



Spokane County Community Services Division Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

*Department of Social and
Health Services*

*Research and Data Analysis
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Executive Summary

Spokane County Community Services is one of eighteen Washington State Incentive Grant (SIG) sites. 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 community partnership and substance abuse prevention efforts within the last decade in Spokane's East Central Neighborhood, the location of the SIG project. Included are Spokane County Community Services' initial challenges and successes in providing SIG-funded prevention services for youth. Reports are provided as feedback on the organization's SIG-related efforts to date and as a partial record of those efforts for state and federal funding agencies.

Project Sites

Prevention services are provided at East Central Community Center, Martin Luther King, Jr. Family Outreach Center, and, for the Nurturing Program, at multiple community sites. Service providers are staff at the two community centers and Washington State University Cooperative Extension Service. The project director is Gunthild Sondhi.

Historically, the East Central Neighborhood has had high rates of drug dealing, gang activity, and prostitution. Thirty-seven percent of the neighborhood's residents failed to complete high school, compared to 17% citywide. Many of the students are eligible for free or reduced fee lunches. The neighborhood is one of the oldest in the city. It has the greatest percentage of minority residents, and English is not the native language of many.

Prevention History

Spokane County used the risk and protective factor model to assess needs based on key informant surveys. The county contracts for prevention services from a variety of agencies and schools. There appears to be little collaboration among agencies around prevention planning and delivery, except for the SIG project.

Program Implementation

All at-risk children in School District 81, their parents, and siblings are eligible to participate in SIG-funded prevention services. The SIG project is conducting three research-based programs: Across Ages, Family Advocacy Network (FAN),

and the Nurturing Program. After some obstacles were overcome, the Nurturing Program is carrying out the program as planned, but with fewer participants than anticipated. The FAN program appears to be fully operating at East Central Community Center. Martin Luther King, Jr. Family Outreach Center is still working to achieve its projected goals. Across Ages is difficult to implement because it is hard to find seniors willing to be mentors for at-risk youth. The county may drop Across Ages from the project next year due to this problem. There was some conflict among team members about roles and management styles. Program ownership was difficult for some providers to achieve due to these problems. Staff turnover was high during Year 1 of the project.

Successes

While the Spokane SIG project experienced management and program challenges, communication and team cohesiveness is reportedly improving. East Central Community Center had 35 youth enrolled at the end of the school year. A Ropes Course, FAN, Media Literacy, Reading and Literacy, mentoring, and alternative recreation activities were provided. Mentors for the Across Ages program are still being recruited. Drug-free dances are held in conjunction with the Martin Luther King, Jr. Family Outreach Center and the Libby Teen Center. Martin Luther King, Jr. Center offered the FAN program and some Ropes Course activities. In addition, they are using the Social Competence Promotion Program and had 25 youth enrolled at the beginning of the summer. The Nurturing Program enrolled and graduated 15 families this year.

Spokane County Community Services Division Baseline Community-Level Evaluation

Introduction

Spokane County Community Services Division is one of eighteen Washington State Incentive Grant community grantees. The East Central Neighborhood of the city of Spokane is the project's focal point. 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:

Prevent alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by the state's youth.

Make the community-level system more effective.

Objectives:

Establish local prevention partnerships.

Use a risk and protective factor framework for the community prevention plan.

Participate in joint community risk and protective factor and resource assessment.

Select and implement effective prevention actions.

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.

Spokane

Metropolitan Spokane, with 500,000 people, is the economic, financial and service capital of the area.¹ Fairchild Air Force Base, located 12 miles southwest of Spokane, is the largest employer in the area with over 6,900 military and civilian employees. Other major employers in the county are service providers, retail trade, government, and manufacturing. Tourism plays a major role in the local economy because of the bountiful natural resources. The climate, lifestyle, and diversified economic base continue to attract new families to the area.

The East Central Neighborhood, the site chosen for SIG prevention program implementation, is the most ethnically diverse area in the city. Most of its residents have low incomes. The county chose this neighborhood for the SIG project because substance abuse and domestic violence rates were high and because the neighborhood had two community centers, East Central Community Center and Martin Luther King Jr. Family Outreach Center, to serve as focal points for the project. Both centers provided prevention programs in the past, although their experience using science-based prevention programs was limited.

