



Educational Service District 123, Benton County Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

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Executive Summary

Educational Service District 123 is one of eighteen Washington State Incentive Grant (SIG) sites. Eighty-five percent of the SIG funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth. This document is a baseline community-level evaluation report for the project including challenges and successes for the first year.

Project Site

Educational Service District 123 (ESD 123), located in Pasco, is the lead agency for Benton-Franklin County's SIG project. Diane Shepherd is the project director. Partnered with ESD 123 are Benton Franklin Substance Abuse Coalition and Finley School District. The project site is in the town of Finley, a rural, unincorporated community southeast of Kennewick.

Indicators

The community of Finley lacks social and recreational facilities. Aside from churches, the school is the main gathering place in town. Many parents lack family management skills, there are high rates of alcohol and other drug abuse, and law enforcement visibility is low. Officials suspect that there are numerous methamphetamine labs hidden in this rural community.

History of Prevention

ESD 123 has been providing some prevention services in Finley. There are prevention specialists in the middle and high schools, and the Benton County Sheriff's Department operates a DARE program. A substance abuse coalition has been active in the nearby Tri-Cities of Kennewick, Pasco, and Richland since 1989.

Prevention Programs

The Finley School District's prevention plan calls for the implementation of five SIG-funded prevention programs. They are categorized by a rigor scale, created by the federal Center for Substance Abuse Prevention. Rigor is the extent to which the program has been shown, through scientific research methods, to be effective in different locales and with multiple populations. The highest rating is

rigor 5; the lowest, rigor 1. Two of Finley's programs are categorized as rigor 5: Project Alert and Project Northland. Two others are rigor 2 or 3: Multi-Prevention Components Approach and Family As A Team. The final program, a ROPES course, is rated rigor 1 or 2. SIG is funding the prevention specialist teaching these courses.

Challenges

- School district staff turnover led to program implementation delays.
- Some teachers were resistant to incorporating the new curriculum after they had already prepared yearly lesson plans.
- Communication between the site and central office and among educators and community members was not always smooth.
- Training for the Family As a Team component was difficult to schedule and thus postponed until June 2000.
- The summer Ropes Challenge course was introduced late, and will not be given until next year.

Successes

- Project Alert and Project Northland were delivered and well received in the classroom.
- Two teachers were trained as facilitators for these programs.
- The Multi-Component Tobacco Approach was well received by 4th and 5th graders.
- Although the Family As a Team program was postponed due to training conflicts, the team had a successful picnic in the park and a spaghetti feed.

Educational Service District 123, Benton County Baseline Community-Level Evaluation

Introduction

Educational Service District 123 (ESD 123) is one of eighteen Washington State Incentive Grant community grantees. Eighty-five percent of State Incentive Grant funds are allocated to communities to prevent the use, misuse, and abuse of alcohol, tobacco, marijuana, and other drugs by Washington State youth. The grant consists of a three year, \$8.9 million award from the federal Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in the State Incentive Grant (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. 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.

This report is part of the State Incentive Grant evaluation. It is based on qualitative research and is designed 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.

ESD 123's SIG project is located in Finley, a rural, unincorporated town in eastern Benton County. ESD 123 serves several counties in southeastern Washington.

Finley School District was chosen to for the SIG project because of their need for prevention services and their willingness to participate in the project. This report gives a brief description of this unique area, relevant social indicators, and details about program implementation.

History and Site Background

Benton County is located in the southeastern corner of the state near the Columbia River and the Washington/Oregon border. Finley is located near the Tri-Cities of Kennewick, Richland, and Pasco, ten miles southeast of Kennewick. It is geographically isolated and radically different from the city. County transit does not go to Finley. Residents can take a taxi into the Tri-Cities, but few can afford the cost.

One must travel over the Columbia River via the cities of Pasco and Kennewick to get to Finley. Machine shops, junkyards, trains, paint shops, and other light industrial businesses line the highway. Semi-exotic animals, such as peacocks and llamas, come into view as one nears the community. Double wide mobile units and small homes sit on one to five acre lots. According to one informant, many people bring mobile homes into the area because land is inexpensive. Finley is not a town, but a community filled with small farmyards. Finley lacks emergency health care, a fire department, a police department, and social service providers. According to the ESD 123 SIG proposal, Finley's only resources are the schools, the ESD, and the Benton County Sheriff's Department.

