



Lake Washington School District, King County Washington State Incentive Grant 1st Year Community-Level Evaluation 1999-2000

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Executive Summary

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

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

Lake Washington School District's SIG project serves an urban community on the east side of Lake Washington in King County. Prevention services are provided in Kirkland, Redmond, newly incorporated Sammamish, and parts of unincorporated King County.

The district contains several highly profitable companies, such as Microsoft, where employees are well paid and receive full benefit packages. However, the area also has a sizable subpopulation of unskilled workers and individuals that speak little or no English. The economic gap between the affluent and those who live in poverty is a growing concern in the Lake Washington School District.

Respondents report that adults in the Lake Washington School District area tend to minimize the importance of substance abuse among youth, despite evidence that it exists. Recent survey results show that one-fourth of 10th grade students reported recent substance use.

Prior to SIG, several substance abuse prevention activities were provided in the Lake Washington School District area. Partnerships between prevention providers and organizations were very strong before SIG, with collaborative efforts such as the Lake Washington School District Drug and Alcohol Council already in place. The district was familiar with the use of data for planning and the evaluation of program outcomes and with science-based programs.

Challenges experienced by local SIG staff included confusion regarding the Everest Database program, a complicated and intimidating application process, and unclear evaluation requirements.

Lake Washington School District, King County Baseline Community-Level Evaluation

Introduction

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

Goals:

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

Objectives:

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

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

Lake Washington School District's Application for SIG Funds

The history of Lake Washington School District's SIG application process is an example of the strong partnerships and collaborations in the Lake Washington area. The primary applicant is the Lake Washington School District. The Lake Washington SIG Project is known as the Eastside Central Community. Partners involved in the Eastside Central Community SIG project include the following:

- City of Kirkland
- City of Redmond
- Lake Washington School District
- Youth Eastside Services
- King County Community Organizing Program
- Evergreen Hospital
- Lake Washington PTSA Council

Lake Washington School District's SIG application was the result of leadership on the part of community members, service providers, and the school district. In particular, involvement from members of the Lake Washington School District, city of Kirkland, Evergreen Community Hospital, and Youth Eastside Services was instrumental to the development of this grant.

Description of Lake Washington School District

Lake Washington School District encompasses Redmond, Kirkland, newly incorporated Sammamish, and areas of unincorporated King County. The district covers over 75 square miles and includes a population of approximately 150,000 people. The Lake Washington area is experiencing significant levels of urban growth. New office buildings and housing developments are being constructed throughout the area.

The eastside of Lake Washington has the reputation of being a place with nice homes and safe neighborhoods. However, the area is experiencing sociodemographic changes with the expansion of its population. A closer examination reveals homeless families, children and parents living in poverty, accessibility to drugs, and other signs of a more diverse population than the area's reputation would lead one to expect. While the community includes several highly profitable companies such as Microsoft and other high-tech companies, there are also unskilled workers and individuals that speak little or no English. The widening economic divide between the affluent and those who live in poverty has become a growing concern.

Sociodemographic Characteristics

Below are descriptions of Lake Washington School District's age distribution, racial and ethnic diversity, and income distribution. Data for these sections were found in the district's SIG proposal.¹

Age

The age distribution of Lake Washington School District's 155,000 population is presented as follows in the district's SIG proposal (the sum does not equal 100% due to rounding):

Age Group	Population Percentage
0-4 years	7%
5-19	20%
20-62	65%
65+	7%

There are over 24,000 students attending forty schools throughout the district. SIG's targeted population is youth in 4th through 9th grades, ages nine through fourteen.

Racial and Ethnic Diversity

Nine percent of the 1990 Lake Washington School District population were persons of color. Of those students who took the 1998 Washington State Survey of Adolescent Health Behavior, 17% self-identified as persons of color. Because students are a sub-section of the total population, a direct comparison is not valid between the two figures, but one is led to believe by these numbers that the percentage of persons of color in the eastside Lake Washington population has increased from 1990 to 1998.

