



North Thurston School District, Thurston County Washington State Incentive Grant 2nd Year Community-Level Evaluation 2000-2001

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Health Services*

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Executive Summary

The North Thurston School District of Thurston County is one of eighteen recipients of the Washington State Incentive Grant (SIG). SIG funds are allocated to communities to prevent the use, misuse and abuse of alcohol, tobacco, marijuana and other drugs by Washington State youth. Community grantees are expected to make their local prevention system more effective by establishing prevention partnerships, using a risk and protective factor framework for data driven needs assessments, and by implementing and monitoring science-based prevention programs. North Thurston School District's second year experiences with SIG are reported here.

Progress toward SIG Community Level Objectives

The Bridge Project is the name North Thurston School District chose for its SIG activities. With a focus on students in the fourth through ninth grades, the Bridge Project addresses community needs identified by local results of the Washington State Survey of Adolescent Health Behavior. These findings indicate that students are at the highest risk for initiating unhealthy behaviors at times of transition, such as between school and home, from elementary school to middle school, and from middle school to high school. The multiple approaches incorporated into the Bridge Project are designed to provide transition support to students and to their families.

Objective 1: *To establish partnerships...to collaborate at the local level to prevent alcohol, tobacco, marijuana, and other drug use, misuse, and abuse by youth.*

North Thurston School District created partnerships with a broad spectrum of agencies and individuals through its Community Partnership Coalition. Partnerships have strengthened as Bridge Project programs have increased the number of opportunities for agencies and service providers to become involved with schools. This has led to a continuous increase in the number and variety of contracted providers and volunteers working in substance abuse prevention programs in the North Thurston School District.

Objective 2: To use a risk and protective factor framework to develop a community prevention action plan...

Risk and protective factors have been thoroughly incorporated into the Community Partnership Coalition's planning efforts, which include providing substance abuse prevention programs to young children, youth, and families in north Thurston County. Knowledge of risk and protective factors has spread to teachers, principals, school board members, and district administrators, who understand the value of a risk and protective framework for improving student resiliency and achievement.

Objective 3: To participate in joint community risk and protective factor and resource assessment...

Risk and protective factor and resource assessment are ongoing through TOGETHER!, the local Community Mobilization Against Substance Abuse organization, which represents thirty-seven community organizations in Thurston County. In turn, TOGETHER! is a member of the Community Partnership Coalition, North Thurston School District's SIG advisory board. Data is shared between them. Also, North Thurston School District conducted a resource assessment in 1998-99, using a Future-Focused Learning Grant from the Office of the Superintendent of Public Instruction.

Objective 4: To select and implement effective prevention actions...

The SIG process encouraged the choice of programs shown through published research to be effective in different locales and with multiple populations. These are known as research-based programs. The Bridge Project coordinates efforts to address the risk and protective factors identified for North Thurston School District students in the fourth through ninth grades through Community ClubHouses, the Transition Program, Parents as Partners, and the Child Development Project.

Objective 5: To use common reporting tools...

One of the requirements for participating in the SIG project was to participate in the Washington State Survey of Adolescent Health Behavior. Survey data provide cross-sectional substance abuse prevalence rates and measures of risk and protective factors among 6th, 8th, 10th, and 12 grade students. North Thurston School District participates in the Washington State Survey of Adolescent Health Behavior.

A second SIG requirement was the pre- and post-testing of program participants. Pre-and post-tests for selected North Thurston School District programs are entered into the Everest program outcome monitoring system for analysis.

Successes

Piloting of programs

North Thurston School District has field tested substance abuse prevention programs that has been shown through research to address the specific risk and protective factors faced in the district. In addition, it piloted the Community ClubHouse program at elementary schools and middle schools in the district.

A menu of programs to choose from

Individual schools may choose programs that best fit their needs, and can have ahead of time the costs, challenges, and strategies for implementation, projected outcomes for each program, and system for evaluation of those programs.