People seem to be optimistic about their community and its future. There are a few community leaders. As one informant concluded, these leaders may not be the ones everybody wants, but they are active. Most local kids have animals and do chores, participate in 4H, FAA, and/or school activities, and they hang around with other kids.

Currently a two-lane highway is the only link with the Tri-Cities. The state may build a freeway that will bypass the downtown area of Kennewick and go near Finley. This will provide a faster and safer way for Finley residents to get to and from the Tri-Cities. Some think the freeway will encourage more people to move into the area.

Demographics and Change

Finley has a population of approximately 5,500 residents, 1,500 of whom are children. Eighty-four percent identify themselves as non-Hispanic white, 12% as Hispanic. Most Hispanic residents are recent immigrants, locating in the mid-Columbia River region because of agricultural jobs available there. Agricultural

jobs are predominantly manual labor, making acceptable the limited English-speaking skills of new immigrants.¹

Per capita income for Benton County is \$22,072, which ranks sixth in the State.² Most likely, this statistic is driven up by the income of professionals that work at the Hanford Nuclear Site in Franklin County, yet live in Benton County. Many people who live in Finley work in local food processing plants or small industries. Some travel to Hanford or the Tri-Cities for work. During the 1998 school year, about 40% of the student population was eligible for free or reduced fee lunches.

Finley School District has one high school, a middle school, and an elementary school. According to the ESD 123 SIG proposal, the high school superintendent is the highest paid administrator in the community and is viewed as the community leader. Most of the local teachers live in the Tri-Cities.

Finley is the smallest school district in Benton County and the neighboring Franklin County. Riverview High School's enrollment is 350 students, Finley Middle School has 260 students, and Finley Elementary School has 525 students. The schools do not receive much state money, so they cannot provide many services to the community. ESD 123 gives as much assistance as possible; for example, they applied for the State Incentive Grant on behalf of Finley Middle School.

Prevention History

The Tri-Cities have a wide range of prevention services for young people. However, they are rarely available to Finley youth because of a lack of public transportation. In Finley, Benton County Sheriff's Department operates a DARE program. ESD 123 provides some technical assistance and services to the Finley schools, including a guidance counselor and a prevention specialist. Another prevention specialist, funded by SIG and contracted by ESD 123, is employed through the Benton-Franklin Substance Abuse Advisory Coalition.

The school counselor used to be the school prevention specialist. She reported that there was a lot of denial about substance abuse in the school. In the past few years she has been focusing on this problem. At the beginning of the year, she found a marijuana pipe and some other drug paraphernalia near the school dumpster. This motivated her to bring Jose Hernandez, a well-known regional prevention specialist, in to instruct school employees on methods of identifying drug activity, for example, through packaging, odors, and graffiti.

The Benton-Franklin Substance Abuse Advisory Coalition formed in 1989. It provides prevention services to Benton and Franklin Counties and manages a

¹ Proposal to Solicitation No. 991346, For Grants to Communities to provide services for the prevention of Alcohol, Tobacco, Marijuana and other Drug Use, Misuse and Abuse, Educational Service District 123. June 1999.

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

community challenge course in Columbia Park. It conducts community needs assessments through grant funds and manage a pilot Project Alert in two rural schools. The Coalition provides many levels of education on substance abuse prevention to local communities.

Currently, members are working on a compact disc (CD) focusing on information and questions about impaired driving. They hope the CD will be backed by local businesses and implemented in the high schools as part of the traffic safety course.

Challenges

The town of Finley faces a number of social challenges and barriers to providing a healthy environment for children. In 1999, the following people completed a needs assessment: the Finley school principal, the middle school and high school counselors, a representative from ESD 123, and a member of the Benton-Franklin Substance Abuse Coalition. The challenges and barriers this group identified are listed below:³

- No county transportation services in Finley School District
- Seventy-two students (approximately 6%) are from single parent homes
- Lack of 6th grade intramural sports and a place to house this activity
- Lack of community social opportunities for families
- Lack of identified community leaders, such as a city council
- Lack of indoor facilities for socializing, other than school and churches
- Lack of summer activities
- No bike paths or places to safely ride bikes, skateboard, or walk
- Low parenting skills
- Parental acceptance of risky behaviors, i.e., tobacco, other drug use
- Low law enforcement visibility
- Few family opportunities for bonding and networking

Informants stated that many kids live with only one parent or grandparent. Living in single parent households has not been found to place children at higher risk for substance abuse. However, those single parents in Finley who work nightshift are in the inevitable position of choosing among work, supervising their kids at night, or paying for childcare. Because parents must work and many are low income, children may be left unsupervised.

