



Grant County Prevention and Recovery Center Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

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Executive Summary

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

This document is a baseline community-level evaluation report, examining the history of substance abuse prevention efforts in Grant County's SIG service provision sites within the last decade, the communities' partnership efforts, and their initial challenges and successes in SIG-funded prevention services for youth. Reports are provided as feedback on Grant County PARC's SIG-funded efforts during Year 1 and as a partial record of those efforts for state and federal.

Project Sites

Grant County chose to implement SIG-funded prevention programs in the four widely dispersed rural communities of Quincy, Warden, Soap Lake, and Grand Coulee. The economy in Quincy and Warden is agricultural-based. Soap Lake and Grand Coulee depend mostly upon tourism. Grant County PARC manages the local SIG project. The project director is Wendy Hanover.

Indicators

Grant County rates of early exposure to and continued use of alcohol, tobacco, and marijuana exceed state averages. Family management problems and language and cultural barriers challenge educators and service providers. Hispanic, Native American, and Ukrainian cultures add diversity to these communities. Youths who travel with their migrant farm families experience disruption in their education, and they are reportedly less likely to connect with permanent community members, including teachers.

Prevention History

Prior to SIG, few funds were available for prevention. The Department of Social and Health Services (DSHS) Division of Alcohol and Substance Abuse (DASA) and the Department of Community Trade and Economic Development (CTED) provided funds for a county prevention specialist.

The Washington State University County Cooperative Extension agent provided educational services countywide, and most communities had a D.A.R.E. (Drug

Abuse Resistance and Education) program. Quincy is the only city that had active after-school prevention programs before SIG funding was received.

Prevention Programs

Each SIG service provision site planned to implement seven programs. They are 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 methods, to be effective in different locales and with multiple populations. The highest rating is rigor 5, the lowest, rigor 1. Five of the substance abuse prevention programs that Grant County selected were higher level rigor programs: two rigor 5 programs, Life Skills and Preparing for Drug Free Years, and three rigor 4 programs, Smart Moves, All Stars, and Reconnecting Youth. In addition, they selected two rigor 1 programs, Saturday Night and an After-school Enhancement Program. Grant County PARC collaborated with the local school districts to implement these programs.

Challenges

- Administrators planned for more programs than they were capable of implementing due to the rural nature of the county and limited transportation.
- Young people were not interested in staying after school, limiting the effectiveness of recruitment efforts and requiring additional incentives to participate.
- Implementing higher-level rigor programs as designed was impossible because an inadequate number of participants had the language and social skill levels required for program delivery.
- Training for prevention service providers was expensive and difficult to arrange across the four communities. More training, funding, and planning time would have benefited program implementation efforts.
- Program space was inadequate for all programs. Sites had inadequate break out rooms required for the higher rigor programs. Rooms were usually too small to store materials, so facilitators had to carry their supplies with them. There was inadequate display space for student projects.

Successes

- After-School Programs in Soap Lake and Warden were well attended.
- Despite challenges with Life Skills curricula, facilitators at Soap Lake and Coulee Dam felt that students benefited from the program.
- All Stars was popular in the Grand Coulee area. Youth made personal commitments to avoid alcohol and drugs. In Soap Lake, the program was less successful because the curricula seemed to be too sophisticated for the participants. However, students did develop a peer mentor attitude after a few weeks in the program.
- The Friday Night program in Soap Lake averages fifty kids each week. The Saturday Night program in Quincy has an average attendance of over sixty kids.

Grant County Prevention and Recovery Center Baseline Community-Level Evaluation

Introduction

Grant County Prevention and Recovery Center is one of eighteen Washington State Incentive Grant community grantees. 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. The grant consists of a three year, \$8.9 million award from the federal Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in SIG have goals of coordinating resources and reducing duplication of effort. Communities will reduce key risk factors and promote protective factors in their efforts to reduce youth substance use, misuse, and abuse. Specific goals and objectives for state agencies and communities are stated in the *Washington State Incentive Grant Substance Abuse Plan*, pages 4 and 5, published in March 1999, by the Governor's Substance Abuse Prevention Advisory Committee. Appendix A contains a detailed list of those objectives. Here is a summary:

Goals:

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

Objectives:

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

The SIG evaluation, of which this report is a part, is a research evaluation intended to provide feedback to state agencies and communities on their progress toward the goals and objectives stated in the *Washington State Incentive Grant Substance Abuse Plan*. Interim reports are provided as an integral part of that feedback. Research methods are described in Appendix B. This document examines the prevention history of the area, relevant social indicators, and SIG-funded program implementation. Future reports will include discussions of program effectiveness, community partnerships, and plans for continued funding beyond SIG.