A system for funding the programs a school chooses

The project identifies for schools the funding streams they can access, which include Medicaid Match monies. In addition, substance abuse prevention services and other student support services are no longer being limited to discretionary funds. Rather, the district now includes student support services in its essential funding priorities.

Adoption by non-SIG funded school sites

The Bridge Project concept of providing support for students at critical junctures of transition has now spread to several non-SIG-funded school sites in the North Thurston School District.

North Thurston School District, Thurston County Year 2 Community-Level Evaluation Report

The Washington State Incentive Grant

The North Thurston School District of Thurston County is one of eighteen recipients of the Washington State Incentive Grant. The federal grant consists of a three year, \$8.9 million award from the Center for Substance Abuse Prevention to Washington State through a cooperative agreement with Governor Gary Locke's office. State agencies participating in SIG are committed to coordinating resources and reducing duplication of effort. 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. In their efforts to reduce youth substance use, misuse, and abuse, it is expected that communities will reduce key risk factors and promote protective factors.

The goals and objectives of the *Washington State Incentive Grant Substance Abuse Plan* are listed in Appendix A.¹ 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 to develop a community prevention action 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.

Introduction

The SIG evaluation is 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*. Evaluation reports are

¹ 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.

provided as an integral part of that feedback. Research methods are described in Appendix B.

This report documents SIG-related activities for the second project year of the North Thurston School District Bridge Project. It summarizes progress made toward achieving the community-level goals and objectives of the Washington State Incentive Grant. The report examines the North Thurston partners' ongoing challenges and successes in providing substance abuse prevention services for youth. It describes the substance abuse prevention funding and planning necessary to implement one prevention program in the North Thurston School District.

Background

North Thurston School District serves the suburban city of Lacey, Washington, as well as portions of rural unincorporated Thurston County, including part of the Nisqually Indian Reservation.² Thurston County is estimated to have a population of 207,355, an increase of nearly 29% since 1990.³ With this large influx of new residents, and with the proximity of multiple military installations, transitions and mobility are risk factors present in the North Thurston School District.

Students in the North Thurston School District experience significant difficulties at a higher rate than students in the state as a whole or students in other parts of Thurston County. North Thurston County, along with parts of neighboring Pierce County to the north, is one of 31 areas in the country classified as a High-Intensity Drug-Trafficking Area site.⁴ To qualify, an area must: "be a major center of illegal drug production, manufacturing, importation, or distribution; have state and local law enforcement agencies already engaged; have a harmful impact on other areas of the country; and require a significant increase in federal resources" (Drug Enforcement Agency of the Department of Justice, 2000). Part of the reason for Thurston and Pierce Counties' designation as HIDTA sites is the high number of methamphetamine labs found in these counties.

According to the 2000 Washington State Survey of Adolescent Health Behavior, nearly half of North Thurston School District tenth graders reported academic failure, low commitment to school, low neighborhood attachment, early initiation of drugs, and favorable attitudes toward antisocial behavior. More than a third reported friends' use of drugs, early initiation of problem behavior, rewards for antisocial involvement, and poor family management. While these numbers are

² The Nisqually Nation is divided between the North Thurston and Yelm school districts.

³ U.S Census Bureau *State and County Quick Facts*, <http://quickfacts.census.gov/gfd/states/53/53027.html>, accessed 07/11/01. Population estimates based on 2000 census, children's poverty figures are 1997 model-based estimates.

⁴ The High Intensity Drug Trafficking Areas program (HIDTA) was authorized by the Anti-Drug Abuse Act of 1988 and is administered by the Office of National Drug Control Policy, <http://www.whitehousedrugpolicy.gov/enforce/hidta/overview.html>, accessed May 2000.

high, they represent a slight decrease from the 1998 Washington State Survey of Adolescent Health Behavior results.

Progress toward community-level objectives

North Thurston School District began its prevention efforts by assessing needs in school communities through Health Planning Teams. In turn, these teams became the basis for the creation of the Community Partnership Coalition under SIG. The coalition's goal is to promote and celebrate student resiliency, giving students a better chance of succeeding in life and becoming contributing members of society.

