



## Educational Service District 123, Benton County Washington State Incentive Grant 2<sup>nd</sup> Year Community-Level Evaluation 2000-2001

Department of Social and  
Health Services

Research and Data Analysis  
Division and the University  
of Washington, Washington  
Institute for Mental Illness  
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### Executive Summary

Educational Service District 123 is the lead agency for the Washington State Incentive Grant (SIG), implemented in the Benton County community of Finley. 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. Finley's second year experiences with SIG are reported here.

### Progress toward SIG Community Level Objectives

According to the 2000 Census, Benton County's population grew by 27% in the past decade.<sup>1</sup> The median household money income is \$46,002, slightly higher than the state median income of \$41,715. The percent of children living below poverty is 13%, slightly below the state level of 15%. The community of Finley tends to have lower incomes and more children living in poverty than do other parts of the county, according to informants working in the area. The 2000 Census reports 5,770 residents living in the community of Finley.<sup>2</sup> The majority of the residents (98%) are white.

Finley is a rural farming and bedroom community located near the Tri-Cities of Kennewick, Richland, and Pasco. Finley lacks an internal infrastructure in which to develop many resources for youth. The school is the only public facility and it serves as the center of the community.

### Summary of Progress Toward Community-Level Objectives

**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.

<sup>1</sup> [Http://quickFacts.census.gov/gfd/states/53/53071.html](http://quickFacts.census.gov/gfd/states/53/53071.html), Benton County

<sup>2</sup> U.S. Census Bureau, Census 2000, Redistricting Data (Public Law 94-171), Summary File, Matrices PL1, PL2, PL3 and PL4. Finley.

Prevention partnerships are not new to Benton County, but they are new to Finley. The bedroom community lacks service providers. Partnerships that exist are among the school, the Parent-Teacher Organization, ESD 123, and a few community members.

The physical structures of the schools are excellent. There is a new elementary school and the middle school was remodeled last year. The high school is undergoing renovation this year. Some in Finley would like to turn the old elementary school into a community center, but funds are not available to convert it at this time.

A SIG Advisory Board is composed of educators, youth, and parents in Finley. The three main functions of the board are (1) to provide general education to teachers, administrators and parents about drug abuse; (2) to bring the community together with drug and alcohol free events; and (3) to collaborate with DARE and the School Resource Officer in working with young people and educating the community about drugs and their effects on health and the community's well being.

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

and

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

Substance abuse prevention and the use of Hawkins and Catalano's risk and protective framework were not new to Benton County.<sup>3</sup> The Benton-Franklin Substance Abuse Coalition provided some prevention services and used the risk and protective framework prior to SIG. Benton-Franklin Counties conducted a community needs assessment, but these data did not adequately represent the Finley community.<sup>4</sup> The project director used data from the Finley School District's 1998 Washington State Survey of Adolescent Health Behavior to identify risk factors for the SIG project.<sup>5</sup>

Indicator data have been used in planning at the county level, but not specifically for the community of Finley until ESD 123 used the school survey data for the SIG proposal.

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

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<sup>3</sup> Hawkins, David J., Catalano, Richard F., and Associates. *Communities That Care, Action for Drug Abuse Prevention*. San Francisco: Jossey-Bass Pub. 1992.

<sup>4</sup> Community Needs Assessment, Benton and Franklin Counties, Risk Factor/Protective Factor Approach, "Finding the Keys to a Healthy Community." November 1999.

<sup>5</sup> Washington State Survey of Adolescent Health Behavior. 1998. School Results for Finley School District, RMC Research Corporation. Portland, OR. October 1998.

The SIG process encouraged the choice of programs shown through published research to be effective in different locales and with multiple populations. ESD 123 sub-contracted with the Benton-Franklin Substance Abuse Coalition to provide a prevention specialist for Finley schools as part of the SIG project. The prevention specialist taught anti-tobacco and other drug classes during the regular school day. The ESD, in collaboration with the schools and the community, chose several science-based programs for the SIG project, including: Project Alert, Project Northland, Multi-Prevention Components Approach, Family as A Team, and Summer Challenge Program. In addition to teaching, the SIG prevention specialist, ESD middle school coordinator, and the ESD intervention/prevention specialist worked with parents and other community members to engage families with the schools and the PTO.