County Statistics

In 1997, Spokane County had the fourth largest county population in the state. The city of Spokane's 1997 population was 188,300, with per capita income of \$20,575 (13th in the state). Between 1990 and 1996, Spokane's population grew by about 11%.² The majority of this growth was among people of color. Spokane has traditionally had a substantial American Indian population. The number of people of Russian descent has increased dramatically over the past few years due to immigration. Spokane is now a cosmopolitan city.

Almost 30% of the county's residents are children. Fourteen school districts serve Spokane County's 68,627 students, with a total operating budget of \$410 million.

The average age in the East Central Neighborhood was thirty years in 1990, according to the U.S. Census Bureau. Over one-third of the residents had not completed high school. This was substantially higher than the overall city rate of 17%. Unemployment among school dropouts in the East Central Neighborhood was 63%, compared to the overall city rate of 16%. Low education levels and high unemployment rates contribute to the community's low income and transient nature. The majority of houses are rentals and over 20% of the population is at or below the federal poverty level.

¹ Spokane County Community Services Division. March 1997. DASA Spokane County Plan.

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

East Central Neighborhood

East Central Neighborhood was chosen as the SIG project target site because of its service needs, East Central Community Center's resources, and the readiness of the community to engage in such a project. Through SIG, the county contracted services from ECCC, Martin Luther King Jr. Family Outreach Center (MLK), and Washington State University's (WSU) Spokane County Cooperative Extension Service.

Located in the southeast part of Spokane, East Central Neighborhood is one of the oldest working class neighborhoods in the city. The neighborhood boundaries are West Division Street; North Trent Street; East Havana Street; and the southern parts of 8th, 12th, 13th, and 14th Avenues. Most houses were built between 1939 and 1944. Sprague Avenue is a main artery between the eastern and western parts of the city. Before the completion of Interstate 90 in the 1960s, Sprague Avenue...

was the gateway to downtown Spokane for travelers arriving from Idaho, Montana, the Dakotas, and the Midwest. After the freeway bisected the East Central Neighborhood, Sprague Avenue's commercial area began to disintegrate. The area became the focal point for local drug dealing and prostitution. Gang activity increased throughout the neighborhood. Crimes of violence became common. A transient rental population now characterizes the neighborhood. Some homes are abandoned, vandalized, or boarded-up. Seventy-two percent of the residents are low-income.³

Over 11,000 people live in the East Central Neighborhood. The area has the highest concentration of ethnic minorities in Spokane. New Ukrainian immigrants provide an additional ethnic and cultural background to the neighborhood's already diverse subpopulations of Caucasians, African Americans, Hispanics, American Indians, and Asian Americans. Informants observed that there is little interaction among the neighborhoods various ethnic groups.

A third of the neighborhood's residents failed to complete high school. This is substantially higher than the overall city rate of 17%. Unemployment among the neighborhood's school dropouts is 63%, compared to the city rate of 16%. Low high school graduation rates and high unemployment contribute to the community's low-income and transient nature. The majority of houses are rentals. One out of five East Central residents have an income at or below the federal poverty level.

³ The information source for neighborhood description, demographics, and schools is Spokane County Community Services Division's 1999 *Proposal to Solicitation No. 991346, for Grant to Communities to Provide Services for the*

Local SIG Infrastructure

Spokane's main sources of prevention funds are 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) Office of Community Development (OCD). These funds support the prevention specialist position and local prevention and treatment services. The Spokane County Community Services Division solicits proposals for prevention services based on identified risk and protective factors in the County Needs Assessment Report. Service priorities are based on key informant responses on this Needs Assessment Survey. Successful agencies receive grants for up to \$25,000 for a two-year period. The County Prevention Specialist prepares the requests for proposals, conducts the needs assessment, writes statements of work, and monitors all DASA contracts. In Spokane, the County Prevention Specialist is also the local SIG project director. The county hired, under contract, the former County Prevention Coordinator to handle the day-to-day management of the grant.

The Department of Community Services was created in 1977. At the same time an Administrative Advisory Board, representing substance abuse, mental health and developmental disabilities, was convened. During the 1987-1989 biennium, the Administrative Advisory Board was divided into three sections representing the above named disciplines. The County Board of Commissioners appoints people to the Substance Abuse Advisory Board, which consists of nine members who each serve a three-year term. According to the SIG project director, they are the arms, eyes, and ears of the commissioners in the community. Their role is set forth in RCW 69.54.120 and 70.96.160 and is listed in Appendix C.

