foster mother to four boys, had to move out of Keithley's catchment area, but asked to stay in FAST. One of the boys became the FAST Youth Partner, and this family raised \$200 for another family for Christmas.

Student and family needs can be identified earlier for FAST families than for families not involved with the program, because school staff have more exposure to them and have a chance to learn more of their day-to-day challenges. One example of this is when a FAST student had his bicycle stolen. This student and his mother depended on the bicycle for their transportation and could not get to the store without it. Through FAST, word spread of the need to raise funds. Parents and staff at Keithley and Ford contributed money to buy the student a new bicycle (his first new bicycle), as well as a helmet and a bicycle lock.

Media Sharp and Safe School Zones coordinators frequented FAST meetings to introduce themselves to parents and students. They hoped to increase participation in their two programs.

FASTWorks.

FASTWorks groups are active at both SIG schools and at Ford Middle School. FASTWorks is just beginning to have some consistent participation at Gault, and still requires organizational help from the FAST coordinator. It is expected that this group will be self-sufficient by spring of SIG Year 3.

Keithley FASTWorks, with fifteen active members, has quickly become integrated into the school environment. Parents schedule their meetings immediately prior to the monthly PTSA (Parent Teacher Student Association) meeting. The current president of Keithley's PTSA is a FAST graduate and a member of FASTWorks. Keithley FASTWorks has also formed their Parent Advisory Council, a key goal of FASTWorks.

Keithley and Gault FASTWorks groups have tackled projects such as neighborhood cleanups to improve conditions in their neighborhoods. Gault FASTWorks does a different community project during each FAST cycle. As of

fall 2001, Keithley and Ford are conducting food and blanket drives, with Ford donating its collection to a mission in Parkland, and Keithley donating to needy families in that school's catchment area.

Increased Contact Time with At-Risk Students

Because the FAST/Project ALERT coordinators are stationed at each school, they are available to provide additional contact time with at-risk students, above and beyond the time they spend with students for the activities of Project ALERT and of FAST. This includes a peer mediation group at Keithley.

School counselors are members of the FAST team, and get increased contact time with students and their families, enhancing their ability to refer families effectively to other services as needed.

At all three FAST sites, the school security specialists are also the Youth Advocates. This gives these security personnel a chance to interact with some of the at-risk students on their campuses in a different setting. FAST coordinators report that this has built positive relationships between the security personnel and these students.

Student-Produced Drug Awareness Media

One of the goals of Media Sharp, while teaching students to decode the harmful subtext of media messages, is to produce substance abuse awareness media to counteract tobacco and alcohol advertising in their neighborhoods. Pierce County's Media Sharp program has its own web site: <http://www.besmartdontstart.com>, which includes information about media literacy and some examples of student-produced works. Media Sharp students surveyed their communities for media messages about tobacco and alcohol and produced videos about the impact of those messages on kids. These student-produced videos were then shown at community meetings to stimulate discussion of the problem.

Franklin-Pierce School District Student Assistance personnel worked with Keithley students to produce anti-tobacco use posters that were displayed in the hall of the office wing of Keithley Middle School. The posters used a wide variety of approaches to communicating this message, indicating that students had learned their lessons well about the risks associated with tobacco use. During school visits, students and adults were observed reading the posters.

Project Challenges

Personnel Changes and Continuity

Personnel changes have made continuity for service provision and for the coalition itself a challenge. The Tacoma-Pierce County Health Department lost its prevention coordinator, a key participant in the coalition, and its Media Sharp coordinator. Fortunately, an interested volunteer had worked with the Media

Sharp coordinator throughout SIG Year 1 and was available to take over those duties.

The original Safe School Zones Specialist for Gault left the area and, for Year 2, was replaced by the Safe School Zones Specialist for Keithley, who took on the responsibility for both schools. Unfortunately, this specialist then suffered health problems and the Safe School Zones program was left without a coordinator.

The first FAST coordinator for Keithley moved out of state. To replace her, Crossroads recruited the Keithley School Safety Specialist to be the new FAST/Project ALERT coordinator. At Gault, the FAST/Project ALERT coordinator was already working as a consultant for the school before SIG began, and Gault's original FAST team is still together. At the outset of Year 3, it appears that the strategy of employing people already strongly connected to the schools has been a successful strategy for enhancing continuity.

Media Sharp Not Age-Appropriate

The present coordinator of Media Sharp worked with the initial coordinator throughout Year 1 of SIG. That experience led him to believe that the curriculum did not fit the level of sophistication about media that middle school students possess. The coordinator adapted the curriculum accordingly.

Retention of Students in Media Sharp

During the first year of SIG, retention of students throughout the eleven sessions of Media Sharp was a significant challenge. In Year 2, the coordinator decided to provide two concurrent five-session cycles instead. Participation has become more consistent.

Program Pre- and Post-Tests Not Culturally Appropriate

The Media Sharp coordinator found that the pre- and post-tests provided with the Media Sharp curriculum were not comprehensible to his students and did not ask the right questions to capture the learning he observed through his students' work in the program.