Overall, the SIG project served hundreds of 4<sup>th</sup> - 9<sup>th</sup> grade youth and some parents with five prevention programs. Through Project Northland and Multi-Link Community Approach, youth were empowered to work on community and school change by educating others about what they learned of the health dangers of alcohol, tobacco, and other drugs. Below is a brief summary of the programs presented to the schools and in the community.

**Project Alert:** In total, 141 youth experienced the video-based Project Alert in the second year. The booster class was given to the 7<sup>th</sup> graders and the beginning class to the 6<sup>th</sup> graders. The second year began slowly due to scheduling conflicts. Classes started in a new building, and students, teachers, and administrators had to adjust to the new environment. Some of the teachers, trained last year to facilitate Project Alert this year, moved to another school and so were not available to teach. This put an additional teaching load on the prevention specialist.

**Project Northland:** Seventy-six eighth-grade students learned skills they need to make a good transition from junior to high school. Since the textbooks for the health class arrived late, the prevention specialist was able to use Project Northland material for the health curriculum. This made the homework and final project part of the regular class and thus the assignments were graded. Other components of the program were teen dances and parent nights.

**Multi-Link Community Approach:** The program served 184 4<sup>th</sup> and 5<sup>th</sup> graders this year. Students participated in a poster contest and invited speakers to the classroom. The 5<sup>th</sup> graders attended DARE classes during the first part of the school year and Multi-Link later. Students completed home projects and made exhibits for a tobacco and health fair in May. A spaghetti dinner was used to disseminate literature designed to educate the public about drug abuse. In the spring of 2000, ESD 123, Finley Schools, and Benton-Franklin Substance Abuse Coalition sponsored a community picnic. Last year it was a big success with about 350 students and parents. This year's picnic was even more successful with over 700 adults and youth attending.

**Family As A Team:** This program has been a challenge. First, it was difficult to find the staff time to plan and implement it because only one prevention specialist was assigned to the SIG project. He had his hands full with the other programs. ESD 123 provided training to leaders in February 2000, and staff began recruiting families. Eventually, eight families signed up, but none finished the program.

**Summer Challenge – ROPES Course:** Attendance was lower than anticipated last summer. The program was not marketed in the schools early enough, according to the local SIG project director. It is scheduled to occur again this summer. Enrollment is expected to be twice as high as last year (2000).

### **Training**

Teachers, law enforcement, trainers and counselors benefited from SIG and ESD 123 sponsored training as a result of the SIG project. Training was provided for all of the project programs.

### **Successes**

- Over 500 students and several parents benefited in some way from the SIG project over the past two years.
- Sixth and seventh graders were provided tools to resist drugs through Project Alert.
- Through Project Northland, eighth grade students learned how to resist peer pressure and to develop social and competence skills.
- Both 4<sup>th</sup> and 5<sup>th</sup> graders experienced Multi-Component School-Linked Community, a program that emphasized parent involvement, student anti-tobacco activism, and media interventions.
- Attendance increased from 8 to 12 parents in three drug awareness nights.
- ESD 123 and SIG staff are working with the PTO to encourage more parent involvement. The chair of the Finley PTO is spearheading a new project “Give Me 5”. The project asks parents to give just five hours a year to the school. Her goal is to have 50% of the parents participating this next year.

### **Challenges**

- Finley faces the need to enhance community self image and turn the media around so that they report good things about Finley.
- There are a large number of methamphetamine labs in the area.
- During the first project year, the biggest challenge was working with the teachers to get the curriculums into the classrooms after the teachers had already prepared their yearly lesson plans. In the second year, scheduling the prevention classes continued to be a challenge because of other special programs and regular class requirements.
- The prevention specialist has great rapport with the kids in the classroom. He coaches them after school, as well as participating in numerous community activities outside the class. The project would benefit from more prevention

specialists so that other programs could get off the ground and community outreach could be expanded.

- Last summer, the Ropes course was not as well attended as planned. More advanced publicity may be needed to recruit students for this summer program.
- Even with start up difficulties, the Family as a Team program managed to get 8 parents and 23 youth into the program. Unfortunately, none finished the program. The PTO plans to take a more active role and recruit parents to get them involved with the schools and prevention activities.