SIG-funded substance abuse prevention programs are operating in four communities within the county: Quincy, Warden, Soap Lake, and Grand Coulee. The Grant County project is ambitious: the four communities are many miles apart from one another, a large number of programs were selected for each community, and each community faces the challenge of recruiting kids from rural areas for after-school programs. This report gives a brief description of each SIG site within the county, relevant social indicators, and details about program implementation.

History and Background of Sites

Grant County is the fourth largest county in the state; it covers 2,674 square miles. Mountains, coulees, farms, and desert provide dramatic geological contrasts. Farms feature an array of products including potatoes, asparagus, onions, cherries, apples, wine grapes, and grains. The primary sources of income are manufacturing, services, and agriculture. People commute long distances to work in Grant County.

The four SIG sites span the county. One site, Grand Coulee, is over eighty miles from the SIG project office in Moses Lake. Two sites, Quincy and Soap Lake, are about forty-five miles away. Only Warden is relatively close to the project office. The difference in characteristics of these communities is almost as great as the geographical distances between them.¹

Quincy

Quincy is a small town of 4,020 residents. Almost a third of the residents are under the age of seventeen. The area supports productive corporate farms and potato processing plants dependent upon irrigation, many chemicals, and cheap labor. Seasonal field and processing jobs draw many migrant farm workers into the area, most of whom are of Hispanic descent.

The Quincy School District has 2,254 students in three elementary schools, one junior high, and one high school. The ethnic composition of the student body is 50% Hispanic, 44% non-Hispanic white, and small percentages of non-Hispanic Asian American, Black, and American Indian students. Two-thirds (64%) of the students qualify for participation in the free or reduced fee lunch program. Some of the district's teachers live in Quincy.

Warden

Warden is a rural agricultural and farming community of 2,190 people. It is located in central Washington off Highway 17 near Moses Lake. Pastures with

¹ Information source for demographics is Grant County Prevention and Recovery Center. 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.

beef cows, dairy cows, and horses cover the flat desert. Irrigation canals provide water essential for agriculture.

A D.A.R.E. (Drug Abuse Resistance Education) billboard stands by the road into town. Warehouses, seed stores, and farm equipment line the highway leading into a town of modest mobile and small homes. The population is 65% Hispanic, most of whom are current or former migrant farm workers. Warden experiences substance abuse risk factors of low neighborhood attachment and community disorganization.

The transient nature of the population contributes to this lack of cohesiveness. There is a history of antisocial behavior. Social support resources are lacking; for example, one informant stated that youths might find themselves on the streets if their parents are arrested.

The Warden School District has 966 students in one elementary school, a middle school, and one high school. Most of the students (59%) are Hispanic, few of whom are proficient in English. Over 80% of the students are eligible for the free or reduced lunch program in the elementary school. Few, if any, of the district's teachers live in Warden.

Soap Lake (Healing Waters)

A string of lakes dot the Grand Coulee along the eastside of the Cascade Mountains in Central Washington. The town of Soap Lake sits on the shore of the southernmost lake. It is a rural community with a population of 1,370; 41% of its residents are under seventeen years of age. American Indians considered the lake sacred and called it Healing Waters because of its foaming nature and healing powers. In the early 1900's, Soap Lake became known as a place of healing to white people and consequently became a tourist town. Today, remnants of this by-gone era are visible in the small cottages scattered around town. Many of these cabins now are permanent residences. Tourism remains the town's primary income source, even though irrigation waters have diluted the lakes healing properties. The population swells in the summer as people flock to the municipal beaches. Soap Lake is a popular retirement community as well. Almost half of the population is over fifty-five. An immigrant Ukrainian population settled into the town since the last census in 1990. Overall growth rate in the past two years has been 3%.

Soap Lake's major employers are a nursing home, the school district, a food market, and city government. Some people travel to Ephrata or Moses Lake for employment. A few people work on nearby farms. One in four families live at or below the federal poverty level. Fifty-two percent of the population living in poverty is children under eighteen years of age.

Soap Lake School District serves 523 students in one elementary school, two junior high schools, and one alternative high school. The city will open a new elementary school in the fall of 2000, replacing the old school building.