The Bridge Project is the result of extensive and ongoing planning by the North Thurston School District and the Community Partnership Coalition. It serves fourth through ninth grade students, focusing on the transitions between home and school, elementary school and middle school, and middle school and high school. Progress made toward the SIG community level objectives, established by the Governor's Substance Abuse Prevention Advisory Committee, is discussed below. Objectives 2 and 3 are combined in this discussion.

Objective 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.

North Thurston School District partners with a broad spectrum of agencies and individuals in the Community Partnership Coalition to provide substance abuse prevention, intervention, and treatment to its students. The SIG-funded substance abuse prevention programs have augmented the number of opportunities for agencies and service providers to become involved with schools. North Thurston School District school staff members are included in the partnership. All Bridge Project schools are regularly represented at coalition meetings.

New partners have joined the Community Partnership Coalition in its Bridge Project efforts, and some long-term partners have taken on new roles.⁵ For example, the Lacey Police Department has been consistently involved in prevention efforts through DARE and School Resource Officers. In Year 2, the district contracted to have officers remain at schools during after-school activities at middle schools. These officers received training in Project ALERT and now teach that curriculum to middle school Community ClubHouse students.

Some of the partners to join Community Partnership Coalition during the second year of SIG included the Dispute Resolution Center of Thurston County, Hands

⁵ For a list of Community Partnership Coalition partners during SIG's first year, please see *Washington State Incentive Grant: Baseline Community-Level Evaluation 1999-2000 North Thurston School District, Thurston County*, hereafter referred to as Baseline Evaluation, (Weaver, 2000).

On Children's Museum, Refugee and Immigrant Service Center, and Planned Parenthood Teen Council. The Thurston County Prosecuting Attorney's Office is another partner, involving their new Community Prosecutor pilot program. This program is designed to involve citizens in creating solutions to crime by focusing on neighborhoods.

Individuals who have joined the coalition include members of the local chapter of the Lion's Club, a North Thurston School District instructional assistant, a substitute teacher, local independent providers, and a high school student. The Community Partnership Coalition meets regularly. In addition to sharing information at meetings, coalition partners work together to solve problems, set goals, monitor progress toward those goals, and celebrate the successes of the Bridge Project, as well as noting the contributions of individual members. Meetings are highly participatory, with members breaking into workgroups to brainstorm and problem solve, then bringing their ideas back to the larger group for discussion and voting. In SIG Year 2, a primary topic addressed by this process has been how to sustain Bridge Project programs into the future. Involving more members in the leadership of the coalition has been another focus of Year 2.

Objective 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.*

and

Objective 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.*

SIG sites used the risk and protective factor model in planning their prevention approaches. This model, developed by David Hawkins, Richard Catalano, and others at the University of Washington, categorizes influences that either increase the likelihood that a child will someday abuse substances or that help lessen the impact of those risks. Influences that increase the likelihood of substance abuse are known as risk factors; those that lessen the impact of risk factors are known as protective factors. Groups of risk and protective factors are categorized into domains of influence: community, school, family, and peer/individual. See Appendix C for a list of risk factors and protective factors, categorized by domain. Factors addressed by the Bridge Project are italicized within the list.

In 1998 and 1999, district-wide resource assessment was addressed with a Future-Focused Learning grant from the Office of the Superintendent of Public Instruction. Representatives from each school building looked at what was available for students and families and where the gaps were. This created the

Resilient Child model. While not organized around risk and protective factors, this model embraced the idea of building student strengths and creating a safer more supportive environment for students in their schools, in their homes, and in the wider community. The Resilient Child model created the perfect conditions for the adoption of a risk and protective factor framework as a structure for understanding student needs and for creating the resources that must be in place to fulfill those needs. See further discussion in the Sustainability and Systems Change section below.

