



# **Snoqualmie Valley Community Network, King County Washington State Incentive Grant 1<sup>st</sup> Year Community-Level Evaluation 1999-2000**

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## **Executive Summary**

The Snoqualmie Valley Community Network is one of eighteen Washington State Incentive Grant (SIG) community grantees. Eighty-five percent of SIG funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth.

This document is a baseline community-level evaluation report, examining the history of substance abuse prevention efforts in Snoqualmie Valley within the last decade, the area's partnership efforts, and their initial challenges and successes in prevention services for youth. Reports are provided as feedback on Snoqualmie Valley Community Network's SIG-related efforts to date and as a partial record of those efforts for state and federal funding sponsors.

## **The Area**

Snoqualmie Valley is in eastern King County. Its rural atmosphere, small towns, farms, and recreation areas are a sharp contrast to the Cascade Mountains to the east and the urban areas of Bellevue and Seattle to the west. Snoqualmie River, joined by the Tolt River at Carnation, flows south to north through the Valley.

## **The People**

Seventy percent of Snoqualmie Valley's 35,000 residents live in unincorporated areas. Incorporated towns include North Bend, Snoqualmie, Carnation, and Duvall. Children comprise one-third of the Valley's population; compared to one-quarter of King County's as a whole. Ethnic diversity is limited. Approximately 90% of Snoqualmie Valley residents are of Caucasian descent, compared to 82% for King County. The Snoqualmie Tribe, with offices in Fall City, recently became a federally recognized tribe.

## **Prevention History**

Substance abuse prevention efforts began in Snoqualmie Valley during the early 1990s. Coalitions were formed and programs were organized. Most prevention programs were presented in the schools. However, funding was lost, leaders left or began working on other projects, and attention was turned to other issues. In 1998, a substance abuse prevention coalition was formed with the guidance of the Snoqualmie Valley Community Network, including many people and

organizations that had been active in the early 1990s. The two private, non-profit organizations offering prevention services in the Valley have both been involved in the substance abuse coalition: Children's Services of Sno-Valley and Friends of Youth. Both school districts have representatives at the meetings. The schools provide prevention services for students, such as, Partners in Prevention and Teens as Teachers.

The substance abuse coalition is familiar with the concept of using data to guide prevention planning and with program evaluation. SIG introduced the concept of selecting science-based prevention programs based on prioritized risk and protective factors to the coalition.

### **Challenges**

Local, safe, and drug-free activities for youth are either infrequent or unavailable. Budgets of valley towns and schools are too small to provide for public services beyond the basics. Population has increased by 50% or more in some of the valley's towns, but the attitudes, lifestyles, and concerns of newcomers don't necessarily reflect those of longtime residents. Employment opportunities are limited, leading to a cascade of working parents with long commutes and thus marginal time and energy to participate in their children's lives. Health and social services are limited throughout the Valley, causing some residents to travel thirty miles or more to access them. Bus routes are active only in the early morning and late afternoon, leaving those without private transportation dependent on friends or relatives for transportation. Law enforcement agencies, schools, and municipalities must cope with overlapping administrative boundaries that result in confusing and sometimes contradictory policies and practices.

### **Successes**

At the end of SIG's first year, Snoqualmie Valley's SIG project had implemented most of its prevention services as intended, some with greater success than anticipated. For example, Life Skills Training had five times as many participants at one school than was expected. While the Real Justice family group conferencing training for school resource officers did not occur as planned, this will be arranged during Year 2 of the grant. The Community Coalition met throughout the year for both educational and planning purposes. Meetings were well attended and members reported that their time with other coalition members was well spent.

# Snoqualmie Valley Community Network, King County Baseline Community-Level Evaluation Report

## Introduction

### What is the Washington State Incentive Grant?

The Snoqualmie Valley Community Network is one of eighteen Washington State Incentive Grant community grantees. Eighty-five percent of State Incentive Grant funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth. The grant consists of a three year, \$8.9 million award from the federal Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in the State Incentive Grant have goals of coordinating resource and reducing duplication of effort. Communities will reduce key risk factors and promote protective factors in their efforts to reduce youth substance use, misuse, and abuse. Specific goals and objectives for state agencies and communities are stated in the *Washington State Incentive Grant Substance Abuse Plan*, pages 4 and 5, published in March 1999, by the Governor's Substance Abuse Prevention Advisory Committee. Appendix A contains a detailed list of those objectives. They are summarized here:

#### **Goals:**

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

#### **Objectives:**

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

### What is the purpose of this report?

The State Incentive Grant evaluation, of which this report is a part, is a research evaluation intended to provide feedback to state agencies and communities on their progress toward the goals and objectives stated in the *Washington State Incentive Grant Substance Abuse Plan*. Interim reports are provided as an integral part of that feedback. Research methods are described in Appendix B.

