



# **Toppenish Police Department, Yakima County Washington State Incentive Grant 1<sup>st</sup> Year Community-Level Evaluation 1999-2000**

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## **Executive Summary**

Toppenish Police Department is one of eighteen Washington State Incentive Grant (SIG) community grantees. Eight-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 youths.

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

## **Challenges**

Toppenish is a small town with a population of 7,940 in eastern Yakima County. It experienced a rapid cultural shift from a majority white population in the 1980s to a majority Hispanic population during the 1990s. The town is located on the Yakama Indian Nation Reservation. Part of the only federally designated Northwest High Intensity Drug Trafficking Area (HIDTA) in eastern Washington, Toppenish experiences easy availability of drugs and drug arrest rates are more than four times the state average for ages 10-17.

## **Prevention History**

Prior to SIG, prevention services were primarily provided through the Toppenish School District in conjunction with Merit Resource Services, an outpatient treatment and prevention service, and the Toppenish Police Department. Substance abuse prevention has been addressed by Intervention and Prevention Specialists and Student Resource Officers (SROs), and is included in the work of Toppenish High School's Peer Health Experts and Peer Counselors. Parenting classes that include substance abuse prevention education have been taught by the Yakima Valley Farm Workers Clinic in Toppenish and by the Central Washington Comprehensive Mental Health Program in Yakima. Although each segment of Toppenish's prevention services has been well planned, what was lacking before SIG was the coordinated, city wide planning, provision, and program effectiveness monitoring of substance abuse prevention services.

## **Successes**

Funding for recreation classes, a mentoring program, a home visitation program, parenting classes, and a tutoring program at Garfield Elementary School was provided during this first year of Toppenish's State Incentive Grant.

At the end of SIG's first year, the most visible evidence of Toppenish's progress is the Safe Haven building, acquired and remodeled using city funds. SIG provides maintenance and operating funds for the building, which has room for several social service offices. Social services located within Safe Haven have gained improved access to each other for purposes of service coordination and referrals. The office space provided by Safe Haven attracted several new service agencies to town. In addition to formal social services, Safe Haven provides a safe and drug-free place for children after school and space for computer and recreation classes.

Safe Haven helped the city qualify for designation as a United States Department of Justice Weed and Seed site. This designation made the city eligible to apply for funding from several other sources. Thus, Toppenish has already used the State Incentive Grant to leverage funds, that is, to create eligibility and apply for additional funding based on previous awards and achievements.

# Toppenish, Yakima County Baseline Community-Level Evaluation

## Introduction

### What is the Washington State Incentive Grant?

The city of Toppenish and the Toppenish Police Department are 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. 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 for 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 goals 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 detail in Appendix B. Primary methods of data collection were interviews and reviews of the grantee application and other documents.

This document is a baseline community-level evaluation report, examining the history of substance abuse prevention efforts in Toppenish within the last decade, the community's partnership efforts, and their initial challenges and successes in prevention services for youth. Reports are provided as feedback on Toppenish's efforts to date and as a record of those efforts for state and federal funding agencies. Future reports will include discussions of program effectiveness, community partnerships, and plans for continued funding beyond SIG.

### **What challenges does Toppenish experience?**

David Hawkins, Richard Catalano, and others at the University of Washington developed a research framework about the community, school, family, peer, and individual factors that either increase the likelihood that a child will someday abuse substances or that help will lessen the impact of those risks. Those factors 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. Toppenish's social challenges are categorized in Appendix C by risk and protective factors related to substance abuse.

Financial and crime indicators for the city of Toppenish reflect the population's limited employment opportunities, low education levels, relatively easy access to illegal drugs, and social and health services that are limited in number and focus.

Toppenish is a rural area with an employment base that is primarily agricultural; wages are low and benefits are limited. In 1990, only 45% of the town's residents had a high school diploma or GED.