Eighty-four percent of Soap Lake's students qualify for the free or reduced fee lunch program. Soap Lake has a high school drop out rate of 15%, far above the State average of 5%. Few teachers, employed locally, actually live in Soap Lake.

Grand Coulee

The town of Grand Coulee lies at the intersection of four counties: Grant, Ferry, Lincoln, and Okanogan. The rural community around Grand Coulee Dam is composed of four towns: Grand Coulee, Electric City, Coulee Dam, and Elmer City. Grand Coulee and Electric City are in Grant County. Grand Coulee is above the dam and Electric City lies two miles to the west. The towns of Coulee Dam and Elmer City lie down river of the dam. Elmer City lies entirely within the Colville Indian Reservation in Okanogan County. The Columbia River bisects the town of Coulee Dam, which touches the boundaries of three counties and one tribal reservation. These geographical and administrative characteristics create funding and management challenges far beyond those experienced by most small towns. One informant mentioned that often the towns around Grand Coulee Dam are overlooked for funding because of overlapping administrative boundaries and the isolated location.

Sixty-year-old Grand Coulee Dam dominates the landscape. The dam is one the largest man-made structures on earth. It blocks the Columbia River and creates Lake Roosevelt, which extends 150 miles from Central Washington into Canada. The town of Grand Coulee's population is 1,105. The economy depends upon summer tourism from Grand Coulee Dam. The biggest employers are the dam, the school district, and the National Park Service.

The Grand Coulee School District office is in Douglas County. The school district, for all the Grand Coulee communities, has approximately 928 students in one elementary school, a middle school, and one high school. Schools are scattered around the four towns and reservation. The reservation has a grade school, but no middle or high school. American Indians comprise 47% of the student body. Almost half (47%) of elementary school children are eligible for free or reduced fee lunches.

There are many administrative challenges to providing educational and social services to the area. The requirements and restrictions established by the various county and tribal governments are cumbersome. It is difficult to access social services. Available services vary by county. Some counties purchase services from other counties. One must know what is available from whom in order to access services. The tax base for education is based on enrollment, and students come from several counties. The amount received from taxes is only about one-fourth of the amount that other districts receive because reservation land is not taxed, and low land values for land that is taxable does not compensate. The federal government provides another source of funding to make up for some of this disparity.

County Demographics

Net migration was responsible for 59% of population increase in Grant County from 1990 to 1999. The county's Hispanic population increased from 17% to 26%. Quincy and Warden gained most of the new Hispanic immigrants. Much of the population increase in Soap Lake came from retirees and Ukrainians moving into the area.

Agriculture and associated industries, such as food processing and packing plants, drive Grant County's economy. Services, manufacturing, and agriculture are the top three income sources. The majority of workers are young, with school age children. Jobs are low paying and attract poorly educated, Spanish-speaking immigrants. The county has a 10% unemployment rate, whereas the state rate is 7%. One-fifth of the county's children live at or below the federal poverty level, compared to 11% statewide. Grant County's per capita income is 31st in the state.²

Indicator Data

The Washington State Survey of Adolescent Health Behaviors was conducted in Quincy and Warden in 1998. In both cities, lifetime prevalence rates increased markedly for youth from the 6th to the 12th grades for alcohol, tobacco smoking, tobacco chewing, and marijuana. Rates of substance abuse by drug differ among types of drugs and by grade level. Older students have higher rates of use of alcohol, tobacco, and marijuana. By the 12th grade, the majority of students have consumed alcohol or smoked tobacco. Nearly half have smoked marijuana or chewed tobacco.

Of the four SIG sites, Soap Lake has the highest school drop out rate (15%). The other towns have much lower rates: Quincy 7%, Grand Coulee 5%, and Warden 3%. Drug and alcohol arrest violation rates are unavailable by town. Countywide, in 1997, the juvenile arrest rate was thirteen arrests per 1,000 residents. The state rate was nine arrests per 1,000 residents. Drug arrest rates were eight per 1,000 residents, whereas the state rate was six per 1,000.³

Informants reported that many residents have low incomes, few opportunities, and low expectations. Often cultural, language, and transportation barriers complicate integration into the community and limit opportunity. Youth growing up in this environment do not realize that life could be different. According to informants, many children live with single parents or grandparents that have poor family management skills. Many children are dropped off at school well before the doors open and return home to empty, unsupervised homes. This lack of

² Office of Financial Management, Washington State. 1997. Data Book. Olympia, WA: Author.