A member of the Community Partnership Coalition provides community-wide resource assessment as part of its regular agency activities. As Thurston County's Washington State Community Mobilization Against Substance Abuse agency, TOGETHER! performs a community-wide resource assessment each two years.

For risk and protective factor assessment on the community level, the Community Partnership Coalition uses the *County Profile on Risk and Protection for Substance Abuse Prevention Planning in Thurston County*, published by Washington State Department of Social and Health Services Division of Alcohol and Substance Abuse and Research and Data Analysis, as well as the Washington State Survey of Adolescent Health Behavior.

To choose relevant risk and protective factors, the Community Partnership Coalition consulted a variety of information sources: the Washington State Survey of Adolescent Health Behavior; school records indicating the nature, number, and extent of disciplinary infractions; attendance records; number of students failing one or more classes; number of alcohol and drug infractions among students, including criminal arrests for students aged ten through fourteen years of age; comparative data on academic achievement with similar fourth through eighth graders; student grades in reading, math, and language; level testing for grades five, six, and seven; the Washington Assessment of Student Learning for grades four and seven; and parent comments in parent-teacher conferences.

Risk and protective factors have been thoroughly incorporated into the Community Partnership Coalition's planning efforts. Knowledge has been spread very deliberately through the district. Teachers, principals, school board members, and district administrators reportedly now understand the value of a risk and protective framework for improving student resiliency and achievement. Bridge Project staff have made presentations at school board meetings about the program that have been well received. The Superintendent and Assistant Superintendent of the North Thurston School District have both attended Community Partnership Coalition meetings and understand and support the goals of the coalition.

In the second year, new schools have been added to the Bridge Project and others have added research-based prevention programming to the services that they provide to their students and families. The North Thurston School District has added to its essential services those that support student resiliency through

addressing risk and protective factors. The net result has been the creation of ties among a wide variety of organizations, addressing almost every facet of community safety and well being. These ties increase the effectiveness of each organization through coordination of effort while spreading awareness of prevention strategies that can benefit youth and families in Thurston County.

Objective 4: *To select and implement effective prevention actions that address priority risk and protective factors in the community by filling identified gaps in resources.*

The Bridge Project coordinates efforts to address prioritized risk and protective factors for North Thurston School District students in the fourth through ninth grades. Washington State Survey of Adolescent Health Behavior results indicate that students are at highest risk for initiating unhealthy behaviors at times of transition. The Bridge Project includes research-based prevention programming integrated into the concept of providing transition support for students and their families.

Prevention programs can be 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 to be effective in different locales and with multiple populations. The highest rating is rigor 5; the lowest is rigor 1. Programs ranked as rigor 5 have been shown effective and replicable across venues and populations in published, refereed research journals or in a meta-analysis.⁶ Recipients of SIG grants are expected to deploy at least half of their efforts in research-based programs, also referred to as best practices. The rigor level is noted for each program below:

- The **Child Development Project**, rigor level 5, designed to create a community of caring, was chosen as the research-based program most suitable to address risk and protective factors at the elementary school level. Child Development Project is a school-wide program that increases connections between schools and students, students and parents, and parents and schools. Through the use of collegial study groups, it also fosters a team spirit among school staff.
- **Welcome Every Body (WEB)**, rigor level 3, is a peer mentor program in which all incoming seventh graders are mentored by successful eighth graders to ease their transition into middle school.⁷
- **LINK/Crew**, rigor level 3. Juniors and seniors mentor incoming freshmen to help them transition into high school. Both LINK/Crew and WEB address the following protective factors: rewards for conventional involvement in school,

⁶ A meta-analysis is an examination of a number of published research articles about the same subject. Findings from these articles are compared and sometimes combined to enable drawing conclusions that individual research articles did not warrant when examined independently.

⁷ Mentors for both WEB and LINK/Crew below are required to have at least a B grade point average and no attendance or disciplinary problems.

opportunities for positive involvement in the community, plus social skills and resistance skills.