Safe School Zones Not Implemented Throughout Year 2

As mentioned above, health reasons prevented the Safe School Zones coordinator from providing Safe School Zones for the second half of Year 2, and the Safe Streets Campaign was unable to fill the position for the remainder of the school year. In addition to the loss in program services, this left the Safe Streets Campaign without a representative at most United Communities Coalition of Pierce County meetings. In July 2001, a replacement Safe School Zones Coordinator for Year 3 was hired.

FAST Attendance Dropped Following Substance Abuse Session

FAST coordinators reported that attendance was dramatically reduced following the parent substance abuse education session of FAST. To avoid losing families, and preventing those families involved from receiving the full, intended dosage of FAST, Crossroads and its FAST coordinators changed the way the substance abuse presentation was provided. The substance abuse session was moved to the last night of FAST, when families are motivated to attend their graduation from the program. Also, rather than bring in an expert to give a substance abuse presentation, a group of recovering teens, called the Challenge Group, came in and shared their experiences with addiction and how substance abuse had affected their lives. Coordinators reported that parents were highly engaged during this session, asking numerous questions, and at the end of the session asked the FAST coordinator how they could meet with the Challenge Group again.

FAST Transportation

Many FAST families at Keithley, which is located in a sprawling suburban area, do not have their own transportation. Some families walk to meetings and are driven home afterwards by team members, while some families need rides in both directions. Each FAST team member transports one family throughout the program.

Baseline Planning and Funding

One program in each SIG site was studied to learn about the funding and planning components of program implementation that are necessary to provide one prevention program. In Pierce County, the FAST program was the focus of the survey (see Appendix E for a copy of a blank survey form). The results are as follows:

Table 1. Results of Baseline Planning and Funding Survey

Source of Support	Type of Support
Pierce County Commission on Children, Youth, and Their Families	\$3,000 to meet unexpected expenses associated with FAST training
Annie E. Casey Family Foundation	\$4,400 grant to fill gaps in SIG funding and begin FAST program in an additional school
Tacoma-Pierce County Health Department	Coordinator for Media Sharp program
Franklin-Pierce School District	Volunteer time for FAST sessions in its district
Americorps	Volunteer time; coordination of contributions from Safeway
Safeway	Food for FAST program at Keithley and Ford schools
Nalley's Fine Foods	Food for FAST program

Conclusion

The United Communities Coalition of Pierce County SIG Project has had a profound impact on the way Pierce County middle schools do business and is having a ripple effect throughout the Tacoma School District and the Franklin-Pierce School District.

The use of research-based programming in Pierce County is becoming the norm, but this is not entirely due to SIG. The use of a risk and protective factor framework in substance abuse prevention planning was relatively new in the county prior to the county's participation in the Prevention Partnership Grant, a five-year grant from the Center for Substance Abuse Prevention. Risk and protective factor planning was becoming increasingly widespread in the county in the years leading up to SIG, as government funding sources have increasingly required the use of research-based programming with an evaluation component. SIG introduced risk and protective factor assessment to Crossroads Treatment Center as a component of substance abuse prevention planning, and has increased schools' awareness of the importance of addressing risk and protection with research-based programming.

Through SIG, existing partnerships have been strengthened and new partnerships have been built. Crossroads Treatment Center has long worked with the Franklin-Pierce School District. It now also works closely with the Tacoma-Pierce County Health Department, providing media literacy through Media Sharp in conjunction with Project ALERT at two Franklin-Pierce schools and one Tacoma school. The display of Media Sharp projects in community centers and their presentation at community meetings ties in with the community organization efforts of the Safe

Streets Campaign. As a result, prevention services are becoming more coordinated and providers have more opportunities to interact and share planning and strategies than they have in the past.

Project ALERT is being adopted as a district-wide program in Tacoma Public Schools and in the Franklin-Pierce School District. This is due to the positive experiences of the two pilot schools, new requirements for research-based programming, and the good fit of Project ALERT with the Washington State Essential Academic Learning Requirements.

FAST is incorporated into the fabric of school life at the two SIG schools and one additional school in Parkland. The program has made a change in the way principals and staff perceive troubled families, as well as in their schools' ability to provide help to those families. As families graduate from FAST, their participation in FASTWorks leads parents into a more proactive role in their community. As previously powerless parents realize that they can accomplish their goals and make a positive difference in their neighborhoods, this new level of parent participation may have very positive effects within Tacoma's Eastside and within the communities served by Gault, Keithley, Ford, and Parkland.

In addition to SIG funded programs, there are other prevention efforts in the area. These will need to be considered when judging the community level impact of SIG programs. The Gear Up grant, by emphasizing long-term academic and career goals, may have some impact on substance use at Keithley. Similar programs have decreased behavioral problems and increased academic achievement elsewhere (U.S. Department of Education, 2000). Keithley has also implemented Make Your Day. It is a school-wide, research-based, citizenship program emphasizing the building of good citizenship skills in the student body, rather than reliance on traditional forms of discipline. Teens Against Tobacco Use is also provided at Keithley for eighth grade students, and the Keithley Student Assistance Team provides prevention/intervention support. Parkland is part of a federally designated High Intensity Drug Trafficking Area and receives the following services: an intensive program that includes a parenting component and mentoring component, for a limited number of students. Outside of school, a new Boys and Girls Club has recently opened in Parkland.