The 1998 Washington State Survey of Adolescent Health Behavior data shows that Lake Washington School District has a self-identified racial and ethnic distribution as follows:

Race	Percentage
Caucasian	83%
Asian	9%
American Indian or Alaskan Native	4%
Hispanic	3%
Black	1%

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, Lake Washington School District. June 1999.

Lake Washington School District is experiencing large immigrations of people of Hispanic and Eastern European descent. Eastside Central Community's SIG project has already begun anticipating the needs of these populations. For example, fliers are now being printed in Spanish, as well as English.

Percentage in Poverty

Approximately 5% of the district's families are living at or below the federal poverty rate. The median income for a family in Lake Washington School District is in the range of \$45,000 - \$50,000. This estimate is strongly influenced by the high incomes of Microsoft employees. If the income of Microsoft employees were taken out of the combined income total, one respondent estimated that the median family income would be in the upper \$20,000 to lower \$30,000 range.

Schools

Eight schools are participating in substance abuse prevention programs funded through SIG:

- Juanita Elementary
- Rose Hill Elementary
- Peter Kirk Elementary
- Community Alternative Elementary School
- Evergreen Junior High
- North Star Alternative Junior High
- Inglewood Junior High
- Lake Washington High School

All eight of the schools listed participated in the spring 1998 administration of the Washington State Survey of Adolescent Health Behavior.

Lake Washington School District has one of the best reputations in Washington State. It is known primarily for its excellent resources, academic opportunities, and positive environment. Several respondents cited the school district as one of the main reasons why they moved to the Lake Washington area. The district's schools are perceived as safe environments where children receive an excellent education and access a large array of resources.

Substance Abuse Prevention: Data and Efforts

Substance Abuse Data

The most recent data available from the Kirkland and Redmond Police Departments indicate that adult drunken driving arrests have decreased in comparison to past years. The rate of adult drunken driving arrests for the city of Kirkland (4.9%) is higher than King County as a whole (3.7%). The number of adults in alcohol and other drug treatment programs has increased slightly. The number of juvenile arrests for drug law violations has increased markedly.

Community Sense of Adult and Youth Substance Abuse and Attitudes

Respondents believe that adults in the area tend to minimize the importance of substance abuse, despite their awareness that teens in the district are using alcohol and other drugs. Alcohol is reportedly the drug of choice with adults, and its abuse is a growing issue in the area. Alcohol is not perceived as an equivalent to other substances when discussing issues of substance abuse.

A 1998 school district survey indicated cigarettes, alcohol, and marijuana as the drugs of choice for students in all grades. The percentage of students reporting use varies by grade level. As is typical, the table below shows that percentages are higher among older students.²

Drug	Grade Level	% Use
Alcohol	6 th	13%
	8 th	22%
	10 th	41%
Marijuana	6 th	6%
	8 th	8%
	10 th	26%

Youth believe that up to 75% of their peers abuse substances, with marijuana as the substance of choice. This perception is interesting in contrast to self-reports of use in the table above.

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.

Below is a table of risk factors on which Lake Washington School District is focusing and for which archival data are available.³ Numbers in the table below are summary measures, which compare county data to the state average. Ninety-five percent of county rates will have a summary measure between -2.00 and 2.00 around the state average, which, for these purposes, is zero. Since one-third of the state's population resides in King County, data for King County strongly influence the state average. Therefore, there are few differences between King County and the state average. The differences that do exist are small. These

² 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, Lake Washington School District. June 1999.

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

summary measures are based on archival data. Archival data are collected for purposes other than measuring risk factors for substance abuse, but are strongly correlated with direct measures of risk factors for substance abuse, such as those found in the Washington State Survey of Adolescent Health Behavior (WSSAHB).

The far right column of the table below contains summary measures for counties like King County. These are counties similar to King in their population ages 10-24, percentage of deaths related to alcohol and other drugs, and geography. In the table below, King County summary measures are compared to those of Pierce, Snohomish, and Spokane Counties as a group. The combined population of these three counties is 29% of the state’s population; thus, as with King County, we do not expect to find large differences between the state average and summary measures for this group of counties.