³ Becker, L et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Grant County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

supervision reportedly generates additional problems, such as gang involvement, graffiti, alcohol and drug use by youth, and violent crimes by juveniles.

County-Wide Prevention Services

Several organizations in Grant County provide prevention services. Like most counties, Grant County receives money for prevention from the Department of Social and Health Services (DSHS) Division of Alcohol and Substance Abuse (DASA) and the Department of Community, Trade and Economic Development (CTED). Grant County Prevention and Recovery Center (PARC) administers treatment and prevention services, including the SIG grant. They are located in Moses Lake. The following organizations also provide prevention services in the county:

Grant County Prevention Service Organizations

Prevention Organization	Services Provided
Washington State University Cooperative Extension	Community-based prevention education
North Central Educational Service District	Assistance to schools for prevention service provision
American Cancer Society	Tobacco prevention services
Grant County Health District	General health promotion and disease prevention
Boys and Girls Club of the Columbia Basin (primarily in Moses Lake, but expanding in the outlying communities.)	After-school recreational activities and programs
Ephrata Youth Assets, based in Ephrata	Offers prevention programs in the Grand Coulee Area
Q-Care, a private, non-profit agency	After-school and other prevention programs
Faith based prevention services, such as R.O.C.C.	Evening programs for youth

County-Wide Risk and Protective Factors

Grant County Prevention and Recovery Center staff examined data to determine which risk and protective factors were most important for the Grant County SIG project to address. Results from the 1998 Washington State Survey of Adolescent Health Behavior were not valid for Grant County because too few students participated. Based on the local data they had available, staff selected the following risk and protective factors:

Risk Factors

- Favorable attitudes toward drug use
- Friends who use

- Academic failure
- Early initiation
- Adolescent anti-social behavior
- Family management problems

Protective Factors

- Healthy beliefs and clear standards
- Bonding
- Opportunities for involvement
- Bonding to schools

The following seven prevention programs were selected to address the risk factors in each of the four sites. They are listed in the table below, along with their respective rigor levels and contents. Rigor level refers to a rating program established by the federal Center for Substance Abuse Prevention. A rating of 1 indicates that the program has the least amount of scientific research behind it. The highest rating of 5 is granted when a prevention program has been shown effective across multiple settings and populations.

Grant County SIG Prevention Programs

Program	Rigor Level	Content
Life Skills	5	Personal and social skills, drug resistance education
Preparing for the Drug-Free Years	5	Drug resistance education and family strengthening
Smart Moves	4	Promotes social skills
All Stars	4	Promotes avoidance of high risk behavior and increases school bonding
Reconnecting Youth	4	Social support and life skills training
Saturday Night	1	Alcohol-free recreation
After-School Enhancement Program	1	Life and communication skills

Site Specific Descriptions of Substance Abuse and Prevention Resources

Quincy

Patterns of substance abuse in Quincy: Informants observed that Quincy has experienced a steady increase in graffiti, gang fights, tagging, and violent crimes. Illegal drugs are reportedly increasingly available. In 1998, 200 children in the Quincy area were referred to juvenile court.⁴

Approximately one-third of the school population is composed of children whose families migrate to find agricultural employment. Informants report that parents working night shifts in the potato processing plants sometimes leave children without adult supervision. This increases the opportunity for them to become involved with drug use or gangs. The majority of students who migrate with their families leave Quincy in the fall and come back in the spring. This causes disruption in the classroom and makes it difficult for these students to concentrate on academic skills. Some of these students have little commitment to school. These conditions add to Quincy's risk factors.

Quincy Prevention Services

With a population of 4,030, Quincy is the largest SIG site in Grant County. It has more resources and has been providing prevention services for a longer time than have the other Grant County SIG sites. Community leaders and other townspeople are fairly well organized. Quincy has had an after-school program for several years.

The city of Quincy contracts with Q-Care, a non-profit service agency, to provide most of the prevention services. Q-Care provides community recreation and education services; a program called Time-Out-for-Kids; a student after-school program; a Summer Day Camp program; and a Wellness Day. Quincy Police Department partners with Q-Care to provide a Saturday night Time-Out-for-Kids program and other prevention presentations.

Quincy Prevention Council, an advisory board to the mayor, provides annual events and a media campaign. The council runs anti-drunk driving ads, co-sponsors a Family Night in the Park, and provides an information booth at Wellness Day.