High poverty rates result from minimal education and low wage jobs with few benefits: nearly a third of Toppenish residents lived at or below the federal poverty rate in 1990.<sup>1</sup> The availability of illegal drugs is not an unusual characteristic of towns similar in size to Toppenish's 7,940 population. However, Toppenish is the southern point in Eastern Washington's only federally designated High Intensity Drug Trafficking Area, an acknowledgement of its geographic and cultural situations.

Attracting and maintaining social and health resources in a town the size of Toppenish is difficult. Toppenish lacks an adequate population within a reasonable travel distance in order for most services to be profitable. And people with the education and skills needed to be social and health care professionals expect salaries or a lifestyle that are unavailable in Toppenish.

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<sup>1</sup> Yakima Valley Council of Governments; "City of Toppenish Census Figures for 1990;" <http://www.yvcog.org/to.html>

An additional challenge faced in providing services in Toppenish is that of finding staff that are bilingual in Spanish and English, a requirement due to the large Spanish-speaking population. While social and health services are available fourteen miles to the north, in Yakima, public transportation is limited to a van for those with medical appointments.

A further challenge faced by the town is that of promoting a sense of community for its citizens. Relatively small changes in population size disguise the last decade's high migration rates. The town's ethnic makeup has changed in the last fifteen years from a majority white population to over 70% Hispanic. Between 1991 and 1996, the number of Hispanic schoolchildren increased by 36% (from 1,883 to 2,560), while the number of white schoolchildren declined by 34% (from 528 to 349).<sup>2</sup>

Assuming this pattern is consistent with that of the larger community, Toppenish's cultural composition has shifted markedly in the last decade. Informants reported that people of Hispanic origin who live in Toppenish now are primarily year-round residents, as opposed to years past when the majority worked as migrant laborers. Language barriers often exist for new immigrants, making access to skilled employment, educational services, and social and health care services more difficult. The loss of old residents and the acquisition of new imply a shift in the familiar for everyone, both old-timers and newcomers. Changes in community character are inevitable as new faces replace well known and new ways of doing things influence or overwhelm the old.

This report is an overview of the city's history of attempted solutions to these challenges, focusing on substance abuse prevention, and the opportunities to address challenges resulting from the city's participation in SIG.

### **How did Toppenish come to apply for State Incentive Grant Funds?**

There is a history of seeking outside funding for city and social services in Toppenish. Nearly unique to small towns, the Toppenish Police Department has taken the lead in seeking funding for many services, including community policing, school resource officers, support for reduction of gang activity and restoring neighborhoods, and job skills training. They have partnered with the Parks and Recreation Department in some of these funding efforts.

The history of Toppenish's SIG application process is an example of the role of interpersonal and inter-governmental relationships in the delivery of prevention services. The Toppenish Police Department, the Toppenish School District, and the Yakima County Substance Abuse Coalition formed a partnership in 1998.

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<sup>2</sup> Yakima County Data Cooperative; "Yakima County Public School Enrollment by Ethnicity 1991-1996," <http://co.yakima.wa.us/gis/SchoolEnrol/enrolldata2.html>

Their purpose is to bring youth-oriented, safe, drug-free, and gang-free activities to Toppenish.<sup>3</sup>

The director of Yakima County's substance abuse prevention coalition, Ester Huey, contacted Toppenish, along with other towns in Yakima County, when the opportunity for SIG funds was announced in the spring of 1999. Ms. Huey and representatives from several towns attended a session, hosted by the Washington State Division of Alcohol and Substance Abuse, where the grant's purpose and application requirements were explained.

Toppenish's Assistant Chief of Police, Kelly Rosenow, recognized in SIG the opportunity to gain maintenance and operating expenses for the centralized social service building that the city was considering purchasing. He anticipated that services provided in the building would include substance abuse prevention programs and a safe and drug-free location for youth after school.