## **Conclusion**

The ESD 123 SIG project made progress toward achieving the community level objectives, as established by the Governor's Substance Abuse Prevention Advisory Committee. During the last year of SIG community funding, ESD 123 and the Finley SIG staff intend to develop methods to maintain some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring developed under SIG.



# **Educational Service District 123, Benton and Franklin Counties Year 2 Community Level Evaluation**

## **The Washington State Incentive Grant**

ESD 123 in Benton 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.<sup>6</sup> 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

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<sup>6</sup> 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 in Finley, 2000-01. It summarizes progress made toward achieving the community level goals and objectives of the Washington State Incentive Grant. The report describes the ongoing challenges and successes in providing substance abuse prevention services for youth. It also reports the substance abuse prevention funding and planning necessary to implement one prevention program in Finley.

Information used in this second evaluation report came from face-to-face and telephone interviews, review of written reports, meeting minutes, and data collected from survey instruments. Data was collected on funding sources and planning processes for the Family as a Team program. A program implementation survey was conducted for the Project Northland program to determine the extent to which the program had to be adapted for the local clientele.

## **Background**

According to the 2000 Census, Benton County's population grew by 27% in the past decade.<sup>7</sup> The median household money income is \$46,002, slightly higher than the state median income of \$41,715. The percent of children living below poverty is 13%, slightly below the state level of 15%. The community of Finley tends to have lower incomes and more children living in poverty than do other parts of the county, according to informants working in the area. The 2000 Census reports 5,770 residents living in the community of Finley.<sup>8</sup> The majority of the residents (98%) are white.

Finley is a rural farming and bedroom community located near the Tri-Cities of Kennewick, Richland, and Pasco. Finley lacks an internal infrastructure in which to develop many resources for youth. The school is the only public facility and it serves as the center of the community. Benton-Franklin County transit does not offer bus services to the area. The community lacks basic services, such as emergency or other health care, a fire department, local police, and social services. There is neither a town council nor a chamber of commerce. The schools, as the only public facilities, serve as the social centers of the community. Finley has one high school, one middle school, and one elementary school. The school district, ESD 123, and the Benton County Sheriff's office provide most services to the community. ESD 123 serves the area out of their Pasco office. ESD 123 provided prevention /intervention services to the Finley School District one or two days a week for the past nine years. SIG allowed ESD 123 to focus on

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<sup>7</sup> <http://quickFacts.census.gov/gfd/states/53/53071.html>, Benton County

<sup>8</sup> U.S. Census Bureau, Census 2000, Redistricting Data (Public Law 94-171), Summary File, Matrices PL1, PL2, PL3 and PL4. Finley.



Finley's needs and to mobilize the school and community to develop and maintain resources.

### **Progress Toward Community-Level Objectives**

Through its involvement in SIG, the community of Finley has been exposed to prevention concepts, planning, and processes for the first time. However, the lead agency, ESD 123, was familiar with and practiced most of the prevention practices promoted by SIG before receiving SIG funding. Progress made toward the five community level objectives established by the Governor's Substance Abuse Prevention Advisory Committee is discussed below.

**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.*

ESD 123 actively fosters collaboration, problem solving and sharing resources. Their *Guide to Services* lists their staff and identifies the assistance they provide to local school districts.<sup>9</sup> Safe and Drug-Free Schools programs are key services provided to the school covered by ESD#123. Eighteen staffs, with the Safe and Drug Free Schools program, serve nine school districts. Other ESD staffs serve the district as well.

Before its involvement in SIG, Finley had little community organization. SIG participants reached out to families and businesses to encourage them to become more active in the schools. While the Benton-Franklin Substance Abuse Coalition is active in the Tri-Cities, it has been less active in Finley. They have sponsored some dances and events and have provided some minimal prevention services. SIG funding offered them the first opportunity to focus on prevention services and enhance school services in the community.

Local SIG staff worked closely with school administrators and parents at the beginning of the project to encourage them to promote prevention in the schools. A SIG advisory board was created, composed of a school counselor, an intervention specialist, other ESD employees, students, and parents. This year, the group is reaching out to the business community and trying to get them more involved with the schools. Also, they are trying to provide support to the PTO.