This document is a baseline community-level evaluation report, examining the history of substance abuse prevention efforts in the Snoqualmie Valley within the last decade, the grantee's partnership efforts, and their initial challenges and successes in providing SIG-related prevention services for youth.

Baseline evaluation reports are provided as feedback on the Network's SIG-related efforts to date and as a record of those efforts for state and federal funding sponsors. Future reports will include discussions of progress toward community-level objectives and plans for continued funding beyond SIG.

## **What is Snoqualmie Valley like and who lives there?**

### ***The Area***

Snoqualmie Valley is in eastern King County. Its rural atmosphere, small towns, farms, and recreation areas are a sharp contrast to the Cascade Mountains to the east and the urban areas of Bellevue and Seattle to the west. Snoqualmie River joined by the Tolt River at Carnation, flows south to north through the Valley. Largely rural, the hilly topography, crisscrossed by numerous valleys, has restrained development. Rivers pose a flood threat, which also limits growth. Recently, a few large-scale housing developments have been built. Some Valley residents are concerned that runoff from the developments may cause floods to worsen. As one informant stated, "Growth is messy."

With housing developments come increased populations, increased traffic, and pressures on an infrastructure that was not designed for this many people. For example, downtown Carnation needs sewer lines, but they are too expensive for the town to bear the entire cost.

### ***The People***

Seventy percent of Snoqualmie Valley's 35,000 residents live in unincorporated areas. Incorporated towns include North Bend, Snoqualmie, Carnation, and Duvall. Children comprise one-third of the valley's population; compared to one-quarter of King County's as a whole. Ethnic diversity is limited. Approximately 90% of Snoqualmie Valley residents are of Caucasian descent, compared to 82% for King County. The Snoqualmie Tribe, with offices in Fall City, recently became a federally recognized tribe.

There are layers of newcomers in Snoqualmie Valley. The long-timers are farmers and townspeople, often born and raised in the area. The "Back to the Earth" movement in the 1960s and 70s brought a group of people who have now lived in the area long enough to have established their own social organizations, including an informal barter system among some. The most recent immigrants are people who can afford to buy land from the farmers. They, too, have their own organizations and are perceived as concerning themselves with creating amenities, such as ball fields and organized sports for their children, i.e., changing

the valley so it resembles their places of origin. Their higher median incomes make it difficult to keep housing affordable in the valley.

The Growth Management Act helps to restrict development, but, in the eyes of some people, does not necessarily help maintain the valley's rural character, with the emphasis on character. People who can afford to buy the land from the farmers often do not continue farming operations. Rather, they use the land to keep a few animals, such as horses. People who depend on the land for their livelihood are perceived as having different values and concerns than those who use the land for pleasure.

### **What social challenges does the Snoqualmie Valley experience?**

David Hawkins, Richard Catalano, and others at the University of Washington developed a research framework about 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. Snoqualmie Valley's social challenges to providing a healthy environment for children are categorized by domain and by risk and protective factors in Appendix C. Following is a description of those challenges as experienced in the Snoqualmie Valley, using information gathered through interviews and the SIG proposal.

It should be noted that Snoqualmie Valley Community Network located data from a number of different sources to use for prioritizing risk and protective factors: their Comprehensive Plan, Washington State Survey of Adolescent Health Behavior (WSSAHB) results, King County and United Way Strategic Plan for the East Rural Sub-region, Snoqualmie Indian Tribe Survey, and the Mount Si High School Student Respect and Safety Survey. Records from the Juvenile Justice Diversion Program were used. The Substance Abuse Prevention Coalition conducted youth focus groups, key informant interviews, and a risk and protective factor survey. These methods of collecting local data can all be duplicated in the future.

The Network did not find useful data provided by the state at the county level, in the forms of CORE-GIS and 1996 King County Profile. These descriptive data reflect the county as a whole. Snoqualmie Valley's social-demographic characteristics differ from that of the rest of King County to the degree that Valley residents do not consider countywide statistics reflective of conditions in the Valley: Snoqualmie Valley's population is less dense, community characteristics differ, the environment is more rural, and the valley is geographically distant, both in terms of access and miles, from the remainder of King County. For these reasons, data for smaller geographies than county-levels were needed.