The building would also meet the requirement of another goal the Police Department was seeking, that of designation as a United States Department of Justice Weed and Seed Site. Such a designation would make the city eligible to apply for funding from a number of sources for purposes of reducing gang activity, providing parenting, leadership, and recreation classes, and neighborhood improvement.

Assistant Chief Rosenow sought and received approval from the City Manager, James Southworth, to proceed with the SIG application. Project Change, a community development organization created and funded by the Centers for Disease Control, was hired to write the SIG proposal. The school district provided signed consent to participate in the Washington State Survey of Adolescent Health Behavior (WSSAHB), which was a SIG requirement. Community prevention partners met on January 27<sup>th</sup>, 1999, and agreed to provide letters of support.

These partners included the following:

- Yakima County Department of Grants Management, Yakima
- Eileen Beiersdorf, Toppenish School District Superintendent of Schools
- Merit Resource Services, Toppenish
- AJ Consultants, Yakima
- Central Washington Comprehensive Mental Health, Yakima
- Yakima Valley Farm Workers Clinic, Toppenish
- Northwest Community Action Center, Toppenish
- Yakima Valley Community College, Yakima
- Planned Parenthood of Central Washington, Yakima

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<sup>3</sup> Toppenish Police Department; "Community Policing Programs;" <http://www.toppenishpolice.org/pg000003.htm>

The proposal underwent a challenging review process and was chosen 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 Toppenish as one of the eighteen grantees. Governor Gary Locke announced awards for Toppenish and the other SIG communities in June 1999.

### **What was happening in Toppenish prevention prior to the SIG?**

Prior to the State Incentive Grant, prevention services were primarily provided through the Toppenish School District's Intervention and Prevention Specialists, provided by Merit Resources, the Readiness to Learn program, and the Toppenish Police Department's Student Resource Officers. Toppenish High School's Peer Health Experts and Peer Counselors have also addressed substance abuse prevention. Below are some details about each of these substance abuse prevention venues.

- Merit Resource Services provides substance abuse outpatient treatment, prevention and referral services. The Toppenish School District has contracted with Merit Resources for nearly ten years. Merit Resources provides intervention and prevention specialists. These specialists meet with students deemed at risk of using, misusing, or abusing substances. They assess student issues, provide counseling, and/or refer these students to other services. Merit Resources is contracted to provide the parenting program, *Preparing for the Drug-Free Years*, for the Toppenish SIG.
- The Readiness to Learn program has been active in Toppenish for at least seven years. It is directed toward the needs of at-risk children and provides one-on-one services for school children, as well as assisting the children's families to needed services. The program aims to insure that children's basic survival needs are met so that, when they arrive at school, they are not distracted from learning by hunger, lack of adequate clothing or school supplies, or disruptive home situations, including those where substance abuse plays a role. The Readiness to Learn case manager in the middle school, Julie Valdez, was raised in Toppenish and has children of her own in school. Her caseload runs between forty and fifty children.
- Classes are taught in the schools by uniformed police officers, known as school resource officers (SROs). Class topics include citizenship, substance abuse prevention, and behavior-related issues.<sup>4</sup> The presence of the SROs in the schools provides important avenues for youth to gain familiarity with police officers as people and to access someone for assistance with behavioral issues. Several serious problems have been avoided when students contacted the SRO upon hearing of other students planning a harmful and/or illegal activity.

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<sup>4</sup> Toppenish Police Department. 1999. Toppenish Police Department 1998 Annual Report. Toppenish, WA: author.

- Toppenish High School has Peer Health Expert and Peer Counselor programs, where teens are trained to provide guidance to their peers regarding basic health issues, including substance abuse. Doris Dorr, the health teacher, supervises the Peer Health Experts and the Peer Counselors, and she provides a leadership class. Outside the schools, parenting classes that include substance abuse prevention education have been taught by the Yakima Valley Farm Workers Clinic in Toppenish and by the Central Washington Comprehensive Mental Health Program in Yakima. These bilingual and bicultural classes have had positive results through their focus on problem solving around child raising issues.