There is a wide array of social and health services available in Spokane.⁴ The county contracts directly with thirteen organizations for prevention services (see Appendix D). Some of these organizations serve specific ethnic groups.

The Spokane County Prevention Specialist, Gunthild Sondhi, wrote the SIG funding application on behalf of the county. She received help from the East Central Community Center director, the recreation manager, and secretarial staff. The decision to apply for the grant evolved from four meetings Ms. Sondhi conducted in March and April of 1999. Attendees of these meetings included principals from Sheridan and Grant Elementary Schools in the East Central Neighborhood, and representatives from the East Central Community Center, Martin Luther King, Jr. Family Outreach Center, and Washington State University Spokane County Cooperative Extension.

⁴ Spokane County Community Services Division. March 1997. County Needs Assessment in Support of a Service System for 1997-1999 for Drug/Alcohol Prevention and Treatment.

Project Mission Statement

The following three paragraphs comprise the Spokane SIG project mission statement:

The vision and mission of the Spokane State Incentive Grant, serving the East Central Neighborhood, is to provide education and opportunities involving youth and their families to create a community that is free of alcohol, tobacco, drugs, and their related ills.

The objectives are to streamline, coordinate, and intensify existing prevention services in the East Central Neighborhood, to raise the spectrum of substance abuse prevention using the state of the art prevention research tools to serve youth and families at risk for alcohol, tobacco, and other drug use.

The strategies are to provide a menu of proven prevention programs involving youth and their families so that the lives of at-risk families residing in the East Central Neighborhood will be impacted in a healthy and culturally appropriate way.⁵

SIG Community Partners

The agencies and organizations listed in the table below are SIG community partners. Their participation will be studied in more detail during the second phase of the evaluation.

SIG Community Partners

Agency/Organization	Type of Participation
City of Spokane	In-kind space and facilities
Riverside School District	In-kind services, ROPES Course
New Hope Baptist Church, St. Matthew Baptist Church, Calvary Church	Encourage congregation members to participate
Retired Senior Volunteer Program	In-kind service delivery
Spokane Community Mobilization Against Substance Abuse	In-kind service delivery
Spokane Regional Health District	In-kind service delivery

School Partners

Five schools provide student and parent referrals to the SIG project. They are listed in the next table. Representatives from these schools are included on the SIG Advisory Board membership list, but not all attend the meetings.

⁵ Draft Mission Statement. Distributed in April 2000.

The table below contains the size of each participating school's total and minority populations, as well as the percentage of students eligible for participation in the free or reduced fee lunch program.

Schools Attended by East Central Neighborhood Students

School	Total Students	% Minority Students	% Eligible for Free or Reduced Fee Lunches
Grant Elementary	757	34%	90%
Sheridan Elementary	520	24%	76%
Chase Middle School	883	14%	29%
Sacajawea Middle School	875	11%	26%
Lewis & Clark High School	1,450	13%	NA

In 1995, over 25% of the Grant Elementary School kindergarten students did not speak English. This is a relatively new situation in Spokane. Over half of Sheridan Elementary's student body is considered transient, with some homeless. Speaking English as a second language or not at all creates a difficult learning environment, as do frequent moves and homelessness. These social characteristics create challenges for achieving success in school. The links to substance abuse are that students who experience academic failure have a greater likelihood of using, misusing or abusing substances.

School Survey

Spokane School District #81 was the only school district associated with a SIG site that chose not to participate in the Washington State Survey of Adolescent Health Behavior (WSSAHB). The district's Program Testing and Evaluation Department felt that the district had too many surveys already, the subject matter was too sensitive and invasive, and the survey would not provide useful information to the district. The School Board gave the project staff minimal approval, but no support, to administer the survey in autumn 1999. Two people working on the SIG project had to hand out notices of the survey to students as they got off the bus because the School Board would not let them notify students at school. The test was administered at the East Central Community Center, but results reflect a self-selection bias, low participation, and a poor attitude displayed by some students taking the test.

The Research and Data Analysis Division (RDA) of the Department of Social and Health Services publishes a county profile for Washington counties. It contains descriptive data on risk and protective factors for use in substance abuse

prevention planning, some of which is drawn from the WSSAHB. For purposes of the Spokane County Profile, RDA aggregated eastern Washington counties to provide WSSAHB data for the Spokane Region.⁶ The data does not reflect local conditions and was therefore of minimal use for local SIG staff when prioritizing risk and protective factors. SIG staff are encouraging the school district to administer the WSSAHB in at least one school in Autumn 2000.