There are significant barriers to accessing social and health services for residents of Snoqualmie Valley. These barriers can be insurmountable for low-income residents.<sup>1</sup> Health care and social services are scarce, e.g., one health professional per school district, and there is a lack of adequate public transportation by which to access services in larger population centers, such as Bellevue or Redmond. Buses in Snoqualmie Valley towns run primarily early morning and late afternoon routes.<sup>2</sup>

At an April 2000 panel discussion on Snoqualmie Valley health care and substance abuse treatment services, health and social service providers noted that adults who need to access substance abuse treatment are in a quandary: clients must travel to Bellevue for treatment because local treatment services are limited to emergency intervention. If clients have private transportation, they may have had their license revoked or their vehicle impounded. Clients with children face the problems of accessing childcare and of obtaining adequate money to pay for childcare on an ongoing basis, because substance abuse treatment involves multiple sessions.

In the risk and protective factor model developed by Hawkins and Catalano, the Community Domain includes factors that, if present at the community level, are associated with an increased likelihood of that young people will engage in substance use, misuse, or abuse. The community domain risk factors present in Snoqualmie Valley are *laws and norms favorable to ATOD use, availability of ATOD, and low neighborhood attachment*. For approximately 20% of the Valley's population, extreme economic deprivation is another risk factor present.<sup>3</sup> WSSAHB results, key informant interviews, focus groups, and opinions expressed at a panel discussion of area health and social service providers provided evidence for identification of these risk factors. Some of the area's small towns have experienced a 50-75% population growth in the last decade, along with associated housing developments. These rapid changes have led to gaps between newcomers and old-timers, rich and poor. Community domain protective factors that are lacking in Snoqualmie Valley include *opportunities and rewards for pro-social involvement*, especially for young people.

Valley citizens recognize these problems, but they are also aware of vital community strengths. Collaboration exists among the faith community, schools, service providers, businesses, and others. Citizens are involved, and many volunteer. There is a small town atmosphere in the Valley; people know one another and tend to work together to take care of their own. There is a strong sense of belonging, of community identity, and a desire to protect the rural

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<sup>1</sup> Personal notes from a panel discussion: Snoqualmie Valley Health Care and Substance Abuse Treatment Services by area social and health services providers. April 18, 2000. Chief Kanim Middle School, Fall City, Washington.

<sup>2</sup> King County Metro Bus Website: <http://transit.metrokc.gov/>

<sup>3</sup> Personal notes from a panel discussion: Snoqualmie Valley Health Care and Substance Abuse Treatment Services by area social and health services providers. April 18, 2000. Chief Kanim Middle School, Fall City, Washington

lifestyle. Growth management legislation has led to some security that the area's rural nature will remain long enough to provide a relatively unchanging basis for planning.

In the school domain of Hawkins and Catalano's risk and protective factor model, Snoqualmie Valley youth experience the risk factor of *low commitment to school* at a rate that is 5% higher than the state average. *Family management problems* and *favorable parental attitudes toward ATOD use, misuse, and abuse* are recognized as family domain risk factors in Snoqualmie Valley.

WSSAHB scores for these individual domain risk factors were 5% or more higher than the state average: *favorable attitudes toward ATOD use, misuse, and abuse; alienation, rebelliousness, and lack of social bonding; and early initiation of ATOD use, misuse, and abuse*. Youth are seen as lacking the protective factor, *healthy beliefs and clear standards*.

### **How did Snoqualmie Valley Community Network come to apply for SIG Funds?**

Community Public Health and Safety Networks seek local, county, state, and federal funding for programs and services to address problem behaviors identified in their Comprehensive Plan. The Snoqualmie Valley Community Network plays this role, as well. It does not provide services, but instead identifies need and arranges to have services provided.

Concern about substance abuse was high in the early 1990s. However, enthusiasm was unable to be sustained once funding ended, so programs had a limited lifespan. Community attention was re-focused toward substance abuse when reports showed that substance abuse rates were increasing among youth during the latter years of the 1990s.

Ellen Kropp, Snoqualmie Valley Community Network Director, was the primary author of the Valley's SIG funding application.

One of the requirements to receive SIG funding was to gain the agreement of local school districts to participate in the Washington State Survey of Adolescent Health Behavior. This was no problem with the Snoqualmie Valley and Riverview School districts, as they had participated in the survey before. Snoqualmie Valley Community Network played a key role in convincing the Riverview School District that the survey was worthwhile. The school board required community input about the value of survey participation, and network members provided that input.

Snoqualmie Valley's SIG funding application-contained letters of support from the following organizations:

- Children's Services of Sno-Valley
- City of Carnation
- City of Duvall Police Department
- City of North Bend
- City of Snoqualmie Department of Public Safety
- Friends of Youth
- King County Community Organizing Program
- King County Housing Authority
- King County Park System, North District Recreation Office
- Multi-Service Centers of North and East King County
- Snoqualmie Tribe
- Snoqualmie Valley School District
- Tolt Congregational United Church of Christ
- United Way of King County
- Snoqualmie Valley Youth Hub
- King Eastside Office, Division of Children and Family Services

The broad array of sources listed reflects how Valley agencies and organizations, including the faith community, work together to provide support for one another. Snoqualmie Valley Community Network publishes a "Quick Referral Guide," which contains names and phone numbers for health and human services serving the valley. Many of the agencies and organizations listed above are contained in the guide.