**Standardized Summary Measures for Risk Factors
In King County and Counties like King⁴**

Risk Factor	King County	Counties like King
Availability of drugs	0.04	-0.55
Early initiation of problem behavior	-0.11	-0.68
Low school achievement	-0.61	-0.17
Lack of commitment to school	-0.34	0.13

Three of the risk factors on which Lake Washington School District is focusing and for which county level data are available are less of a problem in King County as a whole than in the state on average. King County’s greatest summary measure, *Transitions and mobility*, is only minimally higher than the state on average. Prevention planners felt that local data showed that the risk factors listed were of greater importance for the Lake Washington School District than they were for King County as a whole.

Because King County is so geographically, economically, and demographically diverse, summary measures for the county as a whole and in comparison to similar counties were not found useful by Lake Washington School District prevention planners. This is evidence of the need for more data at sub-county levels.

⁴ Modified from Becker, Linda et al. 1999. *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in King County*. Olympia, WA: Department of Social and Health Services, Research and Data Analysis.

Below is a list of risk and protective factors that Lake Washington School District SIG project planners found to be of greatest priority.

Risk factors

- Availability of drugs
- Early initiation of problem behavior
- Lack of commitment to school

Protective factors

- Rewards for pro-social involvement at school
- Rewards for pro-social involvement in the community
- Social skills

Developmental Asset Model

The developmental asset model is based on the theory that the more “assets” a young person possesses, the more likely the youth will have a healthy and successful life. As the number of developmental assets increases, so does a child’s well being and vitality. Examples of developmental assets include caring, creating activities, interpersonal competence, community values youth, and adult role models.

Redmond, Kirkland, and the Mid-East King County Community Public Health and Safety Network, through their “It’s About Time for Kids” coalition, recently released results from a survey completed by 2,600 9th and 11th grade students from the Kirkland, Redmond, and Sammamish schools. The survey examined the number of assets held by each child.⁵

Prior to the survey, it was hoped that most students in the Lake Washington School District would have 31 to 40 of the possible 40 developmental assets. However, survey results show that only 10% of youths have that amount. The average number of assets for Redmond, Kirkland, and Sammamish youth is 19.⁶

⁵ 40 Developmental Assets Among Eastside Youth. Lake Washington School District. 2000.

⁶ Ingredients For Success, The Youth of Redmond, Kirkland, and Sammamish. It’s About Time For Kids. 2000.

Below is a sample of results from the developmental assets model survey:

Related Risk & Protective Factors	Developmental Asset	% of 9th & 11th Graders Who Agree
Community Domain: Opportunities and recognition for involvement	Young person perceives that adults in the community value youth.	17%
School Domain: Many opportunities for school involvement	School provides a caring, encouraging environment.	28%
School Domain: Lack of commitment to school	Young person cares about her/his school.	52%
Community Domain: Community laws and norms	Parent(s) and other adults model positive, responsible behavior	29%
Individual Domain: High degree of social problem-solving skills	Young person can resist negative peer pressure and dangerous situations.	41%
Individual Domain: Constitutional factors	Young person is optimistic about his/her personal future.	73%

Local SIG project staff believe that the development asset model is very similar to the risk and protective factor model, and that the two models are adaptable to each other. One reason why the Lake Washington community chose to implement the developmental asset model is because the developmental asset model focuses on positive issues, and does not have the separation of negative and positive factors that is found in the risk and protective factor model.

Service Gaps

While the Lake Washington School District has several services available for youth and the general community, priority service gaps in the area of drug and alcohol prevention have been identified:⁷

1. Community resources and services are fragmented, largely uncoordinated, and non-collaborative. There is no united and planned service response between organizations and agencies. Given the rapid growth in the community in recent years, this is a major concern.
2. Community resources and services are not prevention focused. Most services target older adolescents when risky behaviors are already established. There are few drug and alcohol and family support services aimed at 4th – 7th graders and their families.

⁷ 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, Lake Washington School District. June 1999.

In addition to these service gaps, there are also concerns over the lack of a comprehensive mentoring program for the schools in the Lake Washington School District. Also, before SIG, the area did not have a coordinated publicity or marketing strategy to recruit potential adult volunteers.