Although each segment of Toppenish's prevention services was well planned, lacking was the coordinated, citywide planning, provision, and program effectiveness monitoring of substance abuse prevention services. One of SIG's community-level goals is to bring about system change through community partnerships that will coordinate prevention services. Signs of movement toward this goal include bringing social services together under one roof and holding community prevention partners' meetings.

### **What has happened since Toppenish received the State Incentive Grant?**

There are three immediately visible results of Toppenish's receipt of the State Incentive Grant. All center on the new multi-service center, known as the Safe Haven. The first visible result is the acquisition and remodeling of the building itself. The second is the presence of numerous schoolchildren rushing to the building to claim a computer, play with toys and games, or to shoot hoops in the fenced area south of the building. The final visible impact of the grant is the siting of offices for multiple social service agencies within the Safe Haven building.

The Safe Haven building was purchased by the city of Toppenish. Part of Toppenish's SIG funds provides operating and maintenance funds. Before Safe Haven even opened, it was used to provide job skills training and experience. The run-down, graffiti covered concrete block building was remodeled by the Fort Simcoe Job Corps, a vocational-technical school, with the assistance of some Toppenish Correctional Facility work-release prisoners.

Safe Haven is located near one of the elementary schools and the middle school. Children begin filling the computer room, with its eight computers around three walls of the room, as soon as school is dismissed. One person observed that the hum of chatter heard from the children in the computer room was just right – not out of control, not bored, just having fun. Children sign in and out at the front desk. No drugs or weapons are allowed by building users. The building is off-limits to schoolchildren during school hours. Observation of children using computers found a few high school students working on their final project, elementary and middle school children playing games, and some just exploring



how to use a computer. High school tutors hired to help in the computer room are gaining experience in teaching computer skills and monitoring behavior. The presence of the multiple social service agencies now located within Safe Haven is an example of need, opportunity, and networking. For example, the Yakima Valley Farm Workers Clinic has reportedly worked closely with the schools in years past, but has not seen the need or opportunity to work closely with the city. Now, due to the space available in the Safe Haven building, the clinic has begun working more closely with the city of Toppenish. The timing was right: the clinic needed more room and the city had it to provide, as a result of Safe Haven. Celisa Brown of Project Change informed them of the opportunity. Her office used to be next door to the Clinic and she knew some of the people working there. They told Celisa that more space was needed for some of the social services they offer, and Celisa let them know about the space available in Safe Haven.

Having so many services under one roof provides the opportunity for coordination of services and reduces the problem of access to services. When a client needs to be referred to another service, they can simply walk down the hall instead of having to travel all the way across town or to Yakima. In addition, if the person they need to meet with is available, they can talk to them or make an appointment immediately. The close physical presence of staff from so many agencies creates opportunities for coordinating services, but also presents ethical challenges regarding client confidentiality. It is anticipated that these challenges will take significant time and effort to address satisfactorily.

Some of the social service agencies located within Safe Haven have never had offices in Toppenish before. These include the YMCA, the Casey Family program, and Central Washington Comprehensive Mental Health. Their main offices are in Yakima, about eighteen miles north of Toppenish. The overall Casey Family program provides permanent planning services for children and families, such as adoption, long-term foster care, kinship care, guardianship, and family reunification.

In Toppenish, the Casey Family program offers the Native American Kinship Care program. This is a new service, designed to build a collaborative service network with other service providers for children who are cared for by kin within the Yakama Nation ceded area. Through this service network, they hope to prevent non-kinship, out-of-home placement for Indian children. Kinship care is defined within the booklet describing the Native American Kinship Care program as care provided by relatives, members of tribes and clans, godparents, stepparents, or any adult who has a kinship bond with a child.