The proposal underwent a challenging review process and was selected as one of the top applications out of the thirty-four received. The review committee made recommendations to the Governor's Substance Abuse Prevention Advisory Committee, which chose Snoqualmie Valley Community Network as one of the eighteen grantees. Governor Gary Locke announced the SIG awards in June 1999.

### **What was happening in Snoqualmie Valley prevention prior to SIG?**

Snoqualmie Valley Community Network is one of fifty-three Community Public Health and Safety Networks in the state. Associated with Washington State's Family Policy Council, the Network's boundaries coincide with those of Riverview School District, to the north, and Snoqualmie Valley School District, in the south. These are also the geographic boundaries for the Network's SIG project. Network prevention planning began in 1995, and resulted in the 1996 creation of a ten-year Community Public Health and Safety Comprehensive Plan. This plan contains strategies to maintain healthy community norms and a strong



sense of community, to strengthen families, and to endow children with values, commitment, and competence.

Since 1998, a Substance Abuse Prevention Community Coalition has been meeting. Organizations represented in the coalition are listed in Appendix D. They include school districts, area police departments, the Community Network, prevention service providers, Seattle and King County Public Health Department, and King County Parks, King County Housing Authority, and the King County Community Organizing Program. Many of these same organizations were involved in Snoqualmie Valley substance abuse prevention efforts during the early 1990s. Both school districts were involved, although with separate foci.

In the Snoqualmie Valley School District, early prevention efforts included formation of an advisory board for the Safe and Drug Free Schools programs, local media campaigns, and active support and fundraising for the D.A.R.E. (Drug Abuse Resistance Education) program.

Beginning at nearly the same time as SIG funding, Tolt Middle School in Carnation began participating in a substance abuse and violence prevention coordination effort, funded through Puget Sound Educational Service District 121. A prevention coordinator at the school works to increase parent involvement in reducing substance abuse and violence, reduce student perceptions of rewards for anti-social behavior, and enhance anti-substance abuse and anti-violence attitudes.

One informant identified several churches in Snoqualmie Valley towns as, "...strong community members with a social conscience." While not providing formal prevention programs, these churches are perceived as creating an environment where community norms are not favorable toward drug use and where children can bond with prosocial adults and peers.

There have been two primary providers of prevention services in Snoqualmie Valley: Children's Services of Sno-Valley and Friends of Youth. Children's Services of Sno-Valley is a private, non-profit prevention organization headquartered in the town of North Bend, with a branch office in Duvall. Established in 1967 to meet the needs of disabled area residents, the organization has since expanded to serve all local children and families. It serves families in North Bend, Duvall, Carnation, Snoqualmie, Fall City, and surrounding areas. Specific services provided include parent support and education, toddler groups, pre-school, early childhood education, and family activities. An Early Intervention Program is provided for special needs children, ages birth through 3 years of age. Children's Services' mission is, "To nurture, educate, strengthen and support children and their families so that each has the opportunity and skills to reach full potential."<sup>4</sup>

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<sup>4</sup> Website for Children's Services of Sno-Valley: <http://www.cssv.org/>.

Friends of Youth is a non-profit agency created in 1950. It provides housing, education, counseling, and activities to families and youth in both King and Snohomish Counties. Its mission is, “to develop, provide and advocate services for children, youth, their families and communities that encourage individual growth and promote constructive relationships.”<sup>5</sup> Like Children’s Services of Sno-Valley, services provided by Friends of Youth go beyond substance abuse prevention. Within Snoqualmie Valley, these services include management of foster care and permanent placements, therapeutic foster care for youth with emotional and behavioral problems, and temporary housing for single, teenage mothers. Through Snoqualmie Valley Youth and Family Services, Friends of Youth provides substance abuse treatment services, individual and group counseling, parenting skills education, and school-based violence and substance abuse prevention programs. Friends of Youth collaborates with a number of other service providers to help young, first-time parents through the first six months of parenting.

Family support specialists, local public health nurses, and volunteers operate the Eastside Healthy Start Program, which is available to Snoqualmie Valley families, as well as those in other areas of eastern King and Snohomish Counties.<sup>6</sup>

The Lower Valley Youth Program and the Snoqualmie Valley Youth HUB provide youth activities, teen councils, and an advisory group for high school age youth in the Riverview and Snoqualmie Valley School Districts.