Century 21 Grant

Five Spokane middle schools are participants in a Century 21 Grant. This grant provides after-school academic tutoring and mentoring, recreational activities, music lessons, field trips, and arts and crafts. Some informants were concerned that the school district wasn't referring kids to SIG programs because they wanted to keep them for the Century 21 program.

In a SIG Advisory Board Meeting, school district and SIG staff explained the purposes of their respective grants. While the Century 21 grant targets the same at-risk kids as SIG, its focus is on academics rather than substance abuse prevention. It became clear to meeting participants that the two grants' objectives are related, as early academic failure is a risk factor for substance abuse in later adolescence and adulthood. The district is serving 1,800 kids through the Century 21 Grant. While SIG is capable of serving only a small fraction of those 1,800 in SIG-funded programs, there remains a conflict in that SIG staff are competing for the same population at the same after school time.

SIG Advisory Board

With assistance from the ECCC, the local SIG project director established a SIG advisory board. According to the by-laws, the board's purpose is to advise and comment on all matters involving SIG and its programs. Representatives from the following entities were invited to participate:

- Local schools
- Spokane School District
- Faith community
- City of Spokane
- County Substance Abuse Advisory Board
- Higher education representatives
- Law enforcement personnel
- Neighborhood youth and their parents

When the local project director first appointed this board, several SIG staff members and Eastern Washington University practicum students expressed

⁶ Becker, L et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Spokane County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

concern about its composition. They felt that the board should be composed mostly of East Central residents, rather than administrators from the broader community. Likewise, they felt that there should be more people of color on the board. The project director reported that people of color were asked to join the board, but they did not attend the first few meetings. Concerns about local and diverse representation on the board were raised again at the April 2000 board meeting. Recently, the directors of the East Central Community Center and the Martin Luther King, Jr., Family Outreach Center (both women of color) made a commitment to call their community members again.

The April 2000 list of SIG Advisory Members includes 21 representatives from the following schools and agencies:

- Schools: Lewis & Clark, Grant, Sheridan
- Spokane School District 81 Student Services
- Faith Community: Full Gospel Mission and New Hope Baptist Church
- Spokane County Substance Abuse Advisory Board
- Higher Education: Eastern Washington University, Spokane Community College
- Law Enforcement: C.O.P.S. East and Neighborhood Resource Officer
- Youth from East Central Community Center and Martin Luther King Jr. Family Outreach Center
- Parent from East Central Community Center and Martin Luther King Jr. Family Outreach Center

SIG Project Description

Prioritized Risk and Protective Factors

Even before SIG, Spokane County used the risk and protective factor model when planning prevention services. The 1997-99 Spokane County Community Services Division's Plan is based on a community needs assessment and is organized by these factors.⁷ The DASA Spokane County Plan, March 1997, lists agencies, programs, and protective factors.

In 1999, Spokane County Community Services Division developed surveys on prevention and treatment needs. They distributed these surveys to a cross-section of the population, including schools, treatment agencies, prevention agencies, consumers, and the Community Mobilization Against Substance Abuse Task

⁷ Spokane County Community Services Division. 1997. County Needs Assessment in Support of a Service System for 1997-99 for Drug/Alcohol Prevention and Treatment. Unpublished.

Force. One hundred surveys were completed; results were similar to those found in RDA's Spokane County Profile.⁸

Risk factors that the Spokane SIG project is trying to reduce are as follows:

- Family management problems
- Alienation and rebelliousness
- Friends who engage in the problem behavior
- Early initiation of the problem behavior
- Favorable attitudes toward the problem behavior
- Low commitment to school

Protective factors that the Spokane SIG project is trying to enhance are as follows:

- Bonding
- Healthy beliefs and clear standards
- Development of relationships between community center staff, youth, and parents
- Opportunities for prosocial involvement
- Recognition – rewards for prosocial involvement
- Social competency

Target Population

All at-risk children in grades 4 through 9, their siblings, and parents residing in the East Central Neighborhood are eligible to participate in the SIG project. This includes students living in the neighborhood who attend one of these five schools: Grant Elementary, Sheridan Elementary, Chase Middle School, Sacajawea Middle School, or Lewis & Clark High School. The project aims to serve approximately 120-130 youth, their parents, and siblings.