General Community Organization

Social service providers within the Lake Washington School District have a sense of familiarity with one another through attending community meetings and serving on committees together. They have an informal network, as well, through which information is shared and partnerships are fostered. SIG did not introduce the concept of community coalition to the Lake Washington School District's service providers.

Lake Washington School District created two committees that meet regularly to address issues and programs related to the State Incentive Grant.

The Eastside Central Community SIG Oversight Committee

This committee has five members and meets monthly to discuss issues directly related to carrying the programs and duties of the grant. Each person at this meeting is responsible for carrying out a specific prevention service funded by the grant. Monthly updates for each program are presented during the Oversight Committee meetings.

The Eastside Central Community SIG Advisory Committee

This committee is comprised of local service providers, principals, counselors, city and county representatives, and community members. The Advisory Committee meetings represent an opportunity for groups and individuals who might not be directly involved with SIG, a chance to share information, gain familiarity with SIG programs, provide feedback, receive status updates, and foster stronger partnerships and collaborations. The Advisory Committee meets quarterly and has received strong support and participation from the area's service providers.

In addition, the Lake Washington School District has its own Drug and Alcohol Council where community members, agency representatives, parents, and school representatives meet to discuss issues concerning students and substance abuse.

Community Resources

Below are listed many of the major organizations supportive of prevention in the Lake Washington School District:

- Evergreen Community Health Care
- Partners for a Healthier Community
- The Boys and Girls Club
- Mid-East King Community Public Health & Safety Network
- Youth Eastside Services
- King County Tobacco Prevention
- Parks and Recreation
- King County Organizing Program
- Public Health of Seattle/King County
- Local Law Enforcement Agencies
- (Redmond, Kirkland, King County Sheriffs)
- Lake Washington School District
- PTSA
- Redmond Youth Partnership
- Kirkland Youth Council

All of these organizations have agreed to be partners in the State Incentive Grant effort. In addition to partnering with the Lake Washington School District, these partners have agreed to meet regularly in order to improve collaboration and the flow of information within the area around substance abuse prevention.

Both the cities and school district have youth programs. The city of Kirkland has a Youth Council, while the city of Redmond has the Redmond Youth Partnership. In addition, the Lake Washington School District has student leadership groups in each school, including an inter-high school youth team. These opportunities for youth involvement contribute to the community as a protective factor: *opportunities for prosocial involvement*. Youth leadership programs that are coordinated through the schools also contribute to the community as a protective factor: *opportunities for prosocial involvement at school*.

There are several non-profit social service agencies available in Redmond and Kirkland and the surrounding areas:

- Youth Eastside Services
- Friends of Youth
- Seattle Mental Health
- Catholic Community Services
- Multi-Service Center
- Mental Health Northwest

Local social service agencies often provide support to local teen centers in the form of drug and alcohol specialists. In addition to providing prevention services to youth, these specialists also provide guidance and training to counselors and staff at local teen centers. The presence of these counselors and staff help provide youth with the protective factor, *belief in the moral order*, as well as reducing the risk factor, *favorable attitudes toward drug use*.

Law Enforcement's Roles in Prevention

Three law enforcement jurisdictions provide services within the boundaries of the Lake Washington School District. The school district and the communities must coordinate programs with the Redmond, Kirkland, and King County Police Departments. Respondents stated that the presence of three law enforcement jurisdictions is a challenge and has made coordination and uniform, seamless service delivery a more difficult task. For example, Redmond law enforcement officers operate the D.A.R.E. (Drug Abuse Resistance Education) program in the city's elementary schools. In Kirkland elementary schools, law enforcement officers provide a program called Police Partners. School Resource Officers are available to connect the police with youth in all secondary schools in the Lake Washington School District.

While law enforcement is an excellent resource that the community and schools can draw upon, the challenge for the Lake Washington School District will be to increase collaboration and coordination with the three different law enforcement agencies. There is evidence of movement in this direction. Redmond and Kirkland, their law enforcement agencies, and the schools have recently agreed to use the developmental asset model when planning, delivering, and evaluating youth services.

Optimism Regarding the Future of the Community

Lake Washington School District residents are reportedly fairly optimistic about their own futures and that of their community. Respondents point to the growing population, availability of resources, and the large proportions of residents actively involved in their communities as positive indicators of the overall health of the area.