The prevention history of Snoqualmie Valley, in sum, includes community coalitions, prevention services, and the use of data to determine local needs. The risk and protective factor model, while used, is not the sole prevention model. The asset model is popular with the schools. Research-based prevention programs are new to the valley with SIG, as is routine evaluation of prevention program effects.

### **What has happened since Snoqualmie Valley Community Network received SIG funds?**

Snoqualmie Valley’s SIG project has an active community coalition, known as the Substance Abuse Prevention Community Coalition. Its mission is “to foster the healthy development of children, youth and families through proven and promising prevention efforts.”<sup>7</sup> Meetings are held monthly and are well attended. Facilitated by Matt McCarter, King County Community Organizing Program, meetings always contain an educational component about prevention. The coalition has reviewed and discussed SIG community-level goals and objectives from the *Washington State Substance Abuse Prevention Plan* (see Appendix A), so that all members are aware of them. Only one area organization associated with prevention is not represented on the coalition, despite repeated invitations:

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<sup>5</sup> Website for Friends of Youth: <http://www.friendsofyouth.org/index.html>.

<sup>6</sup> Booklet describing Friends of Youth, published by Friends of Youth, Redmond, WA.

<sup>7</sup> Substance Abuse Prevention Community Coalition minutes, April 3, 2000.

Echo Glen Children's Center in Snoqualmie. Echo Glen is a juvenile rehabilitation facility. Some older female offenders also reside there.<sup>8</sup> Informants think that Echo Glen staff may feel that their population is sequestered from the rest of the community and that their focus is more on treatment than prevention. However, they will continue to be invited to coalition meetings.<sup>9</sup>

As described above, there are two primary providers of substance abuse prevention services in the Snoqualmie Valley: Children's Services of Sno-Valley and Friends of Youth. They are the primary organizations contracted to receive SIG funds for providing prevention services in the valley.

Although SIG funds were not involved, an important step toward coordinating community services has been taken since the Network received the grant in July 1999. The Network published a brochure titled, *Quick Referral Guide to Health and Human Services for the Snoqualmie Valley*. It contains listings and phone numbers for the following service categories: crisis/emergency services, counseling/mental health, cultural/ethnic groups, dental, disability, education, early childhood education, employment services, financial assistance, food and clothing, housing/home services, low income legal services, medical, senior services, substance abuse services, transportation, veteran's services, victims services, volunteerism, youth & family services, and miscellaneous.

Local SIG staff experienced some challenges during the first year of funding. Snoqualmie Valley's proposed administration budget was the smallest of all eighteen SIG sites. Local staff soon learned that they had under-estimated the amount of time and effort required for grant administration. More funds for administration were requested and received from the state SIG administrative office.

Completing the matrices for the first year took longer and was more complicated than anticipated. Numerous versions of the matrices were completed before the state was satisfied with the contents. These matrices served as the work order for the grant, as well as containing a record of prioritized risk and protective factors, target populations, anticipated immediate outcomes, and selected prevention programs.

Another challenge that arose was the expectation by some prevention service providers that grant money should be provided to them for use at their discretion, rather than to provide specific prevention services. This was not negotiable, from SIG's perspective, but required some effort on the part of local SIG staff to reach an understanding with the providers.

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<sup>8</sup> Garrin Ross, Echo Glen employee, verbal report at Snoqualmie Valley Substance Abuse Coalition meeting, April 5<sup>th</sup>, 2001.

<sup>9</sup> Juvenile Rehabilitation Administration website: <http://www.wa.gov/dshs/jra/Institutions.htm>.

Snoqualmie Valley used the Everest database, containing prevention program pre-tests and post-tests, to evaluate several SIG-funded programs. However, the phone line connections were so slow that entering data from a single participant's test took two minutes at best, three to five minutes at the worst. This created a significant time burden on local SIG staff.

With all of the family and youth-oriented activity in the valley, it should come as no surprise that many planning and monitoring meetings are required. However, informants report that it's difficult to get community members involved. Community members seem to feel that their knowledge on the subject is minimal compared to that of social service professionals. Thus, people who attend community service-related meetings see the same people at every meeting, regardless of the topic.

Substance abuse prevention programs offered in Snoqualmie Valley through SIG include the Life Skills Training Program, Mentoring, a parenting program containing components of Strengthening Families, Family Group Conferencing Training for School Resource Officers, Parent Support Groups, Family Support Home Visitation, and a number of activities included in the category Community Out-of-School Youth Development, Education, and Recreation (COYDER). SIG also provided community coalition mobilization funds.