Prevention Service Providers and Programs

Three organizations are funded to provide prevention services through SIG in the East Central Neighborhood:

1. East Central Community Center (ECCC)
2. Martin Luther King, Jr. Family Outreach Center (MLK)
3. WSU Spokane County Cooperative Extension Service

What follows is a brief description of each organization and the programs they provide.

⁸ Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Spokane County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Community Process and Start-Up Challenges

One interviewee summed up Spokane as a community that works under a “poverty and scarcity mentality.” According to several people interviewed, this encapsulates many challenges to those providing prevention services. Schools, agencies, churches, and ethnic groups tend to act in isolation with little effort of reaching out and collaborating with other groups. Spokane is in the early stages of developing a cooperative and collaborative system of services. Service providers face many challenges as the city becomes more diverse and the needs more complex.

The challenges facing this project are categorized below. The first category is overall project management, followed by issues related to each of the two community centers, MLK and ECCC. The last category is challenges experienced by the WSU Spokane County Cooperative Extension staff in implementing the Nurturing Program.

Project Management

Matrix Issues

Matrix approval and contractual delays took staff energy away from programs at the beginning of the grant. These delays made staff feel like they were scrambling to catch up.

Everest

Spokane did not participate in program evaluation via the Everest database during the first year of the grant. This was because of delays on the state’s part between training in database use and actual database activation, as well as a lack of initial training on the process of measurement scale selection.

Recruitment Challenges

Spokane is having a hard time finding senior mentors to work with adolescents. Seniors reportedly express interest, but then back away when they hear more about the program and the characteristics of the target population. Likewise, getting older youth to attend after-school programs is difficult; they want to have fun, not pay attention to the curriculum, according to one informant. Some of them have reportedly been diagnosed with attention deficit disorder, which reduces their ability to focus on a program for the entire period.

Hidden Costs

Implementing the grant cost more than anticipated. Training costs and administrative time requirements were beyond that anticipated in the original grant proposal. The project director used DASA Community Prevention Training funds to offset some of the training costs.

Management Challenges

Changes in anticipated project management personnel, role conflicts, resource allocation misunderstandings and communication difficulties created a potential threat to reaching the target population in the East Central neighborhood. The county hired a program coordinator on contract to coordinate the local SIG project. Conflicts regarding management style and decisions reportedly developed between the county and the program coordinator. SIG staff at the neighborhood centers developed divided loyalty, some supporting the county staff, others trusting the program coordinator under contract. Some staff members were not sure to whom they were accountable. Within six months, the contracted program coordinator resigned. At least one staff member and three Eastern Washington practicum students left, as well.

One result of this conflict is that staff morale declined. Another is that some contracted programs were not carried out as anticipated. This left portions of the targeted population unserved and one center with fewer prevention resources than staff expected. More time spent on planning, team building, and role clarification may have helped to reduce some of the conflict among staff members.

The Spokane Project Director has objected to some of these interpretations and has asked the evaluator to interview the directors of each of the community centers. These interviews will occur during the next phase of the evaluation.

Martin Luther King Jr. Family Outreach Center (MLK)

Martin Luther King Jr. Family Outreach Center (MLK) is a non-profit 501(c3) organization serving primarily youth and families of color. Spokane County Community Services has a long-standing relationship with this organization. Using DASA funds, the county contracts with MLK for the K-6th grade FAME prevention program. The program uses a curriculum to focus on identified risk and protective factors.

The MLK director resigned before the SIG programs began. This resignation may have been responsible for some of the staff misunderstanding the scope of the SIG project. Two MLK staff members were trained during October and November. They began networking in the community to solicit youth and mentors, but had not enrolled people in the program by February. The county considered this non-performance and considered canceling the contract with MLK and transferring services to the East Central Community Center. ECCC had resources and an active youth program before the grant started so they had no trouble attracting youth.

According to the local SIG project director, the Spokane County Community Services department director, together with staff, invited the interim director of MLK to discuss options of how to resolve what was considered to be non-performance. An agreement was reached with the interim director of MLK, the department director, and the director of East Central Community Center to

transfer the program to East Central. The two MLK staff members were to work under the guidance of ECCC Recreation Program Manager. The director of ECCC agreed to share space with the MLK staff to save their program. ECCC already had relationships with the catchment area schools, and they had sufficient space to accommodate the staff from MLK. ECCC agreed to assist MLK staff with recruiting and program implementation. A letter of agreement was developed and approved by all parties. The contractual budget was amended to reflect the changes.