The SIG prevention specialist is partnering with the middle school coordinator to develop prevention clubs at the Finley Middle School.

A SAVE (Students Against Violence Everywhere) program was developed through the Project Northland program. Group members believe that violence is a result of the effects of alcohol and other drugs.

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<sup>9</sup> ESD 123, Guide to Services.

The Finley prevention specialist is working closely with the county DARE (Drug Abuse Resistance Education) officer to promote a drug awareness and recognition series. This is part of the parent component of the programs at Finley. The Finley PTO and the School District have been instrumental in supporting this effort through their newsletters.

SIG staff and some community members are working to gain support and funds to transform the old elementary school into a community center.

The annual chili feed was held in February with a theme of Parents and Students Night Out. This event was held at the Finley Middle School. Students promoted substance abuse prevention through a booth supported by SADD (Students Against Destructive Decisions) and the DUI (Driving Under The Influence) Task Force. About 200 people attended this event.

***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 Finley SIG project are italicized within the list.

ESD 123 used data gathered through the Washington State Survey of Adolescent Health Behavior (WSSAHB) in 1998 to determine risk and protective factors in Finley for the SIG funding application.<sup>10</sup> These data were compiled by RMC Research Corporation. Data were supplemented by that collected by the Finley

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<sup>10</sup> Washington State Survey of Adolescent Health Behavior, 1998, School Results for Finley School District, RMC Research Corporation, Portland, October 1998)

School District, the Benton County Sheriff's Office, and the Benton/Franklin Substance Abuse Coalition. A follow-up WSSAHB survey was conducted in 2000, but results have not been compared at the time of this report.

Additional data came from the Benton-Franklin Department of Human Services, 1998 DASA Community Assessment Report.<sup>11</sup> Surveys were mailed to 450 key informants with 173 responses (39% return). The group used the risk and protective factor framework. A small workgroup determined priorities. Invitations were sent to 125 persons and/or agencies; 38 members attended a seven-hour workgroup in January 1999. Participants represented education, prevention, treatment, citizen groups, business, juvenile justice, ethnic/cultural groups (Hispanic); human services, job training, law enforcement, local government, youth, service clubs, health services, public housing, parents, guardians, and medical services.

Gaps in services were identified in Benton and Franklin Counties' needs assessment using Hawkins' and Catalano's risk and protective factor approach.<sup>12</sup> The community needs assessment identified the following problems in Finley:

1. Lack of services
2. Lack of transportation to services
3. Early initiation of problem behaviors
4. Favorable parental and community attitudes toward problem behavior
5. Few opportunities for individuals and families to network with each other in positive settings
6. Safety concerns
7. Poor parenting skills
8. Lack of community leadership<sup>13</sup>

**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-

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<sup>11</sup> Community Needs Assessment, Benton-Franklin Counties, Risk Factor/Protective Factor Approach to community Needs Assessment "Finding Keys to a Health Community", 1998.

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

<sup>13</sup> Educational Service District 123. 1999. *Proposal to Solicitation No. 991346, for Grant to Communities to Provide Services for the Prevention of Alcohol, Tobacco, Marijuana, and Other Drug Use, Misuse, and Abuse*. Unpublished.

analysis.<sup>14</sup> 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 of each program is noted below.

The Finley SIG project includes five programs that address the gaps found in their service delivery system. These include two rigor 5 programs, Project Alert and Project Northland, and three rigor 2-3 programs, Multi-Prevention Components Approach, Family as A Team, and Summer Challenge Course.

**Project Alert** is a video-based curriculum designed for 6<sup>th</sup> - 8<sup>th</sup> grade students. The students learn to identify pressures on them to use drugs, how to resist these pressures, and why they should not use drugs. The students use hands-on activities and dialogue to become involved in a team learning process.

Scheduling the program was a bit of a challenge this year. Finley Middle School started a Personal Social Responsibility (PSR) course, using Constance Dembrosky's curriculum. Project Alert was supposed to be delivered as part of this class. Blending the two different curriculums and working around school holidays was difficult, and Project Alert was delayed. Some students received Project Alert twice during the school day because of their schedule. This problem was resolved early into the program, according to the Project director.