A brief description of Snoqualmie Valley's prevention programs and how their effects will be measured is provided below. Included in each description is a reference to the program's rigor level. 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.

Friends of Youth provided ***Life Skills Training Program***, a rigor 5 program, at Chief Kanim Middle School and Tolt Middle School by Friends of Youth. Snoqualmie Middle School was dropped from the original plan. Life Skills provides drug resistance skills, self-management skills, and general social skills. The program was far more successful than anticipated in terms of the number of participants. A total of 170 students were expected to participate, but the actual enrollment was 282. Sixty-five parents of students in 4<sup>th</sup> through 10<sup>th</sup> grades attended the parent curriculum component of Life Skills Training. Five Everest database scales were combined and used as pre-tests and post-tests.

***Mentoring***, as it was presented in Snoqualmie Valley, is a rigor 4-5 prevention program. Fourteen volunteer mentors were trained and paired with students by Friends of Youth, nearly three-fourths of the intended twenty. Adult and youth partners meet with the intention of focusing on and enhancing the youth's positive characteristics. Students participated from Stillwater, Cherry Valley, Carnation, Fall City, Opstad, Snoqualmie, and North Bend Elementary Schools. Middle

school students from Tolt, Snoqualmie, and Chief Kanim Middle Schools were also paired with mentors. Although use of Everest database pre-tests and post-tests was planned, none were completed.

Components of the parenting program, *Strengthening Families*, rigor 3, were presented by Friends of Youth to seventy-five students and nine parents at Carnation and Opstad Elementary Schools. This is about twice as many students as were planned, and nearly as many parents as anticipated. The program's goals are decreased parental use or misuse of substances, improved parenting skills, and, among child participants decreased negative behaviors and increased social skills. Everest database scales were used as pre-tests and post-tests.

Children's Services of Sno-Valley conducted *Parent Support Groups*, rigor 1-2, for parents of children in both Riverview and Snoqualmie Valley School Districts. While participant numbers were not quite as high as anticipated during the first year of SIG funding (33 instead of 40-50), Children's Services provided slightly more than twice as many hours of service than were planned (93 instead of only 45). Support groups addressed family problems, parent education, supervision and discipline, and the development of peer support. Childcare was provided while parents met.

Another prevention program provided by Children's Services of Sno-Valley was *Family Support Home Visitation*, a rigor 3 or 4 program. More students participated in the Home Visitation program than anticipated (46 instead of 40). There were thirty parent participants from across both area school districts. During home visits, family support specialists conducted an assessment of the family and, with family members' input, developed a list of family goals and plans to meet those goals. The specialists completed a checklist of family goals for each family, along with documentation of progress toward the goals and completion dates. Services provided included training in problem solving, communication, and meeting basic needs or accessing help to meet basic needs. Family support specialists often refer clients to local social or health services, and then act as case managers to ensure follow-up. The specialists averaged over ten hours per parent participant, far beyond the 1.5 hours that was the anticipated minimum. Results were carefully documented, although no Everest database scales were used.

During the summer of 1999, Children's Services conducted multiple weeklong summer camps as part of the Community Out-of-School Youth Development, Education, and Recreation (COYDER) segment of Snoqualmie Valley's SIG project. COYDER activities are rated as rigor 1 or 2. Attendance was over twice that expected (127 instead of 48). Students from both Riverview and Snoqualmie School Districts attended the camps, and were allowed to attend more than one week, if desired. Participants received training in ATOD use resistance skills, social skills, and self-mastery skills. No formal evaluations were conducted of prevention programs in the lower rigor categories of 1 and 2.

Coordinating with the Snoqualmie Valley Youth Hub and the Lower Valley Youth Program, Children's Services of Sno-Valley helped provide after-school and school break recreation and special events. Also part of COYDER, these events were rated as rigor levels 1-2 and were not formally evaluated. Eight hundred students participated in these activities; four times the anticipated 200. Homework club, field trips, and middle school dances were some of the activities included in this segment of COYDER.

RISE is an after-school enrichment program, also part of COYDER, conducted by the Snoqualmie Valley Youth Hub. Special interest subjects were addressed in-groups of ten to twelve sessions. More than 100 youth participated.

Youth councils, the final segment of activities included in COYDER, were active in both the upper and lower Snoqualmie Valley. They consisted of the Snoqualmie Valley Youth Hub and the Lower Valley Youth Program. A total of thirty-seven middle school and high school students participated, beyond the thirty expected. The councils provide opportunities for youth leaders to plan and conduct peer activities, such as an anti-drug campaign and drug-free activities.