The 1999 developmental asset model survey for Lake Washington School District, referred to above, included a question on optimism regarding one's personal future. Of those youth surveyed, a higher percentage of youth from the Lake Washington School District (Kirkland, Redmond, and Sammamish) responded positively to questions regarding optimism than compared to Seattle (73% vs. 67%).

SIG Project: Objectives and Programs

List of Objectives

Lake Washington School District's SIG funding proposal identified four process objectives and four outcome objectives that selected prevention programs will address. They are listed here.

Process Objectives

1. Students, staff, and parents/families will participate in prevention activities through the year to gain alcohol, tobacco, and other drugs (ATOD) knowledge and refusal skills.
2. Targeted students will be matched with trained adult volunteers to develop a mentoring relationship. Students must be in grades 4th through 6th or 7th through 9th and be experiencing significant issues – history of academic failure, discipline problems, no friends, coping with the substance use of significant others. Mentors will spend 3-4 hours a week throughout the calendar year creating positive student/adult relationships. Adults must be positive role models, must participate in all trainings, and willing to give at least a one-year commitment.
3. Identified parents and children will participate in after school and evening prevention activities, one 2.5 hour session per week for six weeks, to learn parenting skills and participate in recreation activities designed to promote family building.
4. Selected secondary staff will participate in training and follow-up activities for a total of five hours to create well-functioning student assistance teams.

Outcome Objectives

1. Increase community knowledge of ATOD prevention activities and available resources by the end of year one.
2. Cause changes in student problem behavior from negative to positive by the end of the year.
3. Enhance the skills and knowledge of parents and improve family interaction behaviors through the dissemination and application of effective strategies for parent-child relationships by the end of the year.
4. Enhance the skills of school staff for early identification of at-risk students in order to improve student access to school and community resources. This will be measured by surveys, questionnaires, and records.⁸

⁸ 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, Lake Washington School District. June 1999.

To accomplish these objectives, the planning group selected or created eight prevention programs. Programs were selected for the extent to which they would address the identified risk and protective factors. Program-level outcomes and community-level results on the Washington State Survey of Adolescent Health Behavior will measure community progress toward the objectives.

Current Program Status

The Lake Washington School District has focused its programs towards serving students in grades 4 through 10, their parents and families, and school staff. There are currently eight SIG-funded prevention programs available to community members:

1. ***Peace Builders***—This curriculum integrates positive principles, such as praising others and righting wrongs, into the culture and climate of the entire school. By creating a positive environment in which adults and children work together, Peace Builders addresses sixteen of the risk factors, including lack of commitment to school and early initiation of problem behavior. School staff report that Peace Builders is well received, and the vocabulary and attitudes being taught by the curriculum are present throughout the school.
2. ***Teens Against Tobacco Use (T.A.T.U.)***—This peer education model, facilitated by Evergreen Community Hospital, trains junior high students to educate elementary-aged youth on the risks of tobacco use.
3. ***Family Connections***—A six-week program that involves the entire family, Family Connections provides families with skills and education about drug and alcohol issues. Focuses include setting limits, strengthening assets, communication skills, and drug/alcohol information. Family Connections provides interpreters for families who have difficulty understanding English.
4. ***Success Mentoring Program***—Students are matched with adults, who commit two to four hours a week with students.
5. ***Here's Looking At You***—Teachers for grades 4th through 6th have been trained to provide classroom lessons focusing on improving self-esteem, developing positive peer groups, forming good decision-making skills, learning refusal skills, as well as sharing information about the hazards of alcohol and other drug use.
6. ***Smooth Transitions***—This one-time workshop helps equip parents with some of the tools that they might use to ease the transition into junior high or high school for their children.
7. ***Media Campaign***—This program disseminates information to the community about prevention programs and their success. In addition to educating the public and raising awareness about prevention, this program recruits mentors and solicits public support.
8. ***Student Assistance Teams***—School staff work with a drug and alcohol counselor to support prevention and treatment for at-risk youth. These are young people who have had experiences or are in situations that make them more likely to use, misuse, or abuse alcohol, tobacco, or other drugs.