MLK staff felt that their project had been pulled away from them and that they lost ground developing relationships with the community. They stated that they were beginning to make connections with community members to solicit both mentors and youth. Likewise, they had located a church that they felt would meet their program needs. While they felt that they learned some things while at ECCC, they felt that their program was compromised as a result of the shift.

According to the local SIG Project Director, without permission from the county, the SIG coordinator moved the two MLK staff out of the ECCC and into a local church where they planned to operate their program. A letter of agreement between MLK and Bethel A.M.E. Church was developed. This seemed to be the point where things began to break down among management and line staff. Staff resentments formed. MLK staff felt dependent upon, yet not particularly welcomed by, ECCC staff. One staff member from MLK expressed that she felt that ECCC was doing everything to make her program look good, but nothing to help MLK. Acquiring vehicles, supplies, and space for programs became an issue. There were misunderstanding about purchasing procedures and protocol for obtaining goods for the SIG project at MLK, both at the administrative and staff level. At one point, one staff member expressed extreme frustration trying to obtain goods through ECCC. She felt there was a lack of cooperation and partnership between them and ECCC. This staff person no longer works for the project. The new person in charge of the SIG program at MLK is an experienced community resource person who has worked with at-risk youth in the past, but he has not been involved in trainings for the various programs.

East Central Community Center (ECCC)

ECCC is a department of the City of Spokane. It has had an active after school K-6th grade program partly funded by DASA for some time. The program, based on risk and protective factors, has an alternative recreation component. The challenges facing the recreation manager at this Center were as follows: 1) to change her programs to implement best practice curriculum; and 2) to integrate high-risk teens, the MLK staff, and the Nurturing Program into the Center's Activities.

The YES Prevention Program, funded by DASA, serves youth K - 6th grades. The program required DSHS licensing to allow inclusion of kids in the 7th grade and older. The program manager, upon checking with DSHS about licensing,

learned that there is no licensing available so ECCC could not mix the older kids with the younger ones. This caused some delay in administering the program at ECCC.

Until January, the existing after-school program used several drug and alcohol focused curricula. These included Learning to Live Drug Free, Discovery, and the Edge. Alternative recreation activities rounded out the programs. The Best Practices training took place in January 2000. After training staff implemented new programs from the Best Practice curricula.

There was a perception by some staff from the Nurturing Program and from MLK that the recreation program manager had too much to do at ECCC and that she was not responsive to the needs of their projects. Both MLK and the Nurturing program staff were dependent upon ECCC for referrals, space, and some resources. They did not feel they were getting what they needed to succeed. Neither of the directors from MLK nor ECCC was interviewed, therefore their views are not reflected in this report.

WSU's Spokane County Cooperative Extension Service

The Spokane County Cooperative Extension applied for funding and was awarded a contract for parenting classes in the East Central Neighborhood during the 1997-1999 biennium. The program was funded with DASA funds. Previously, WSU/Spokane County Cooperative Extension had used the Family Focus program in the West Central Neighborhood. This program included one section of the Best Practice Nurturing program. The Cooperative Extension team liked the Nurturing Program and chose to implement it in the East Central Neighborhood under SIG. Because of previous involvement in the county, they became a natural partner in delivering a parenting program in the area.

Spokane County Cooperative Extension met its own challenges while implementing the grant. The parenting program required changes before it would fit SIG best practice criteria. The Extension staff had to gain credibility in a new neighborhood and they had to limit participants to SIG targeted populations. Thus, the Extension staff became dependent upon ECCC to get family referrals, but this relationship was not easily established.

Project Successes

Informants providing SIG-funded prevention programs showed dedication and enthusiasm for their work. Their foremost concern was for the children and families in their programs. In spite of the challenges in program implementation, they felt that the project was very worthwhile for program participants and the East Central Neighborhood. SIG programs give youth a place to go after school and they help families cope with daily challenges. At one of the SIG Advisory Board meetings, a single, working mother called the after-school programs at the community center a godsend to her and her son.

The local project director feels that the most significant change resulting from Spokane's involvement in SIG is the introduction of research-based or Best Practices Curricula. SIG funding allowed the county to hire additional staff and train service providers in research-based programs.