⁴ Information on substance abuse patterns and prevention services was obtained from interviews, document review, and the Grant County SIG Funding Proposal.

Warden

Patterns of Substance Abuse in Warden

Warden's residents experience low neighborhood attachment and community disorganization. As in Quincy, older students' use of alcohol, tobacco, and marijuana is higher than that of younger students. Early use is a problem in the Warden area, as well. By high school, most kids have tried alcohol and tobacco smoking and many have tried chewing tobacco and marijuana.

Warden Prevention Services

Warden's Parks and Recreation Department currently offers summer activities for youth. In addition, there is a D.A.R.E. program. Grant County PARC is implementing a mentoring program for at-risk youth. This is an extension of a Division of Alcohol and Substance Abuse (DASA) pilot project called "Children's Transition Initiative" or CTI.

Soap Lake

Patterns of Substance Abuse in Soap Lake

Substance abuse statistics are available by age group for Soap Lake. Combined data from 7th through 9th grades indicate serious alcohol abuse. There is a fair amount of abuse of other drugs, but aggregate data do not show the types of drugs used.

Soap Lake Prevention Services

Until SIG, there were few prevention services in Soap Lake. The County Extension agent provided some services there, but she also covered the rest of Grant County. SIG has been instrumental in introducing some new services to Soap Lake. A prevention board was recently established in Soap Lake. In the spring of 2000, the community started an outreach center for youth that is open Monday through Saturday. The hospital district is the primary supporter. Reports indicate that the center is popular with local youth.

Grand Coulee

Patterns of Substance Abuse in Grand Coulee

As in the other three Grant County SIG sites, early use is a problem in the town of Grand Coulee. The majority of 10th grade students have tried alcohol, nearly half have smoked tobacco, and a third have smoked marijuana.

Grand Coulee Prevention Services

Aside from the SIG programs, there are not many prevention services available. School organizations and sports and church groups provide activities that help keep kids active and out of trouble. PARC collaborates with Ephrata Youth

Assets program and WSU Cooperative Extension to provide some youth services outside of SIG. Limited access to transportation prevents some youth from engaging in organized activities. Citizens attempting to provide prevention services and build a sense of community face challenges of ethnic and cultural diversity, high unemployment rates, and geographically remote clients.

Summary of Program Implementation Progress to Date

Quincy

After-School Program

- The after-school program in Quincy struggled to get started. They had an existing after-school program, which was open to K-6th graders. The plan was to provide activities specifically for the 4th -6th graders, but 5th and 6th graders are at a different school. It was difficult to get the older kids to attend. Eventually, providers modified their plan and were given a portable building to use at the junior high school. With some incentives, students from both the 5th and 6th grades attended the after-school program.
- Consistent attendance in Quincy was a problem throughout the year, at least partially due to inadequate public transportation and competition from sports activities.
- Facilitators opened the program to 7th and 8th grade students to encourage older kids' attendance. The curricula (Life Skills and All Stars) were age appropriate for the older kids, but the academic and behavioral stages of some participants did not match their chronological age. Facilitators stated that they felt inadequately trained to respond appropriately to some of the issues raised by high-risk youth.

Reconnecting Youth

- Ten students at the Quincy Alternative High School participated in this project.
- Students made a commitment to make their school a better place to be. They chose to paint the school lobby. The Jackrabbit Mascot previously painted on the wall wore sloppy, gang-like clothes. The students replaced it with a jackrabbit wearing a graduation cap and gown. The students added to the painting a brick sidewalk for the jackrabbit to walk on. Each graduating student will be able to write his or her name on one of the bricks.
- The Quincy Saturday Night Program, with a small contribution from SIG, had an average attendance of over sixty kids.

Warden

After-School Program

- Over thirty high-risk kids, many with behavior problems, participated throughout the year. Enrollment dropped during the winter months due to migrant families traveling south, but attendance was otherwise consistent.

Soap Lake

After-School Program

- Approximately forty kids participated in the Soap Lake After-School Program. This universal program was open to kids at all levels of risk.
- The elementary school principle agreed to facilitate the program.
- The kids participated in recreational activities including crafts and games, and were exposed to prevention curricula.