The other two agencies with offices within Safe Haven are branch offices of local social service agencies. These include the Northwest Community Action Center, an affiliate of the Yakima Valley Farm Workers Clinic, and Project CHANGE, a community change facilitation organization focusing on the prevention of teen

pregnancy and opportunities for youth. Substance abuse prevention programs offered at the Safe Haven include Tutoring, Home Visitor, Mentoring, Preparing for the Drug Free Years, and recreation programs.

A brief description of the programs and how their effects will be measured is provided below.

### ***Tutoring***

Three changes are expected from the tutoring program in the short run: improved math and reading scores and general academic performance, reduced dropout rates, and reduction of antisocial behavior. Two of these anticipated changes can be measured using risk factor scales through the Everest database: academic performance and antisocial behavior. Dropout rates cannot be measured through Everest. Toppenish is measuring academic performance and dropout rates by the comparison of Tutoring program attendance rates with academic records maintained on computer by the school district. Group reports will then be generated. This method is already being used for purposes of a different project, so the system to generate these reports is already in place.

Antisocial behavior will probably be measured by asking teachers for brief reports on children who have attended the tutoring program consistently or for a yet-to-be-determined percentage of sessions. The State Incentive Grant is providing financing for five high school tutors to assist with the Tutoring program. Not only have improvements in grades, and attitudes been noted by teachers of students participating in the Homework Club, as the Tutoring program is called, but an unanticipated effect has also occurred: some of the high school age tutors are expressing an interest in teaching as a profession.

### ***Home Visitor***

Project CHANGE is providing the Home Visitor program. There are four immediate changes expected from this program: increased participation in parent training; increased participant knowledge of available services; improved family functioning and community involvement; and increased at-risk youth participation in prevention activities. How these changes are to be measured will be determined after a provider for this program is hired. As of March 2000, a home visitor had yet to be hired. Finding someone to fill the position has been difficult. Job requirements include local residence and competency in both English and Spanish. Interviews are scheduled with promising candidates.

### ***Mentoring***

Scales from the Everest database will be used to measure some of the effects of the mentoring program. For example, one of the three anticipated immediate changes associated with the mentoring program is to increase participants' knowledge about the effects of alcohol, tobacco, marijuana, and other drugs. This change can be measured using the "Perceived Risks of Drug Use" risk factor scale

in Everest. Even though mentoring participants begin on different dates, the same date can be used in Everest for all the pre-tests. The same can be done for post-tests, using, for example, the end of the school year as the date on the post-tests, regardless of their actual completion.

The anticipated change of an increase in a participant's self-confidence will require finding a self-confidence scale or creating a set of indicator criteria for self-confidence (e.g., participant speaks up more readily in-groups). The final anticipated change, decrease truancy among the participant group, will require asking the school to examine attendance records for mentoring program participants.

### ***Preparing for the Drug-Free Years***

Immediate changes expected from participating in the parenting program, Preparing for the Drug-Free Years (PDFY), are that participants will improve their knowledge about the effects of alcohol, tobacco, marijuana, and other drugs; increase their parenting skills; and increase bonding within their families. Risk or protective factor scales that measure these three items in adult populations will need to be found. They can then be used in the Everest database. If PDFY has an original instrument associated with it that is in the appropriate format for Everest, it can be used in addition to risk and/or protective factor scales.

PDFY was scheduled to begin in late January, but only two participants signed up. This was after extensive notifications to teachers of 4<sup>th</sup>-6<sup>th</sup> graders, social service case managers, migrant parent families, and notices in the newspapers. When such a poor turnout occurred, Ms. Brown spoke with acquaintances at the Yakima Valley Farm Workers Clinic, who had experience providing programs for new parents. She asked them how to improve participation rates. They told her that there are a number of problems with the PDFY program:

- PDFY is not translated into Spanish, when over 70% of Toppenish's population is Hispanic and many that are in need of services speak English as a second language, if at all.
- PDFY assumes a higher level of concern than actually exists in the target population about the issue of substance abuse prevention.
- PDFY assumes a level of education and parenting skills beyond that of the target population.