While the Spokane SIG project experienced management and program challenges, informants report that communication and team cohesiveness is improving.

East Central Community Center

The East Central Community Center now has thirty-five enrolled students from the District 81 area schools. The Center is currently expanding its facilities to accommodate additional youth and seniors into their various programs. As a consequence, the wing where the SIG teens were meeting is under construction. The Center will experience space problems until construction is completed in November 1, 2000. The program hours have changed due to construction limitations. The SIG teens are now meeting from 5:00 to 8:00 P.M. five days a week and from 5:00-10:00 during the summer. Attendance has improved since the hours were extended.

The following program activities are provided: Ropes Course, FAN, Media Literacy, Reading and Literacy, Mentoring and Alternative Recreation. Mentors for the Across Ages program are still being recruited. Drug-free dances are held in with the Martin Luther King's and the Libby Teen Center.

A few teen leaders began emerging and showing the success of the FAN program. Teens go to the local animal shelter to walk dogs as part of their community service requirement. Also, they are working at COPS East, the local community police station, pulling weeds, and serving food to residents at the Union Gospel Mission. During the summer months teens plan to paint one of the underpasses.

ECCC is working with the Master's Commission from the Harvest Christian Church to recruit mentors. By June 2000, there were twelve mentors who regularly came to the Center to work with youth. Youth and mentors self select each other. Mentors assist with homework, tutoring, playing pool, and playing in the gym. In addition, they serve as a friend to youth with whom they have partnered.

Martin Luther King Jr., Family Outreach Center

Currently, Martin Luther King Jr., Family Outreach Center has 15 of their projected 25 youth enrolled from the area schools. MLK is offering the FAN program and some Ropes Course activities. In addition, they are using the Social Competence Promotion Program, a social problem-solving module that is the youth component of the Across Ages Program. They have done Media Literacy, reading and literacy. A former SIG staff member started a community garden project involving elders, but that program was abandoned after her resignation.

MLK is working on the mentoring program. Currently, the main focus is alternative recreation to attract more youth into the program.

Spokane County Cooperative Extension

The Spokane County Cooperative Extension Nurturing Program is currently serving 12 of their project 36 parents and their teens. There are also provisions for childcare for the younger siblings. Parent recruitment was difficult due to the newness of the program and because of difficulty in obtaining referrals that were SIG eligible. Due to unexpected construction at East Central Community Center, the Nurturing Program had to find new space for their classes. They found space at a nearby church and are running two tracks of parenting classes. Parenting graduation celebrations took place on May 31 and on June 15.

Staff Training

During January and February, training occurred for the Nurturing Program; the FAN program, and Across Ages. Several seniors attended the Across Ages training. Due to some staff changes, particularly at Martin Luther King, additional staff trainings are required. County staff will work on further trainings during the coming months. One new staff member at ECCC traveled to Walla Walla for Across Ages training in June.

Conclusion

This review of the Spokane project is somewhat like a snapshot of a living organism that continues to change. When initial site visits were conducted in February, staff expressed much frustration with the program. There was some conflict among team members, confusion about roles and lack of agreed upon management styles. Program ownership was difficult for some members to achieve due to these problems. There was quite a bit of staff turnover this past year. While the Spokane project experienced numerous management and program challenges, it appears that staff are creating an organization with improved communication and more coordinated delivery of services.

It appears that the training needs listed by interviewees several months ago are still relevant. Additional training may facilitate smoother collaborative efforts among the partners. The following training needs were suggested by those interviewed:

- Customer service (how to treat potential clients and volunteers)
- Diversity training for staff covering all sorts of diversity, not just ethnic.
- Staff training for specific curriculum
- Team building for SIG staff and partners

Some informants feel that the community does not fully embrace the concepts of interagency cooperation and collaboration. Much work needs to be done at all

levels of government, schools, and private agencies to bridge the gaps in service delivery to the target population.