Life Skills

- In early February 2000, the Life Skills program had six 6th grade students. The combined 4th - 6th grade crafts program following the Life Skills class, had over twenty students. By spring quarter; the Life Skills program total enrollment was thirty-five students.
- The curriculum was difficult to use because it assumed the students had a bigger vocabulary, more developed social skills, and a better ability to focus than was actually the case. Some students had difficulty reading and understanding the words used in the curriculum, and the facilitator had to take time away from the curriculum to help them. The facilitator had to interpret the material and take more time for the presentations than assumed in the instruction. She wondered if she were destroying the science-based quality of the program.
- The facilitator found it challenging to get kids to attend to the lessons after being in school all day. She had to use many incentives to encourage student participation and attention.
- Despite the challenges, the program proved to be very effective. The 3 C's for decision-making (Clarify, Consider, and Choose) were used throughout the curriculum. The facilitator noticed kids were using the process without even having to think about it by the end of the program. They expressed interest in doing the program again next year.
- The kids were able to bond with a positive adult role model. The facilitator found that, although the curriculum was often cumbersome for the kids, they attended consistently and were excited to be there.

All Stars

- All Stars was designed for a community setting, but the facilitator felt it was not the most effective venue. Students tended to be restless; and it was difficult to get and hold their attention. The facilitator found it necessary to use more than the suggested activities to maintain group cohesiveness. This took time away from the curriculum.
- Some students were high achievers and some at risk of failure. At first, it was difficult for these students to relate to one another. After a few weeks, participants developed a peer mentor attitude.

- The facilitator felt that the curriculum was good, but it seemed to be too sophisticated for this population. Abstract concepts and planning for their futures, such as thinking about attending college, were not in the students' realm of reality nor were they seen as important.

Reconnecting Youth

- This program was easy to facilitate and the students responded positively. The facilitator provided incentives to boost after school attendance.
- Challenges included keeping students focused on the topics and getting through their tough, outer shells. As trust, boundaries, and expectations were established, the group developed a camaraderie that set the tone for the duration of the classes.
- All the participants in this class attended the Alternative High School, and several had sporadic attendance and minimal success. Care and concern for fellow group members, taking the group temperature during each session, and learning decision-making skills were favorite topics. The group designed a logo and motto, which were put on shirts for them. This helped establish group pride and demonstrated that it is possible and fun to receive positive attention.
- Two of the students expressed a desire to return to regular high school at the beginning of the next school year.
- Grant County PARC is adding depth to many of the SIG projects. For example, for the Soap Lake Reconnecting Youth program, they developed incentives to encourage adolescents to complete more than 80% of the twenty-one sessions. The reward was a trip to Silverwood Theme Park. Four of the six students exceeded the 80% requirement and made the trip.

PARC staff realized they had made a good connection with the adolescents and that they needed to do something to maintain contact with these youth. They were concerned because they realized that many of the program participants were accustomed to adults coming and going in their lives – they lacked consistency and contact with positive adult role models. Considering this, PARC staff created a summer project for the kids. The teens created a media campaign of drug-free messages to be aired on local radio stations. The teens created the script, performed, and sold the product to public and private radio stations. The facilitator of Reconnecting Youth was their mentor.

Friday Night

- A Friday Night youth program began in February with a small contribution from SIG. The police department and the youth outreach center started the program. About fifty young people attend each weekend.

Grand Coulee

After-School Program

- The Grand Coulee After-School program began slowly, with only a few students attending. Enrollment grew to twenty as the year progressed and positive reviews went out.
- Transportation was a barrier to increasing participation. The middle school houses grades 5-8, while the 4th graders are part of the elementary school. This created a transportation problem for getting 4th graders to the program.
- The program had two facilitators, plus the All Stars, Life Skills, and Smart Moves facilitators, and a high school volunteer. The small number of participants resulted in a low student/teacher ratio and provided opportunities for one-on-one interaction and better bonding between students and program leaders.
- Grant County administrators are confident that some children will gain academic skills because of additional services provided by SIG. They believe exposure to positive programs and positive role models can reduce academic weaknesses such as poor reading and comprehension skills. Grand Coulee identified the need and desire to have reading as a central focus for the summer program. Unrelated to SIG, the Grant County PARC wrote and received a grant for Grand Coulee for the Accelerated Reading Program.

Life Skills

- The Grand Coulee Dam Life Skills program had a very small enrollment. The facilitator felt that the Life Skills program was difficult to implement after school and would be better in a classroom setting.
- Despite the lack of enthusiasm by the kids, the facilitator felt participants made progress in decision-making skills.