Gault is a magnet school that emphasizes excellence in education. Gault has several special opportunities for students: a swimming curriculum, a Math Engineering Science Achievement program, and a Saturday Math Academy. In addition to SIG programs and Student Assistance, Gault has a School Prevention Team of students, coordinated with assistance from Pierce County Human Services. The nearby Salishan Boys and Girls Club provides after school activities, athletics, and late night activities for children in grades six through

twelve in the Gault catchment area. Gault is also part of an Operation Weed and Seed site.⁹

Changes to downtown Tacoma adjacent to Gault's catchment area may also have a positive effect on the Gault community. In addition to the still-new Washington State History Museum, which is located in the old train station downtown, the area around this museum has undergone renovation and revitalization. The University of Washington has opened its Tacoma Campus nearby, creating opportunities for a host of new businesses. Two new art museums will open in spring of 2002. In addition, the City of Tacoma is also working hard to attract new high-tech businesses, billing itself as "America's Number One Wired City."

In conclusion, United Communities Coalition has shown progress toward meeting its internal SIG goals and objectives, and toward achieving the community level objectives established by the Governor's Substance Abuse Prevention Advisory Committee. During the third and last year of SIG community funding, the local prevention community intends to move toward institutionalizing some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring that they developed under SIG.

⁹ Operation Weed and Seed is a U.S. Department of Justice program that "weeds" out crime and "seeds" restores neighborhoods and emphasizes prevention and intervention services.

Appendix A:

Community-Level Goals and Objectives¹⁰

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.

¹⁰ 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:

Audiotaped interviews were conducted with lead agency contacts, as well as prevention service coordinators 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 as notes were taken from them. Questions were based on an interview guide, as well as related topics that arose during the interviews.

Baseline Planning and Funding survey

A Baseline Planning and Funding survey, a survey of funding sources, developed by the SIG Evaluation Team was completed for the FAST program.

Meeting Observations:

Two United Communities Coalition meetings were observed in Year 2, one Project ALERT class was observed at Gault Middle School, Project ALERT with a Media Sharp presentation was observed at Keithley Middle School, and the Division of Alcohol and Substance Abuse Site Visit meeting was observed.

Document Review

- a. United Communities Coalition Approved State Incentive Grant Community Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in matrices created by the Crossroads Treatment Center, as lead agency, and the Division of Alcohol and Substance Abuse (Division of Alcohol and Substance Abuse) State Incentive Grant administrative staff. These matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- b. United Communities Coalition of Pierce County (United Communities Coalition of Pierce County) State Incentive Grant Application, 1999.
- c. Becker, L., et al (1999): *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in Pierce County*, DSHS Publication # 4.33-14, Department of Social and Health Services, Research and Data Analysis Division for the Division of Alcohol and Substance Abuse.
- d. City of Tacoma website: <http://www.cityoftacoma.org/10Home/default.asp>, accessed 07/09/01.
- e. Executive Office of Weed and Seed website: <http://www.ojp.usdoj.gov/eows/>, accessed 07/09/01.

- f. McDonald, Lynn (2000): *FAST Tour, Families and Schools Together* web site: <http://www.wcer.wisc.edu/fast/tour/index.html>
- g. McDonald, Lynn (1999): *FAST (Families and Schools Together): 1988-1998, Ten Years of Evaluation*, Wisconsin Center for Education Research, University of Wisconsin—Madison, Madison, Wisconsin.
- h. Salick, G. (2001): Personal communication with Grays Harbor County FASTWorks coordinator and certified Alliance for Children and Families FAST trainer.
- i. Tacoma Public Schools website: http://www.tacoma.k12.wa.us/schools_main/school.idc?SchoolName=Gault+Middle+School, accessed 07/09/01.
- j. Western Regional Center for the Application of Prevention Technologies (1999). *Best Practices and Promising Practices*, Reno, Nevada, University of Nevada, Reno.
- k. Washington Employment Security Department (2000): *Washington State Labor Market Information, Labor Market Information by Area, Selected Economic Data*, <http://www.wa.gov/esd/lmea/labrmrkt/sed/graysed.htm>, accessed 03/15/01.

Accessing Informants:

A few of the informants from the first round of evaluation were interviewed for this evaluation. In addition to these, one FAST coordinator, one school principal, and one agency leader was interviewed. A total of three coalition members participated in face-to-face interviews, and one participated in a telephone interview. Several other coalition members contributed information during meetings and group settings.

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. 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: Risk and Protective Factors, Categorized by Domain¹¹

Note: Risk and protective factors addressed by the Pierce County SIG project are italicized.

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

¹¹ 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.



**Research and Data Analysis
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