PDFY is similar to a parenting skills program that the Yakima Valley Farm Workers Clinic presents, that is, *Los Ninos Bien Educados*. The only section that is missing is that on drug resistance education. Ms. Brown stated that it would be nice if that section of PDFY could simply be translated and incorporated into the Clinic's program, but she realizes that changing the PDFY program from the original design is likely to result in a re-negotiation of the SIG contract. Ms. Brown is also checking with Merit Resources, a substance abuse treatment center

in Toppenish, as a referral and recruitment advice source. She is doing research into ways to improve the likelihood of program attendance, asking if people need transportation or changes in program dates and times.

### ***Organized Recreation Activities***

The two anticipated immediate changes that will be expected from participation in organized recreation activities are improvement in social skills and bonding to pro-social adults. Measuring these two changes can be accomplished through the Everest database using scales from the Communities that Care survey.

There are two challenges to measuring change resulting from structured recreation activities. The first is that individual recreation activities, such as a three session weekly sewing class, are limited in length, so that measurable changes are unlikely. Participation in multiple structured recreation activities may result in measurable changes, but ensuring the same participants for a pre-test in the fall and a post-test in the spring (or at the beginning and end of summer) is difficult. Toppenish's intended plan for meeting these challenges is to keep attendance at each recreation activity in a common database. Participants in an initial time period will be given the same pre-test, regardless of which activity they attend (using the school year as an example, pre-tests will be given to all participants who attend activities during September and October). The test will be short in keeping with the nature of recreation activities.

This batch of pre-test data will be entered into Everest under the same date, regardless of when the test was actually given (this is an Everest requirement in order to allow reports to be generated that refer to the same group of participants). Then, participants finishing up activities during a final time period will be given the same test as a post-test (again using the school year, post-tests will be given to all participants attending all activities ending in April and May). Only those participants who took a pre-test will have post-test data entered into the Everest database, which requires a pre-test in order for post-test data to be entered.

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

The first year of SIG funding is now complete. The Safe Haven building has been remodeled and is open for business. Social service agencies have moved into their Safe Haven offices and are learning to coordinate services while still respecting client confidentiality. Students are learning computer skills, experiencing a safe and drug-free environment, and enjoying recreation programs at the Safe Haven. They are learning life skills and having worry-free fun. The tutoring program is well organized and running smoothly; students, teachers, and parents report positive results. The home visitor program was delayed due to difficulty finding a suitable person to deliver services. Recruiting parents to participate in parenting classes was more difficult than originally anticipated. This led to a late start-up date. Contributing to the delay was the need for a more culturally appropriate program than was originally selected.

So the prevention programs funded by SIG have begun, and the Safe Haven remodeling is complete. SIG's contribution to Safe Haven has already been leveraged into Toppenish's federal designation as a Weed and Seed site. 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:** 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:** changes occurring in program participants, 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.

Toppenish is one of the three SIG community projects selected as intensive sites. Evaluators will spend more time at these sites and seek more in-depth information on community-wide prevention planning. The other two intensive sites are the North Thurston School District and the Swinomish Tribe. The three sites may be asked to participate in evaluating local effects of the state-level system changes occurring as part of SIG. A long-term evaluation plan, beyond the scope of the present evaluation, includes comparison of WSSAHB results from the intensive sites with those from demographically similar sites that have not participated in SIG. The comparison site for Toppenish is Sunnyside, also in Yakima County.

For Toppenish, 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 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 Toppenish School District's 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 Prevention Plan* (see Appendix A).