In spite of all the challenges, the SIG team initiated some new programs, and enrolled youth both at the East Central Community Center and Martin Luther King, Jr., Family Outreach Center. Recently, the SIG team partners and staff participated in a SIG team retreat. According to the project director's latest report, all partners are now successfully working together. There is a commitment by all team members to support each other and to work together. All SIG team members agreed to observe the following behavior and attitude guidelines during interactions with each other and the community members:

- Be honest
- Seek understanding
- Challenge with passion not poison
- Be willing to change
- Stay in conversation
- Separate fact from opinion
- Treat people the way you want to be treated
- Treat people the way they want to be treated
- Commitment to collaborate
- Win-wins vs. win-lose
- Model behaviors to community
- Look at what's working, make connections

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 Spokane's SIG project, seven items will be important during Year 2:

1. Continued implementation of prevention programs.
2. 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 surveys.
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 East Central Neighborhood's area 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 Objectives⁹

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.

⁹ Governor's Substance Abuse Prevention Advisory Committee. 1999. *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, WA: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

Appendix B: Methods

Information Sources

Interviews

Taped interviews were conducted with lead agency contacts, as well as prevention service providers, graduate students and community members. Interviewees were informed at the beginning of each interview that the audiotapes were confidential, were for the purpose of ensuring accuracy, and would be erased as soon interview results were compiled. Questions were based on an interview guide, as well as related topics that arose during the interviews. The evaluation team modified the interview guides based on feedback from initial use.

Document Review

- a. Proposal: The Spokane County proposal for the Washington State Incentive Grant proposal was used as the primary source for contacts, needs assessment, resources, risk and protective factors, target population, local site information and plans for addressing risk factors.
- b. 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 project director and the SIG state project director. Matrices were used to guide inquiry into risk and protective factors, target populations, and selected programs.
- c. Department of Social and Health Services, Budget Division, Office of Research and Data Analysis. 1996. *County Data Report, Fiscal Year 1994*.
- d. Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Spokane County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.
- e. Spokane County, Community Services Division. 1997. *County Needs Assessment in Support of a Service System for 1997-1999 for Drug/Alcohol Prevention and Treatment*.
- f. Spokane County Community Services Division. *1999-2001 Biennium, Phase I Process Narrative, County Prevention and Chemical Dependency Needs Assessment*.
- g. Spokane County Head Start/ECEAP and Early Head Start. 1999. *Community Resource Directory*.
- h. Brochures from the Spokane Area Convention and Visitors Bureau.
- i. Spokane Area Convention and Visitors Bureau Website:
www.visitspokane.com.

- j. Meeting minutes for the County Substance Abuse Task Force and the SIG Advisory Board.
- k. Community Partnership Survey.

Observations

- a. Tour of East Central Neighborhood
- b. Martin Luther King Jr. Family Outreach Center
- c. East Central Community Center
- d. City of Spokane

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. Spokane SIG staff completed the survey as requested.

Accessing Informants

Key Informants: Initial informants were identified through the Spokane SIG funding application.

Snowball Sampling Strategy: Key informants were asked for names of community members who could provide insight into the Spokane SIG Project'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. Additional categories were added, as it became apparent that they were of importance to the SIG community grantees.

Appendix C:
Substance Abuse Task Force Responsibilities

1. Hold public hearings to solicit input from Spokane County citizens, service providers and consumers regarding needs and priorities for substance abuse treatment and prevention services. Recommend priorities and service level deliveries.
2. Review applications for funding that have been submitted to the department.
3. Review and comment on the department plan for substance abuse/prevention services.
4. Review budget material that has been submitted to the department with applications.
5. Review reports of contracted services to evaluate annual performance.
6. Perform other duties within the scope of the RCW as may be assigned by the Board of the County Commissioners Review reports of contracted services to evaluate annual performance.
7. Perform other duties within the scope of the RCW as may be assigned by the Board of the County Commissioners.

Appendix D:
Spokane County Contractors for
Substance Abuse Prevention Services

Spokane County purchases prevention services from the following agencies:

Contractor	Prevention Service
Children’s Home Society	Parent support program
East Central Community Center	YES Prevention program for K-6 th grades
Martin Luther King Jr. Family Outreach Center	FAME Prevention Program for K-6 th grades
Peaceful Valley Community Center	Prevention program for K-6 th grades and teen prevention program
Spokane Regional Health District	Project Assist and peer education
Transition Program for Women/Transitional Living Center	Life skills program for homeless women; prevention program for children
WSU Cooperative Extension	Parenting Program: Strengthening Families
West Central Community Center	K.A.R.E. Prevention Program for K-6 th grades
YWCA Spokane	Prevention program for children who are homeless and are enrolled in District 81 schools K-6 th grades
YMCA of Spokane	Middle school after-school program at Northwood Middle School