- **Project ALERT**, rigor level 5, is an interactive substance abuse prevention program, in which students are actively involved in their learning about drugs and how to avoid situations that put them at risk for using alcohol, tobacco, and other drugs. Nine sessions take place during the school year, with two booster sessions the following year.
- **Strengthening Families Program**, rigor level 5, has as its goals improved parenting skills, with reduced risk factors for children and their families.

These programs were initially implemented in two high schools, two middle schools, and two elementary schools in the North Thurston School District. The Bridge Project now, in its second year, encompasses five schools: three elementary schools and two middle schools.

The table on the following page shows substance abuse prevention actions in use at the schools selected. The second column indicates the program title, and, where a research-based program is included as a component of that program, its title and a brief description are listed in the fourth column. Only research-based programs are listed in Column 4. Programs and activities listed in Column 5 have not, at this time, been classified by Center for Substance Abuse Prevention as Best or Promising Practices.

Thurston County SIG Bridge Project

Schools and Families	Bridge Project Program	Grade Level	Research-Based Substance Abuse Prevention Program Name/Description	Other Programs /Activities
Elementary Schools	Child Development Project	K-6	School-wide program of guided activities for improved school climate engaging parents and community in life of schools.	
	Lacey Meadows Lydia Hawk	4.5.6	Components of research-based Child Development Project used in elementary school Community ClubHouses	Mentoring /Homework Help
Middle Schools	Community ClubHouses			7 & 8
		Group Activities & Cooperative Games		
	Chinook Nisqually	Transition Program	7	WEB peer mentoring
High Schools	Transition Program	9, 11, 12	Link/Crew juniors and seniors mentor incoming freshmen	Community Service
		9	Teenage Health Teaching Modules	Teens Against Tobacco Use (TATU)
Families	Parent Kiosks	All levels		Challenge Course
	Parents as Partners	Parents & their students: grades 4-8 targeted	Strengthening Families Program	
	Adult Literacy & ESL	All levels		
				Parent information kiosks with age-appropriate material located at each school
				Orientation Night(s)

- **Community ClubHouse:** The rows in the table above labeled “Community ClubHouses” indicate that Community ClubHouses operate at both elementary schools and middle schools, and serve grades four through eight. For elementary school ClubHouses, appropriate components of the **Child Development Project** provide research-based programming for Community ClubHouses; and, for middle school Community ClubHouses, **Project ALERT** is the research-based component. Column 5 indicates the additional programs and activities that both ClubHouse levels include.

Community ClubHouse is offered for three six-week cycles per school year. One-week summer booster sessions, which include special activities and field trips, are also part of the Community ClubHouse program. Students transitioning from sixth grade to middle school attend both the summer Community ClubHouse week for their elementary school, and the middle school summer Community ClubHouse week, called Heads Up!. Heads Up! includes preparation for success in middle school, such as how to use school planners, along with field trips and other enrichment activities. These students also receive the universal middle school Transition Program services described below.

21st Century Community Learning Centers, now at Lydia Hawk and Meadows elementary schools and Nisqually Middle School, are not part of the Bridge Project, but augment Bridge Project programs at those schools. Community ClubHouses meet on Tuesdays and Thursdays, while 21st Century Community Learning Centers operate on Mondays and Wednesdays, so ClubHouse students at those sites can attend both programs if they wish, having a safe, structured environment after school four nights per week during most of the school year.⁸ 21st Century schools also provide the research-based Winning at Parenting program.

- **Transition Program:** The universal (targeting all students) components for transitioning incoming seventh graders to middle school include the Transition Program, **WEB** (Welcome Every Body), and use of the Southwick Lake Challenge Course.⁹ At the high school level, the Transition Program for all ninth-graders includes the research-based **LINK/Crew** peer-mentoring component, in which small groups of successful juniors and seniors mentor small groups of ninth graders helping with study skills, social skills, and skills for resisting substance use, at a ratio of three leaders to each seven or eight freshmen. **Teenage Health Teaching Modules**, which are also research based, were included in the high school Transition Program for the first time in SIG Year 2. The high school Transition Program also includes the

⁸ For more information about 21st Century Learning Centers, see Baseline Evaluation or U.S. Department of Education, 21st Century Community Learning Centers, <http://www.ed.gov/21stcclc/>, accessed June 2000

⁹ The Southwick Lake Challenge Course was developed by Puget Sound & Century High Schools, North Thurston School District Student and Support Services, The Bridge Project, and Risk Management. The course was built by Puget Sound High School students.

challenge course and an orientation night for incoming students and their families.