**Multi-Link Community Approach** is a school-based program that uses multiple approaches to discourage adolescent tobacco use. Mobilizing community systems is practiced. Teachers worked with the prevention specialist to learn innovative ways of teaching prevention curricula. According to the SIG project director, key to the success of the program was the right person serving as prevention specialist. A person with a passion for prevention and rapport with students is essential.

One event that was part of the Multi-Link Community Approach brought a clown to perform at the rodeo in the spring. He talked with the students about tobacco prevention. Students were involved in several letter-writing campaigns allowing for continued practice of writing skills and developing a sense of civic participation. Project objectives were measured by process observation.

The program served 184 fourth and fifth graders this year. Students participated in a poster contest and invited speakers to the classroom. The 5<sup>th</sup> graders attended DARE classes during the first part of the school year and Multi-Link later. Students made exhibits for a tobacco and health fair in May.

The winter spaghetti dinner featured literature designed to educate the public about drug abuse. DUI Task Force members attended and demonstrated the

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<sup>14</sup> 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.

effects of alcohol use with fatal vision special goggles. Seven agencies provided information about drugs and substance abuse to about 150 attendees. The event was held in conjunction with a home basketball game that attracted a diverse group of families.

In the spring of 2000, ESD 123, Finley Schools, and Benton-Franklin Substance Abuse Coalition sponsored a community picnic. It was a big success, with about 350 students and parents, five local companies, and school representatives attending. In previous years, only about 75 people attended the community picnic.

**Project Northland** has components designed for students, parents, and the community. Students learn about the pressures to use drugs and develop leadership and communication skills. Parents learn how to support their children in a positive manner, connect with other parents and with teachers, become involved in their children's school, and bond with their children. The community is urged to strengthen existing resources and develop new resources that address the health and welfare of the general community, focusing on increasing awareness of the dangers of alcohol and other drug use. The program is designed to prevent or reduce alcohol use among youth by mobilizing community systems. It promotes community activism, media interventions, and student and parent involvement.

In the second year, 76 eight-grade students experienced this program and learned skills they need to make a good transition from junior to high school. Since the textbooks for the health class arrived late, the prevention specialist was able to use Project Northland material for the health curriculum. This made the homework and final project part of the regular class and thus the assignments were graded.

Another component of the program included teen dances and parent nights. One drug free dance had a theme of "A Magic Carpet Through the Ages featuring 50's and 60's music". Kids made banners and awarded prizes.

Three family nights featured drug awareness information with a few more parents attending each time. The PTO and the school administrators were very supportive of these events. They want to sponsor the dances and other special events next year as part of the SIG sustainability plan. Through Schools and Parents Together, they will take over the annual "Dancin' in the Park" picnic.

A middle school prevention group, known as SAVE (Students Against Violence Everywhere), evolved from this group. SAVE members spread the messages of "no drug use and anti-violence" around the middle school and school district. The students put up signs around town; planned and attended drug and alcohol free events; participated in peer mentoring and education; and wrote letters to public officials about alcohol and tobacco concerns in their community.

The group sponsored a chili feed in February for families and students, introducing themselves, SADD (Students Against Destructive Decision Making) club, natural helpers, crime stoppers, and other members of the SIG project. They combined this event with a girl's basketball game.

Another transition group evolved to support youth as they move from intermediate to high school. It emerged from the Project Northland SAVE group. Kids move into the SADD club when they are ninth graders. This project has helped students develop a sense of belonging and pride in their school community.

**Family as A Team** program strives to enhance family functioning by strengthening the parent-child relationship. This program is slowly evolving with a few enthusiastic participants. The facilitators hope to engage parents and students as ambassadors to the Finley community and help recruit more families for future sessions.

This program has been difficult to implement in Finley. The first year was spent developing structure and tools for the programs. Challenge course facilitators were trained as Family As A Team facilitators. In this second year, trainers began working with families. Eight families and 23 youth were recruited for the program. Unfortunately, these families did not finish the program. Work, sports activities, and holidays took priority. The SIG project director felt that much more focused time was needed to make this program succeed. She felt that the subcontractor started too late and did not work with the clientele as the curriculum demanded. ESD 123 sent letters to clergy, juvenile justice, and counseling agencies to recruit families.