## **Appendix A:**

### **Community-Level Goals and Objectives<sup>5</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>5</sup> Governor's Substance Abuse Prevention Advisory Committee. 1999. *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, Washington: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

## **Appendix B: Methods**

### **Information Sources**

#### **Interviews**

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

#### **Document review**

- a. Proposal: The City of Toppenish and Toppenish Police Department'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.
- b. Matrices: Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in the Community-Based Prevention Action Plan Implementation Matrix, created by the Toppenish Police Department, as lead agency, and the State Incentive Grant administrative staff. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- c. Websites:
  - Toppenish Police Department; "Community Policing Program;" <http://www.toppenishpolice.org/pg000003.htm>
  - Washington State Office of Financial Management; "1999 Data Book, Yakima County Profile;" <http://www.ofm.wa.gov/databook/county/yaki.htm>
  - Washington State Association of Counties information page on Yakima County: <http://www.wacounties.org/wsac/info-39.htm>
  - Confederated Tribes and Bands of the Yakama Indian Nation; "Yakama Indian Nation Economic Development;" <http://www.wolfenet.com/~yingis/web.html>
  - Yakima County Data Cooperative; "Number of Children by School District 1991-1996;" <http://co.yakima.wa.us/gis/SchoolEnrol/enrolldata.html>



- Yakima County Data Cooperative; “Yakima County Public School Enrollment by Ethnicity 1991-1996;”  
<http://co.yakima.wa.us/gis/SchoolEnrol/enrolldata2.html>
  - Yakima County Data Cooperative; “Youth Residence Suicide Deaths, Yakima County, Ages 0-17;”  
<http://co.yakima.wa.us/gis/MCHealth/suicide.htm>
  - Yakima County: “Information Page;”  
<http://www.pan.co.yakima.wa.us/about.htm>
  - Yakima Valley Council of Governments; “City of Toppenish Census Figures for 1990;” [www.yvcog.org/to.html](http://www.yvcog.org/to.html)
- d. Local documents reviewed include the *Toppenish Police Department 1998 Annual Report* and a draft of the *Toppenish Community Resource Guide*. The Police Department report was written for the Toppenish City Manager, Mr. James Southworth. It contains statistics compiled in accordance with the Uniform Crime Reporting standards recommended by the Federal Bureau of Investigation. Additional contents are 1998 Accomplishments and Highlights and descriptions and photos of the Department’s divisions and their activities. The Toppenish Community Resource Guide is a new publication containing a list of current and potential human service agencies, followed by a list of desirable but unavailable services in Toppenish. Selected survey results from the 10<sup>th</sup> grade Developmental Asset Survey are included to provide a sense of the great need for youth and family-oriented services.
- e. Other documents supplied by interviewees for review: an overview of the State Incentive Grant project in Toppenish; a description of the Safe Haven, a multi-service center operated and maintained with State Incentive Grant funds; a series of memos and letters documenting the Washington State Incentive Grant application process in Toppenish; the original notes from meetings where the grant application process was discussed; and a process log maintained by the local project director. The process log is a record of informal meetings and conversations about the SIG project.
- f. Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Yakima County*. Olympia, Washington: Department of Social and Health Services, Research and Data Analysis Division.

### **Observation**

- Safe Haven building during remodeling, beginning January, 2000
- Garfield Elementary School Tutoring Program, February 16, 2000
- Weed and Seed Board Meeting, March 16, 2000
- Toppenish City Council Meeting, April 24, 2000
- Safe Haven building Grand Opening, April 25, 2000

### **Sub-recipient Survey**

COSMOS Corporation designed the Sub-recipient Survey under contract with the Center for Substance Abuse Prevention (CSAP). The survey is part of CSAP's cross-site evaluation. It is intended to document prevention activities semiannually. Questions are asked about 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. This was completed in March 2000.

### **Accessing Informants**

- a. Key Informants: Initial informants were identified through the City of Toppenish and Toppenish Police Department SIG proposal.
- b. Snowball Sampling Strategy: Key informants were asked for names of community members who could provide insight into community problems and/or their solutions.