There are many methamphetamine labs located in Finley. Apparently, it is easy to hide these labs in this rural area. Proximity to the Tri-Cities produces easy access to a market. According to informants, drug abuse is as common among adults as among the young people in Finley.

³ Finley Middle School 1999.

Prioritized Risk and Protective Factors

David Hawkins, Richard Catalano, and others at the University of Washington developed a research framework about community, school, family, peer, and individual influences that either increase the likelihood that a child will someday abuse substances or that help lessen the impact of those risks. Influences that increase the likelihood of substance abuse are known as risk factors; those that lessen the impact of risk factors are known as protective factors. ESD 123 identified the following risk factors by examining data, both local and state, which have been shown to predict risk of substance abuse:

- Early initiation of the problem behavior
- Community laws and norms favorable toward drug use
- Favorable attitudes toward alcohol and other drug use
- Friends' use of alcohol and drugs

Benton County data differs from this only in the risk factor, *community laws and norms favorable to drug use*, which is lower than the state average in Benton County.⁴

The protective factors listed below were prioritized because they appear to be lacking in Finley:

- Social skills: Individual development of social skills, competencies, and resiliency; Strengthen and further develop skills, knowledge, social competency and resiliency; Resistance to peer pressure
- Healthy beliefs and clear standards
- Opportunities for prosocial involvement: Opportunities for positive bonding, involvement with school, family, and community

Social skills is the only protective factor that is lower in Benton County than it is in the state, on average. Differences between county level data and local planning conclusions, which incorporated local data in addition to county-level, highlight the need for the state to provide data that describe local areas at sub-county levels.

Benton County data from the Washington State Survey of Adolescent Health Behavior (WSSAHB) is not available because too few schools participated. Franklin County data is valid for 10th graders only because too few students in other grades participated. WSSAHB results are available for the eastern region of the state, but local planners found them of no use because the results do not reflect the local situation. Eastern region counties include Adams, Asotin, Benton, Chelan, Columbia, Douglas, Ferry, Franklin, Garfield, Grant, Kittitas, Klickitat,

⁴ Information for this section was drawn from Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Benton County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Lincoln, Okanogan, Pend Oreille, Spokane, Stevens, Walla Walla, Whitman, and Yakima.

SIG-Funded Programs

Five programs funded through SIG are underway at the Finley Middle School. These programs range from drug and alcohol education to parenting skills and safe and drug-free social activities.

Finley SIG-Funded Programs

| Program | Rigor | Training Content |
|--------------------------------------|--------------|---|
| Project Alert | 5 | Video based information on drugs and resistance skills |
| Project Northland | 5 | Multi-level approach to developing healthy skills and beliefs |
| Multi-Prevention Components Approach | 2-3 | Discourages tobacco use |
| Family As a Team | 3 | Family management skills development |
| ROPES Course | 1-2 | Team centered outdoor activities |

A number of countywide agencies are assisting with the SIG project. The following partners were identified in the SIG grant proposal.

Finley Community Partners

| Partner | Contribution |
|--|--|
| Benton County Sheriff's Department | Resource for family meetings |
| Benton-Franklin Department of Human Services | Fiscal agents |
| Benton-Franklin Substance Abuse Coalition | Prevention specialist, space, and program support |
| Finley Community | Volunteers, advisory and general project support |
| ESD 123 | Technical support and media resources |
| Finley School District | Teachers, staff, parents, students |
| Students | Project participation |
| Newspaper, radio, and TV | Technical support and public service announcements |

Prevalence of Substance Use among Finley Youth

Several respondents reported that it is common for parents to sanction alcohol use at home. A few mentioned that parents would rather buy liquor and have their kids drink at home so they know where they are and who they are with.

Percentages of students reporting the use of alcohol, tobacco, and other drugs differ markedly between alcohol and other types of drugs and by grade level.