The Parent Teacher Organization is planning a program, called "Give Us Five" that may serve as a feeder source to Family As A Team program. The director of the "Give Us Five" program plans to have at least 50% of the parents volunteering at least five hours with the school each year, beginning with the 2001-2 school year. Initially, the community component was contracted out, but this did not work well, so ESD 123 is taking over this responsibility. They have contacted local businesses by letter and asked them to support the program by donating time, food, and employee volunteers. The ESD may train one of the PTO volunteers to teach prevention curricula in the fall.

**Ropes Challenge Course-** Students learn to set attainable goals and to work cooperatively toward achieving their goal in this summer program. Last summer, students were able to task risks that gave them a sense of thrill and adventure, but that were not harmful. They engaged in experiential activities in the natural environment. They learned to manage extreme heat, lack of shade, lots of sweat, and being very uncomfortable. They engaged discussions about risk-taking, experienced success, and achieved feelings of well-being. When asked if drugs could give them this type of experience and feelings, the response was a

resounding “No!” according to the project director. They learned that using drugs would keep them away from positive learning adventures. Program administrators plan to strengthen this program for summer 2001 by adding a mentoring component.

**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 and the Everest program outcome monitoring system. These tools are explained in the following paragraphs.

The Washington State Survey of Adolescent Health Behaviors, 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 Behaviors data provide cross-sectional substance abuse prevalence rates and measures of risk and protective factors among 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup>, and 12<sup>th</sup> grade students.

Schools associated with SIG community grantees were required to participate in the survey. In 1998, ESD 123 administered the Washington State Survey of Adolescent Health Behavior to survey attitudes and practices of 6<sup>th</sup>, 8<sup>th</sup>, and 10<sup>th</sup> graders. A second survey was conducted in 2000. Results have not been compared as of the writing of this report.

Everest is a web-based, prevention 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 a particular person chose.

Programs with rigor levels 3, 4, and 5 will have pre-and post-test survey data entered into Everest in summer 2001. Programs that will be entered are Summer Challenge Program, Project Alert, Project Northland, and Multi-Component.

## Training and Technical Assistance

Teachers, counselors, law enforcement officials, and others benefited from the SIG related training in the past two years. Most training was funded through SIG and ESD 123. Table 2 lists training received by those in Finley.

**Table 2. SIG Related Training**

Training Offered	Participants	Funding Source
Project Alert (x2)	Middle school teachers	SIG/ESD 123
Family As A Team (x2)	Law enforcement, prevention specialists, counselors	SIG/ESD 123
Adventure Counseling (x2)	Trainers	SIG/ESD 123/ Other
Project Northland	Middle school teachers	SIG
Multi-Component	Elementary school teachers	SIG
Readiness to Learn	Teachers	SIG/Others
Challenge Course		SIG
Everest (x2)	SIG staff	SIG

## Project Successes

- Over 500 students and several parents were provided with information to help them resist alcohol, tobacco and other drugs.
- Sixth and seventh graders were given tools to resist drugs through Project Alert.
- Through Project Northland eighth graders learned how to resist peer pressure and to develop social and competence skills.
- Both 4<sup>th</sup> and 5th graders experienced Multi-Component School-Linked Community that emphasized parent involvement, student anti-tobacco activism and media interventions.
- Attendance increased from 8 to 12 parents in three drug awareness nights.
- A SIG advisory board was established.
- The PTO is actively recruiting parents to get more involved with the school.
- SAVE (Students Against Violence Everywhere) and SADD (Students Against Destructive Decisions) clubs are expanding.
- ESD 123 and SIG staff are working with the PTO to encourage more parent involvement. The chair of the Finley PTO is spearheading a new project, "Give Me 5." The project asks parents to volunteer five hours a year at the school. Her goal is to have 50% of the parents participating this next year.

## Challenges

- Finley faces the need to enhance community self image and turn the media around so that they report good things about Finley.