### **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

Domain	Risk Factors	Toppenish Challenges	Addressed by SIG?
Community	Availability of substances	<ol style="list-style-type: none"> <li>1. High levels of drug trafficking (HIDTA designation)</li> <li>2. Alcohol violation arrests for adults are nearly 2.5 times the state rate</li> <li>3. Drug-related arrests for ages 10-17 are three times the state rate</li> </ol>	Yes (anticipated long term outcome of prevention programs)
	Low neighborhood attachment, community disorganization	<ol style="list-style-type: none"> <li>1. Adults are registered to vote at 2/3 the state rate</li> <li>2. Adequate, affordable housing shortage forces house sharing</li> <li>3. Property crime arrest rates for ages 10-14 are more than twice the state rate</li> <li>4. Absentee landlords</li> <li>5. Migrant workers forced to move so frequently that schools have automatic record transfer system established for some</li> </ol>	Numbers 3 and 5: Yes (increase neighborhood attachment through recreation programs) Numbers 1, 2, and 4: No (some of the housing issues will be addressed through Weed and Seed project)
	Extreme economic deprivation	<ol style="list-style-type: none"> <li>1. Nearly 1/3 live at or below federal poverty level, compared to 10% of state</li> <li>2. Limited living wage employment opportunities result in 50% of state average earnings</li> <li>3. Requests for state assistance are over three times that of the state</li> </ol>	Partially (easing access to services by creating office space for social services in Safe Haven building)
School	Academic failure	<ol style="list-style-type: none"> <li>1. Problems with English as a second language and high mobility rates contribute to 65% of students tested scoring in lowest quartile on standardized tests</li> <li>2. School dropout rate nearly 1.5 times that of state rate</li> <li>3. Adults age 25 and over lack high school diploma or GED at twice the state rate</li> </ol>	Numbers 1 and 2: Yes (through tutoring, mentoring, and recreation programs) Number 3: Yes (anticipated long term effects of these programs)
	Lack of commitment to school	<ol style="list-style-type: none"> <li>1. Suspension rate of 240 per 1000 students</li> <li>2. School dropout rate nearly 1.5 times that of state rate</li> <li>3. Adults age 25 and over lack high school diploma or GED at twice the state rate</li> </ol>	Numbers 1 and 2: Yes (through tutoring, mentoring, and recreation programs) Number 3: Yes (anticipated long term effects of these programs)



Family	Favorable parental attitudes and involvement in problem behavior	<ol style="list-style-type: none"> <li>1. Alcohol violation arrests for adults 2.5 times the state rate</li> <li>2. Adults age 25 and over lack high school diploma or GED at twice the state rate</li> </ol>	<ol style="list-style-type: none"> <li>1. Yes (anticipated long term outcome of home visiting prevention programs)</li> <li>2. Yes (anticipated long term outcome of tutoring &amp; mentoring programs)</li> </ol>
	Family management problems	<ol style="list-style-type: none"> <li>1. Rate of children living away from home is nearly 1.5 times the state rate</li> <li>2. Child abuse and neglect referrals are nearly three times the state rate</li> </ol>	Yes (anticipated long term outcomes of home visiting and parenting programs)
Peer/ Individual	Friends who engage in the problem behavior	Drug-related arrests for ages 10-17 are three times the state rate	Yes (anticipated long term outcomes of prevention programs)
	Alienation, rebelliousness, and lack of social bonding	Suicide and suicide attempts are slightly elevated over state rate	Yes (anticipated long term outcomes of prevention programs)
	Early and persistent antisocial behavior	<ol style="list-style-type: none"> <li>1. Drug-related arrests for ages 10-17 are three times the state rate</li> <li>2. Suspension rate of 240 per 1000 students</li> <li>3. Property crime arrest rates for ages 10-14 are more than twice the state rate</li> </ol>	Yes (anticipated short and long term outcomes of prevention programs)

*Note:* Data for Appendix B are from the Toppenish SIG Proposal and interviews with key informants.