Because this is the first period of assessment and many of these programs have been in existence for less than a year, program effectiveness will be measured during the next evaluation period. The extent to which the delivery of programs resembles their original design, i.e. program fidelity, will also be measured during the next evaluation period. Lake Washington School District concentrated on program start-up and improving program coordination during the first year of the grant.

Challenges and Barriers

- Respondents stated that the application process was complicated and intimidating. However, support from SIG staff was helpful in alleviating confusion.
- Respondents expressed a lack of clarity regarding the evaluation process; specifically the Everest Database Program has been a source of confusion and concern. Database requirements and process were unclear. Respondents were also concerned about the accuracy of the program.
- Respondents expressed confusion about SIG requirements and regulations, in general.

Conclusion

As recipients of the State Incentive Grant, Lake Washington School District was required to undergo a process involving intense planning, coordination, community assessment, hard work, and collaboration. Communities underwent a thorough assessment of local resources, examining the availability of prevention programs and services for young people and their families. In conducting a resource assessment, the Lake Washington School District successfully identified gaps in prevention services, leading to the prioritization of need within the community. They also identified risk and protective factors specific to the communities, populations in need of services, and programs that addressed these factors and populations.

SIG has influenced the delivery of substance abuse prevention services in the Lake Washington School District. Through eight different programs, the Lake Washington School District is serving youth and families throughout the district, as well as increasing public support for and education about substance abuse prevention. SIG enabled participating schools to place a greater emphasis on peer education and mentoring. The grant also raised school principals' awareness of available resources.

The SIG funded Media Campaign program has had a positive impact within the community. It has raised community awareness about the alcohol and other drug issues confronting youths and families. The Media Campaign helped recruit adults for mentoring programs and created a stronger sense of community support for prevention activities.

SIG also helped strengthen existing linkages and create new ones. Although partnerships and collaboration existed in the Lake Washington School District prior to SIG, respondents report that SIG has helped strengthen the partnerships between these existing resources. In conclusion, SIG has helped create services for youths, strengthen communication between agencies and the schools, facilitate the exchange of information, and create regular meeting times during which agencies and community members can convene around substance prevention issues and ideas.

What is next?

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

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

For Lake Washington School District's SIG project, seven items will be important during Year 2:

1. Continued implementation of prevention programs.
2. Continued participation in program effectiveness monitoring (Everest database and other agreed upon measurement methods when the Everest database is inappropriate for use with a particular program).
3. Participation in program implementation fidelity measures.
4. Continued development of a system for community-wide prevention planning, delivery, and evaluation.
5. Continued participation in process evaluation, consisting of interviews and document review.
6. Ensuring district 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

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 evaluation team's ability to obtain the desired information from the questions asked.

Document Review

- a. Proposal: The Lake Washington School District/Eastside Central Community's proposal requesting funds from the Washington State Incentive Grant 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 matrices created by the Lake Washington School District, as lead agency, and the State Incentive Grant administrative staff. These matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- c. Local documents reviewed include: *Developmental Assets Among Eastside Youth*, Lake Washington School District; *Teaching Them to Fly, For Your Staff Development Needs...*, Pacific Training Network handouts; Eastside Central SIG Community *Building Partnerships*; The Youth of Redmond, Kirkland, and Sammamish *Ingredients For Success; Building Partnerships*, Lake Washington School District, April 2000; *Respect Day*, Eastside Community Services, 2000.

Meeting Observations

Meeting Observations included Eastside Central Community State Incentive Grant Oversight Committee.

Surveys

Sub-recipient Checklist: COSMOS Corporation designed the Sub-recipient Checklist under contract with the Center for Substance Abuse Prevention to conduct a cross-site evaluation. It is intended to document prevention activities semi-annually. Questions are asked about the sub-recipient's most

important prevention program or actions, although more than one form can be completed if the sub-recipient wishes to describe other programs. The “most important” prevention program is defined as that which is most likely to produce measurable outcomes.

Accessing Informants

Key Informants: Initial informants were identified through the Lake Washington School District/Eastside Central Community proposal to solicitation.

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.