- There are a large number of methamphetamine labs in the area.
- During the first project year, the biggest challenge was working with the teachers to get the curriculums into the classrooms after the teachers had already prepared their yearly lesson plans. In the second year, scheduling the prevention classes continued to be a challenge because of other special programs and regular class requirements.
- The prevention specialist has great rapport with the kids in the classroom. He coaches them after school, as well as participating in numerous community activities outside the class. The project would benefit from more prevention specialists so that other programs could get off the ground and community outreach could be expanded.
- Last summer, the Ropes course was not as well attended as planned. More advanced publicity may be needed to recruit students for this summer program.
- Even with start up difficulties, the Family as a Team program managed to get 8 parents and 23 youth into the program. Unfortunately, none finished the program. The PTO plans to take a more active role and recruit parents to get them involved with the schools and prevention activities.

### **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. See Appendix D for the survey form that was used.

In Finley, the evaluator examined the Family As A Team program for this purpose. No direct funds were given to this program aside from the SIG grant. The City of Kennewick Parks and Recreation Department, the Finley School District, and ESD 123 gave in-kind contributions of space, administrative services, printing, and materials. The local Pizza Barn allowed the ESD to set up a charge account. Finley School District and ESD 123 partnered in program planning.

### **Program Fidelity**

As part of the evaluation, one program in each SIG community was used to pilot a program fidelity survey known as the Program Implementation Survey (see Appendix E). Program implementation fidelity refers to how closely program providers in a local community follow the original design of the prevention program.<sup>15</sup>

The purpose of our inquiry into implementation fidelity was the development of a tool that can be used by local and state researchers to provide self-reported

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<sup>15</sup> King, Jean A., Morris, Lynn L., and Fitz-Gibbon, Carol T. 1978. *How to Assess Program Implementation*. Newbury Park, CA: Sage.

fidelity.<sup>16</sup> Evaluators want to know if pre-test/post-test results were due to the program as it was designed, or were the results of a program unique to the site. The survey tells evaluation staff and local SIG providers and staff what they tested with Everest: the program named in their matrix or some variation of that program. The fidelity survey also gives local SIG providers and staff a comprehensive record of what was changed. When combined with Everest results, the survey can help determine two things:

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

Evaluators wanted to know from the survey if the results we were seeing from pre-test/post-test results were due to the program as it was designed, or were the results due to a program characteristic unique to the program site?<sup>17</sup> The fidelity survey also gave local SIG providers and staff a comprehensive record of what was changed.

Project Northland was chosen for the program implementation survey in Oak Harbor. Staff concluded that program fidelity was high. Changes were made in the general population intended for program use, instructor training, and instructor/student ratio. The Western Center for the Application of Prevention Technologies (WestCAPT) was consulted about these changes in order to keep the program's rigor 5 rating.

## **Conclusion**

Finley is in the early stages of developing community awareness of the problems with drugs in the community. It is a community with many challenges due to the lack of support services, accepting attitudes toward substance use, and easily hidden methamphetamine labs. The SIG project has helped the community reach out to parents and community members. A dynamic prevention specialist, provided by SIG, has provided valuable information and experiences to 4<sup>th</sup> - 8<sup>th</sup> graders to help them resist alcohol and drugs. He and others, particularly from ESD 123, are reaching out to parents and businesses to bring parents into the schools and provide them with better parenting skills.

The local SIG project director has spent much time working with the schools and the prevention specialist. She has noted a change in school climate. Kids are making statements about and becoming involved with prevention in the classroom and in after-school clubs and activities. Students feel the school is better place to

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<sup>16</sup> Goodman, Robert M. 2000. Bridging the gap in effective program implementation: from concept to application. *Journal of Community Psychology*. 28(3): 309-321.

<sup>17</sup> *Program Implementation Survey*. Washington State Incentive Grant Evaluation Team, September 2000.

be and it offers other safe things to do. For example, the SAVE group recently sponsored a drug prevention dance featuring diversity dancers. She feels there has been a change in overall school pride. There are more adults around. There is an attitudinal change in administration.