Early use is a problem in the Finley area, with 63% of sixth grade students reporting prior, recent, or frequent use of alcohol. Students in all grades report more recent or frequent use of alcohol than is average across the state. The table below contains percentages of alcohol use at different grade levels and compares Finley with the rest of the state. Note that higher percentages are in bold print. Percentages are rounded to the nearest whole number.

Student Alcohol Use: Percentages by Grade for Finley and State⁵

| Alcohol Use Status | 6 th Grade | | 8 th Grade | | 10 th Grade | | 12 th Grade | |
|--------------------|-----------------------|--------------|-----------------------|--------------|------------------------|--------------|------------------------|--------------|
| | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> |
| No use | 38 | 60 | 20 | 37 | 12 | 20 | 7 | 16 |
| Prior use | 44 | 26 | 33 | 32 | 24 | 35 | 21 | 32 |
| Some recent use | 16 | 12 | 26 | 24 | 38 | 33 | 48 | 36 |
| Frequent use | 3 | 2 | 21 | 8 | 26 | 12 | 25 | 16 |

Comparing the table above to the one below, containing percentages of students using substances other than alcohol, leads to the conclusion that higher percentages of 10th and 12th grade students are engaging in recent and frequent use of alcohol than of other drugs. However, this does not mean that a sizable minority of 10th and 12th grade students are not experimenting with drugs other than alcohol, as one third of them report prior use of other drugs. Only one-third of 10th grade students report no use of other drugs. The same is characteristic is true of only half the 8th graders. All told, substance use is not uncommon among students attending Finley schools.

Student Substance Use Other than Alcohol: Percentages by Grade for Finley and State⁶

| Substance Use Status | 6 th Grade | | 8 th Grade | | 10 th Grade | | 12 th Grade | |
|----------------------|-----------------------|--------------|-----------------------|--------------|------------------------|--------------|------------------------|--------------|
| | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> | <i>Finley</i> | <i>State</i> |
| No use | 73 | 87 | 51 | 66 | 31 | 47 | 43 | 43 |
| Prior use | 9 | 7 | 15 | 14 | 32 | 25 | 34 | 27 |

⁵ Modified from WSSAHB results cited in Educational Service District 123 1999.

⁶ Ibid.

| | | | | | | | | |
|-----------------|-----------|---|-----------|----|-----------|----|----|-----------|
| Some recent use | 17 | 5 | 17 | 14 | 22 | 18 | 12 | 17 |
| Frequent use | 1 | 1 | 17 | 5 | 15 | 10 | 12 | 13 |

Note: Higher percentages are in bold print. Percentages are rounded to the nearest whole number.

Statistics cited in ESD 123’s SIG proposal show that the self-reported use of alcohol and other drugs described above is mirrored by the perceived attitudes of students’ friends toward substance use. Approximately 80% of Finley 10th and 12th grade students either approve or don’t care about their friends’ frequent use of alcohol, while about 50% either approve or don’t care about friends’ occasional marijuana smoking.

Site Prevention Services

Before SIG, Finley had an ESD prevention and intervention specialist on site two days a week. The prevention specialist started an “Every Fifteen Minutes Program.” On the first day of this program, one junior and one senior student are called from the classroom every fifteen minutes, representing an alcohol-related auto fatality. The second day, a skit, in which a person dies from an auto fatality, is presented to the junior and senior classes. Paramedics, police, lights, sirens, and smoke are used to simulate the auto accident. This program is given in Finley every two years just before spring proms. Last year’s guest speaker was a man who lost his son in an auto accident. He presented a very moving slide show of his life with his son and spoke about what it is like to lose someone you love to such a senseless death.

Challenges during SIG Grant Implementation

The high school and middle school principals left Finley to take new positions at the beginning of the school year. Their departures caused some continuity problems because they did not inform other personnel about the SIG project before they left. Only the school counselor was aware of the project. While she was very helpful, she also had many other responsibilities at the beginning of the school year.

Teachers were unaware of the grant requirements at the beginning of the school year. The prevention specialist had to gain credibility and create an acceptance of the project before he could integrate his subject matter into the regular classrooms. This was difficult because teachers had already developed their lesson plans without including SIG materials. Some teachers were resistant to trying the new curriculum, especially with such late notice.

The SIG prevention specialist found he had to spend a lot of time working with community members to get them to expand their horizons and to see ways that youth and adults could have fun without alcohol and drugs. It was hard to get

kids to participate in after school programs. It was even more difficult to get parents to come to Family Nights. Alcohol-free events are not popular in Finley.