Training for school resource officers in *Real Justice Family Group Conferencing* was planned, but did not happen during this first year of SIG funding. Coordination with police departments in the various towns and with the King County Sheriff's was difficult due to their heavy workload. Plans are to pursue this training during the next year. Real Justice is the name of the organization that provides Family Group Conferencing training. This method of coping with youthful offenders involves a structured session attended by the offender, his or her family and friends, and the victim and his or her family and friends.

### **What are the next steps?**

The first year of SIG funding is now complete. Most of the prevention programs funded by SIG have begun and the staff is in place to serve middle school, as well as elementary school, students. What is next?

There are other expectations associated with SIG, in addition to carrying out substance abuse prevention services. 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:** which examines organizational capacity and prevention planning processes.
- **Program implementation fidelity:** asks what was actually done in presenting a prevention program and how it compares to the original design of the program.

- **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:** which are assumed to result from changes in community organization and planning and the provision of prevention program services to targeted populations, measured by the Washington State Survey of Adolescent Health Behavior (WSSAHB).

For Snoqualmie Valley Community Network, 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 Snoqualmie Valley and Riverview School Districts' participation in the Autumn 2000 administration of the Washington State Adolescent Health Behavior Survey (WSSAHB).
7. Developing specific plans to track progress toward and achieve anticipated immediate changes from the Community-Based Prevention Action Plan Implementation Matrix (column 7) and the community-level goals from the *Washington State Incentive Grant Substance Abuse Plan* (see Appendix C). Snoqualmie Valley Community Network's past methods of collecting local data can easily be modified for this purpose.

## **Appendix A:**

### **Community-Level Goal and Objectives<sup>10</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 *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.

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<sup>10</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 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: The Snoqualmie Valley Community Network's proposal, in response to Solicitation No. 991346, was used as a primary source for contacts, needs, resources, prioritized risk and protective factors, target populations and 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 Snoqualmie Valley Community Network and the SIG administrative staff. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Thurston County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.
- East Region Community Assessment Team. 2000. *Lower Snoqualmie Valley Community Assessment*. Seattle, WA: Seattle & King County Public Health.

##### **Observation**

- Snoqualmie Valley Substance Abuse Coalition Meetings
- Snoqualmie Valley Community Network Meeting
- Panel discussion of health and social services needs in Snoqualmie Valley, hosted by the Snoqualmie Valley Community Network Meeting
- Tolt Middle School
- Towns of Carnation, Snoqualmie, North Bend, and Fall City, and surrounding areas

### **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. Network staff completed the survey as requested.

### **Accessing Informants**

- Key Informants: Initial informants were identified through the Snoqualmie Valley Community Network's SIG proposal.
- Snowball Sampling Strategy: Key informants were asked for names of community members who could provide insight into Snoqualmie Valley'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. 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.

## Appendix C:

### Challenges Categorized by Domains, Risk Factors, and Protective Factors

<b>Domain</b>	<b>Risk Factors</b>	<b>Snoqualmie Valley: Specific Challenges and Related Evidence</b>	<b>Addressed by SIG?</b>
Community	Laws and norms favorable toward use of ATOD	<ol style="list-style-type: none"> <li>1. Key informant reports of high tolerance of ATOD use among adults, alcohol use among underage teens</li> <li>2. Opinions expressed by area social and health services providers (Snoqualmie Valley Health Care and Substance Abuse Treatment Services Panel Discussion, April 18, 2000, Chief Kanim Middle School, Fall City, Washington)</li> <li>3. WSSAHB scores for this risk factor are 5% or more higher than state average</li> <li>4. State contracted treatment services are not locally available</li> </ol>	<p>Numbers 1 &amp; 2: Yes (through Family Group Conferencing Training for School Resource Officers and through Community Coalition Mobilization)</p> <p>Number 3: No</p>
Community	Availability of ATOD	<ol style="list-style-type: none"> <li>1. Key informant reports of high rates of alcohol use among underage teens at unsupervised parties and elsewhere</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> <li>3. Juvenile Justice Diversion cases related to ATOD increased from 0% to 6% in one year</li> </ol>	Yes (through Family Group Conferencing Training for School Resource Officers and through Community Coalition Mobilization)
Community	None applicable	Scarce health care services, e.g., one health professional per school district, and lack of transportation to access services	No
Community	Extreme economic deprivation (approximately 10% of children eligible for free/reduced fee lunches)	<ol style="list-style-type: none"> <li>1. Limited low-income housing and child-care are available</li> <li>2. Personal notes from a panel discussion: Snoqualmie Valley Health Care and Substance Abuse Treatment Services by area social and health services providers. April 18, 2000. Chief Kanim Middle School, Fall City, Washington</li> </ol>	No