All Stars

- The All Stars program was a very popular program in Grand Coulee. Eleven kids enrolled. The facilitator found that the students arrived at each class eager and ready to learn.
- Each student in the program made a personal commitment regarding alcohol, tobacco, and other drug use and violence. Students invited their families to the dinner celebration and parents were eager to help their children fulfill their commitments. In addition, the principle of the school attended the program to congratulate the kids on their accomplishments and to show his support for the program.
- Several students asked the facilitator if they could participate in the program next year.
- The facilitator found that many of the activities required a helper or other facilitator.

Challenges and Successes

Before SIG, Grant County Prevention and Recovery Center (PARC) lacked resources to collaborate with school districts to provide prevention services. SIG gave the county the resources to offer prevention services, thereby enhancing their relationship with the schools. The county chose SIG sites based on their willingness to participate in the Washington State Survey of Adolescent Health Behaviors. One administrator stated that she felt that the timing was right for the four sites that agreed to participate. Regardless, the county felt that their credibility was on the line with the school districts.

Local SIG staff were very concerned that things go well and they were eager to see the survey results. The district administered the survey without problems, although they could have used more time to prepare.

Communication problems challenged Grant County administrators working on the SIG project. Some people at the SIG sites do not have access to e-mail. The PARC office has a computer, but several of the sites are without one. It is difficult to contact some sites because teachers and prevention service providers are busy teaching in local schools during the day.

The project team originally thought they could easily administer new, research-based programs as designed, but they found this impractical. SIG staff felt they could not ask the schools to add extra curriculum to the regular class work because of the high time demands associated with the new testing and curriculum requirements. Programs designed for the classroom had to be conducted after school. It was difficult to get kids in programs after school because of transportation problems and because the nature of the curriculum was perceived as academic rather than fun. Older kids were not inclined to stay for after-school programs, especially if they were not doing well in school to begin with.

The local SIG project director reported that many kids who were struggling in school eventually did begin attending after-school prevention programs regularly. A core group of regularly attendees eventually developed. Once students were in the program, though, it was a challenge to keep their attention. Most teachers used incentives, such as snacks and fun activities, to keep children engaged in the core curriculum.

Children functioning below age-appropriate academic levels required changes in prevention program curricula in order to meet their needs. This was especially a problem in Warden and Quincy, where there are large migratory, farm labor populations. Moving during the school year disrupts the learning process for many of these families' children, and they fall behind in their lessons. This causes tremendous strain on the school system, as well as the after-school programs.

Informants stated that choosing the Best Practice prevention program was like a “shot in the dark.” They described information about programs as extremely limited and vague. None of the programs provided in-depth information or videos describing the program. Implementation of Best Practice or research-based prevention programs is new to the state, so county administrators were not able to visit other sites or talk with providers about their experiences with Best Practices programs. One common problem is that some of the programs are designed for an in-school setting, yet they are being used for after-school programming. It would have been helpful to local site staff if they had a list of potential problems and impacts of modifying programs to meet a different setting. They felt that, with all the implementation challenges, it would have been better to have more time for planning these new programs before they started working with the curriculum.

Some school districts in the SIG project found that they could not incorporate prevention curriculum in the classroom because of time reserved for other required material.

Likewise, training and curricula were too expensive to try before receiving the grant award. The local project director suggested that it would have been helpful if they could have borrowed curricula before selecting the final program. Some providers felt that they would not have done the programs if they had known how difficult and time consuming they would be. Sometimes it was difficult to reach authors of programs. Getting trainers to local sites cost more than anticipated.

Many informants felt that coordination of training at the state level would have been less expensive for individual sites and more productive. In addition, SIG staff members received conflicting information about a few of the programs depending on whether they talked with the author’s office or the curriculum distributor.

County administrators underestimated the time required to manage the grant from the Moses Lake office. The local project director estimated five hours a week, but actually spent twenty to thirty hours a week. The county handles office supplies and expenses for all project sites.

Inadequate program space was a barrier for all of the programs. Many of the sites didn’t have the number of break out rooms required for the Best Practice programs, and many of the available group rooms were too small. Facilitators had to transport their supplies each day, and they were unable to display student projects or store unfinished projects on site.

Coulee Dam and Soap Lake had a hard time recruiting students to participate in their programs. Limited transportation options for rural kids reduced the number who could attend after-school programs, especially in the Grand Coulee area. However, the Grand Coulee School District decided to release second graders a

half-hour early so they could attend an after-school SIG program and still catch the bus home.