Successes with SIG Grant Implementation

In spite of a delayed start, the Finley project has accomplished a great deal. A seasoned prevention specialist was hired. He is a good teacher and very enthusiastic, developing rapport with kids and serving as a good role model.

One informant felt that they would not have any prevention material in the classroom if it were not for the SIG grant. Teachers are overloaded just trying to meet requirements to use the Washington Assessment on Student Learning (WASL) test materials.

The following has been accomplished this year at the Finley site:

Project Alert

- Teachers received training.
- 6th and 7th grade classes were given the curriculum. One 7th grade class was excluded due to scheduling conflicts, but this class received the DARE curriculum instead. SIG staff will evaluate the difference between classes using DARE and Project Alert curriculum.
- Some Project Alert curriculum was modified to mesh with 8th grade curriculum.

Project Northland

- Teachers received training.
- Program started in January 2000.
- 372 eighth graders participated.
- Students completed several projects, such as posters, radio and TV spots, and policy letters.

Multi-link Community Approach

- Developed curriculum for teachers.
- Provided tobacco education to 4th and 5th grade students.
- Provided education and instruction on advocacy.
- Started an anti-smoking poster contest.

Family As a Team

- Developed curriculum.
- Trained team.
- Counselors identified families who could benefit from the program.

Other SIG Activities

The annual spaghetti feed was successful. This year it was held on local levy night. Booths, designed to teach people about problems with drugs and alcohol, did not get set up because of a miscommunication. However, there were booths for tobacco prevention and for Young Life Youth Group booth.

Project staff are developing plans to bring a Boys and Girls Club to Finley, similar to the one in Pasco.

Local SIG staff are collaborating with community members about acquiring and remodeling an abandoned gym into a community center. The building has four classrooms.

Potential uses for the building and grounds are after-school programs, adult wellness classes, and perhaps a skateboard park. Volunteers would be recruited to remodel the building for program needs.

Conclusion

After a challenging beginning, the project in Finley is well underway. ESD 123 is very involved in the project. The local SIG prevention specialist is well qualified and has developed rapport with students, school personnel and community members. Prevention program training, curriculum development, and implementation for most of the programs have gone smoothly. The SIG prevention specialist taught the substance abuse education classes this year. The curriculum was well received by students and incurred little resistance from parents. Finley teachers are beginning to take on some of the teaching load and will teach some of the classes beginning in the fall. Community wide activities, such as planning to create a community center, a skateboarding park, and opportunities for drug-free social activities are under way.

The main challenges for the SIG team are to clarify roles and continue to work on communication among the team members and between the team, the teachers, and the administrators. Collaboration with the local DARE program is important, as well.

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.

For Finley School District, seven items will be important during Year 2:

1. Continued implementation of prevention programs.
2. 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 Finley School District's participation in the autumn 2000 administration of the Washington State Adolescent Health Behavior Survey.
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 Objectives⁷

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.

⁷ Governor's Substance Abuse Prevention Advisory Committee. 1999. *Washington State Incentive Grant Substance Abuse Prevention Plan*. Olympia, WA: Department of Social and Health Services, Division of Alcohol and Substance Abuse, State Incentive Grant Project.

Appendix B: Methods

Information Sources

Interviews

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

Document Review

- a. Proposal: The Benton-Franklin 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 staff of ESD 123 and the SIG state project director's staff. Matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- c. Census Data: Local census data was used where more recent statistics were unavailable, since the latest records are from 1990.
- d. Local documents
 - Advisory Board meeting minutes
 - Local correspondence
 - Benton-Franklin Substance Abuse Coalition SIG Reports
 - Community Needs Assessment
- e. Linda Becker et al. 1999. *County Profile on Risk and Protection for Substance Abuse Prevention Planning, Benton County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.
- f. Research and Data Analysis. 1996. *DSHS County Data Report, Fiscal Year 1994*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Observations

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. ESD 123 staff completed the survey as requested.

Accessing Informants

- a. Key Informants: Initial informants were identified through the ESD 123 SIG proposal and upon talking with the local project director, Diane Shepherd.
- b. Snowball Sampling Strategy: Key informants were asked for names of community members who could provide insight into Finley's history of challenges, successes, and substance abuse prevention services.

Analysis

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

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