Community	Low neighborhood attachment	Rapid increases in population, housing development, and a widening of gap between rich and poor	No
School	Lack of commitment to school	<ol style="list-style-type: none"> <li>1. Reports from key informants</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> </ol>	Yes (through Mentoring Program)
Family	Favorable parental attitudes and involvement in problem behavior	<ol style="list-style-type: none"> <li>1. Anecdotal reports of high tolerance of ATOD use among adults</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> </ol>	Yes (through Life Skills Training Program parent module and components of Strengthening Families Program)
Family	Family management problems	<ol style="list-style-type: none"> <li>1. CPS referrals are higher than county average</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> </ol>	Yes (through Life Skills Training Program parent module and components of Strengthening Families Program)
Peer/ Individual	Favorable attitudes toward problem behavior	<ol style="list-style-type: none"> <li>1. Key informant reports of high rates of alcohol use among underage teens at unsupervised parties and elsewhere</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> </ol>	Yes (through Life Skills Training Program; Mentoring; and Community Out-of-School Youth Development, Education, and Recreation)
Peer/ Individual	Alienation, rebelliousness, and lack of social bonding	<ol style="list-style-type: none"> <li>1. Half of key informants report that youth feel alienated</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> <li>3. Nearly 80% of high school students perceive that respect for persons in general and for people of ethnic/racial minorities is lacking</li> <li>4. Nearly 60% of high school students do not feel part of school life</li> </ol>	Yes (through Life Skills Training Program; Mentoring; and Community Out-of-School Youth Development, Education, and Recreation)
Peer/ Individual	Early initiation of problem behavior	<ol style="list-style-type: none"> <li>1. Key informant reports of high rates of alcohol use among underage teens at unsupervised parties and elsewhere</li> <li>2. WSSAHB scores for this risk factor are 5% or more higher than state average</li> </ol>	Yes (through Life Skills Training Program; Mentoring; and Community Out-of-School Youth Development, Education, and Recreation)

<b>Domain</b>	<b>Protective Factors</b>	<b>Snoqualmie Valley Challenges</b>	<b>Addressed by SIG?</b>
Community	Opportunities for pro-social involvement	<ol style="list-style-type: none"> <li>1. Over half of key informants perceive that opportunities for positive involvement are limited for Snoqualmie Valley youth</li> <li>2. WSSAHB scores for this protective factor are 5% or more lower than state average</li> </ol>	Yes (through Family Group Conferencing Training for School Resource Officers; Community Coalition Mobilization; and Community Out-of-School Youth Development, Education, and Recreation)
	Rewards for pro-social involvement	<ol style="list-style-type: none"> <li>1. Over half of key informants perceive that opportunities for positive involvement are limited for Snoqualmie Valley youth</li> <li>2. WSSAHB scores for this protective factor are 5% or more lower than state average</li> </ol>	Yes (through Family Group Conferencing Training for School Resource Officers; Community Coalition Mobilization; and Community Out-of-School Youth Development, Education, and Recreation)
Family	Bonding	<ol style="list-style-type: none"> <li>1. CPS referrals are higher than county average</li> <li>2. WSSAHB scores for this protective factor are 5% or more lower than state average</li> <li>3. Scheduled bus routes only in early morning and late afternoon leave commuting parents minimal time with children</li> </ol>	Numbers 1 & 2: Yes (through Life Skills Training Program parent module; components of Strengthening Families Program; Parent Support Group; and Family Support Home Visitation Program) Number 3: No
Peer/ Individual	Healthy beliefs and clear standards	<ol style="list-style-type: none"> <li>1. Half of key informants report that standards are unclear and unhealthy</li> <li>2. WSSAHB scores for this protective factor are 5% or more lower than state average</li> </ol>	Yes (through Life Skills Training Program and Mentoring)

*Note:* Data for Appendix C are from the Snoqualmie Valley Community Network SIG Proposal, the Community-Based Prevention Action Plan Implementation Matrices, and interviews with key informants.

**Appendix D:**  
**Organizations represented in the**  
**Community Substance Abuse Coalition**

- Carnation Police Department
- Children's Services of Sno-Valley
- Duval Police Department
- Friends of Youth
- King County Community Organizing Program
- King County Housing Authority
- King County Parks
- North Bend Police (King County)
- Riverview School District
- Seattle & King County Department of Public Health
- Snoqualmie Police Department
- Snoqualmie Valley Community Network
- Snoqualmie Valley School Board
- Snoqualmie Valley School District
- Snoqualmie Valley Youth Hub
- Snoqualmie Valley Youth Mentoring Program & Lower Valley Youth Program



**Research and Data Analysis**  
**Progress Report Number 4.43-13d pr**