SIG funding allowed the introduction of prevention concepts, planning, and programs to the community of Finley through the leadership of ESD 123. There are other influences on the local prevention system, some of which are listed here:

- There is an active DARE program operated by the Benton County Sheriff's office. The sheriff on duty has a broad understanding of the community and rapport with students. He has good sense of community and stressed that there are a lot of good kids in Finley. The community has a bad reputation because of the number of methamphetamine labs discovered in the rural area. He feels that the community gets only negative press.
- The Finley School District has school counselors, intervention specialists, and other programs, such as the violence prevention project, that began in the past school year.

The ESD 123 SIG project made progress toward achieving the community level objectives, as established by the Governor's Substance Abuse Prevention Advisory Committee. During the last year of SIG community funding, ESD 123 and the Finley SIG staff intend to develop methods to maintain some of the changes they have achieved in the system of prevention planning, funding, implementation, and monitoring developed under SIG.



## Appendix A

### Community-Level Goals and Objectives<sup>18</sup>

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

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<sup>18</sup> 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

Interviews were conducted with lead agency contacts, as well as prevention service providers and school district employees. If audiotaped interviews were conducted, interviewees were informed at the beginning of each interview that the audiotapes were confidential, were for the purpose of ensuring accuracy and would be erased as soon as notes were taken from them. Questions were based on an interview guide, as well as related topics that arose during the interviews. Interview guides were modified after initial site visits, based on the interviewer's ability to obtain the desired information from the questions asked.

#### Baseline Planning and Funding Survey

A Baseline Planning and Funding Survey was conducted on the Family as a Team program.

#### Program Implementation Fidelity Survey

The Program Implementation Fidelity Survey was completed with the Project Northland curriculum.

#### Review of local documents

- Advisory Board meeting minutes
- Local correspondence
- Benton-Franklin Substance Abuse Coalition SIG Reports
- Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in Community-Based Prevention Action Plan Implementation Matrix, created by the staff of ESD 123 and the SIG state project director's staff. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.

#### Census Data

Census Data: [Http://quickfacts.census.gov/gfd/states/53/53071.html](http://quickfacts.census.gov/gfd/states/53/53071.html), Benton County.

#### Analysis

Data analysis occurs throughout the research process in a case study, from the process of formulating the topic through the write-up. During and after interviews, information gathered is weighed in light of previous information.

Questions and topics are modified as indicated by the new information. Data verification occurs through cross checking information from informants with that from other informants, documents, observation, and the researcher's journal entries.

Data analysis in a case study occurs by creating categories of information, broad at first, then becoming more specific. As familiarity with the study topic occurs, categories are related to one another and to theory. CSAP and COSMOS Corporation created broad data categories, around which interview questions and inquiry topics were framed. Data were gathered in the process of this evaluation with the intent of answering specific questions about system change in planning, providing, and evaluating prevention services for youth in local communities. Additional categories were added as it became apparent that they were of importance to the SIG community grantees.

## Appendix C: Risk and Protective Factors, Categorized by Domain<sup>19</sup>

*Note: Risk and protective factors addressed by the ESD 123 SIG project are italicized.*

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

<sup>19</sup> 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 of person supplying information \_\_\_\_\_

## Appendix D: Baseline Planning and Funding Survey

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

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

Please add more pages as needed.

Date \_\_\_\_\_ Site \_\_\_\_\_ Program Service \_\_\_\_\_

Rigor Level \_\_\_\_\_ Beginning Date of Program Service \_\_\_\_\_ Ending Date of Program Service \_\_\_\_\_

Name of person supplying information \_\_\_\_\_

## Appendix E: Program Implementation Survey

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

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

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

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

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



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

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

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Please note: Development of this form grew out of the book, *How to Assess Program Implementation*, by Jean A. King, Lynn Lyons Morris, and Carol Taylor Fitz-Gibbon, published in 1978 by Sage, Newbury Park, California.  
 Created by the Washington State Incentive Grant Evaluation Team, September 2000: Christine Roberts, Ray Mitchell, Kojay Pan, Anne Strode, and Linda Weaver, University of Washington, Washington Institute of Mental Illness Research and Training/Western Branch. Developed under the guidance of the Department of Social and Health Services, Research and Data Analysis Division for the Department of Social and Health Services, Division of Alcohol and Substance Abuse.