Quincy had an after-school program before SIG funds arrived. Their challenge was modifying it to a Best Practice program and involving older kids. They had more kids attending the program than they were equipped to handle in the beginning, but most were younger children. Several months into the grant, the county withdrew some funds from this program because it was not implemented as intended. They never attained the projected number of older kids as participants.

In spite of the challenges associated with implementing the grant requirements, all informants felt SIG has been a major contribution to the county. Below is a list of activities that are occurring in Grant County that indicate that prevention is becoming more of a priority. The SIG grant has helped to establish or enhance these activities. SIG was instrumental in creating other prevention programs for children by providing resources and focusing attention on prevention in the county.

- School districts and the county are now working together to promote prevention.
- Grant County is working to obtain a 501C3 rating for their advisory board so they can seek funding. They plan to use some of the federal block grant money to supplement funding from SIG. The non-profit status of the board will facilitate fund-raising for local programs.
- The county is establishing a mentoring program for youth.
- Community members are expressing an interest and are willing to help promote prevention activities.
- The WSU Cooperative Extension Agent has been a tremendous help to the SIG project, devoting much time to the project. Her prevention work includes teaching classes in Soap Lake and other communities.
- The local liquor control agent has been helpful finding extra funding and coordinating prevention efforts in the communities.
- The local public health representative is re-instituting the Tobacco Coalition. The coalition goals will be to enhance anti-smoking attitudes in the community.
- The Public Health Department is leading a Parent-Child Advocate Program that will enhance the overall health of families.
- The Community Interagency Council is starting to meet again. There was a prevention council in the past, but for various reasons, it and other prevention groups disbanded. There is a new emphasis on prevention as a result of SIG.

Conclusion

The Grant County project is complex due to the geographical areas covered, the challenges of getting students and parents to participate, and the sheer number of programs involved. The four communities under study (Quincy, Warden, Soap Lake, and Grand Coulee) are diverse and far apart geographically. Each site has challenges, including adequately addressing the needs of diverse ethnic populations, poor attitudes toward school, and inadequate or no public transportation. In spite of the complexity and challenges, all those interviewed felt that the project was very worthwhile and that many youth benefited from the programs.

Overall, project staff reported that more training, funding, and preparation time would benefit the project. The prevention programs suffered from lack of a part or full-time person to manage them and to provide needed technical assistance and training. The long distances between the sites made site visits and training difficult.

There was overwhelming support from many community members and agencies. In particular, the WSU Cooperative Extension agent spent many hours providing training and program activities throughout Grant County.

In addition to serving families through the provision of prevention programs, the State Incentive Grant has helped facilitate partnerships and communication between the schools and some of the neighboring service agencies. The writing of the SIG proposal required strong collaboration between the school districts, county agencies, organizations, and community members. SIG has helped create a greater awareness of the prevention field, particularly an awareness of science-based prevention programs and the use of data in prevention planning. What is next?

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

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

factor changes are assumed to result from prevention system changes in community organization and planning and from the provision of prevention program services to targeted populations.

For Grant County Prevention and Recovery Center's SIG project, seven items will be important during Year 2:

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

Appendix A:

Community-Level Goals and Objectives⁵

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.

⁵ 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. 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.

Document review

- Proposal: Grant County Prevention and Recovery Center proposal in response to Solicitation No. 991346 was used as a primary source for contacts, needs, resources, prioritized risk and protective factors, target populations, geography, and local plans to meet substance abuse prevention needs.
- Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in Community-Based Prevention Action Plan Implementation Matrix, created by the local Grant County Prevention and Recovery Center's SIG staff and the SIG state project director. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- Becker, L et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Grant County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Observation

Prevention programs were observed in Soap Lake and Grand Coulee.

Surveys

Sub-recipient Survey: COSMOS Corporation, survey designers, is under contract with the Center for Substance Abuse Prevention (CSAP) to conduct a cross-site evaluation, and the Sub-recipient Survey is part of that evaluation. The survey is intended to document prevention activities semi-annually. Its focus is the sub-recipient's most important prevention program or action, although more than one form can be completed if the sub-recipient wants to describe other programs.

The “most important” prevention program is defined as that which is most likely to produce measurable outcomes. Grant County Prevention and Recovery Center staff completed the survey as requested.

Accessing Informants

- Key Informants: Initial informants were identified through the Grant County SIG proposal.
- Snowball Sampling Strategy: Key informants were asked for names of community members who could provide insight into Grant County’s history of challenges, successes, and substance abuse prevention services.

Analysis

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

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