- **Parents as Partners:** Parents as Partners brings the research-based **Strengthening Families Program** to students who are in fourth through eighth grades and to their parents.

Additional services for parents include **Parent Kiosks** that are available at all Bridge Project schools. Parent Kiosks display informational brochures, provided by Community Partnership Coalition partners and the Bridge Project on a range of topics relevant to their child's age group. **Adult Literacy and ESL** are both offered through the 21st Century Community Learning Centers.

***Objective 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.

Common reporting tools include the Washington State Survey of Adolescent Health Behavior (WSSAHB) and the Everest program outcome monitoring system (hereafter, Everest). These tools are explained in the following paragraphs.

WSSAHB, also referred to as the school survey, is administered every two years in a representative sample of schools across the state. It is available to any other schools that are interested, as well, at no cost. Funding for the survey is provided through tobacco settlement funds, administered by the Department of Health. Washington State Survey of Adolescent Health Behavior data provide cross-sectional substance abuse prevalence rates and measures of risk and protective factors among 6th, 8th, 10th, and 12th grade students. Schools associated with SIG community grantees were required to participate in the survey.

Everest is a web-based, prevention program monitoring tool developed for SIG by the Division of Alcohol and Substance Abuse. SIG community grantees have pilot tested Everest. The database design is based on findings from several prevention research studies in which Division of Alcohol and Substance Abuse has participated. It allows SIG grantees and providers to print out tests to be used as pre-tests and post-tests for measuring program outcomes. After administering the tests, answers for each question are entered by local staff over the web. Test results are immediately available to the community grantee and the program provider. Everest contains no identified data. Questionnaire responses are linked by a confidential code for each participant. This means that anyone reviewing the data in Everest would be unable to identify the answers that any particular person chose.

The North Thurston School District participates in the Washington State Survey of Adolescent Health Behavior. Starting with Year 2 of SIG, 2000-2001, the North Thurston School District Bridge Project started using the Everest Database to measure some program outcomes using additional scales, or question groups.

These scales are based on risk and protective factors. Drawing on this data, the Division of Alcohol and Substance Abuse SIG administrative staff provided technical assistance in choosing scales appropriate to the Bridge Project. In addition to these measures, targeted children in the Bridge Project program are tracked for WASL scores, behavior referrals, grades, and parent comments from parent-teacher conferences.

Training Related to the State Incentive Grant

In 1999, members of the North Thurston School District Bridge Project team participated in Everest training provided by the State Incentive Grant and in the Washington State Prevention Summit. During the planning stages of their SIG project, they used the Western Regional Center for the Application of Prevention Technologies website to access information about Best Practices and Promising Practices in substance abuse prevention.¹⁰

In 2000, five staff members each from five North Thurston School District schools received Child Development Project training from the Developmental Studies Center. At the 2001 North Thurston School District Summer Institute, the Bridge Project set up a Caring School Community Program station to promote the Child Development Project as a way to improve school climate.¹¹ A second round of training for North Thurston School District staff is expected to occur this year. At this time, two schools have indicated that they want to implement the Child Development Project. The Bridge Project will try to sign up all interested schools before that training, as one set fee covers as many schools as wish to participate.

Staff from one of Community Partnership Coalition's new partners, the Dispute Resolution Center of Thurston County, trained Community ClubHouse staff in conflict resolution skills.

North Thurston Bridge Project Successes

Transition Program:

All incoming seventh graders at each of the Bridge Project middle schools, Chinook Middle School and Nisqually Middle School, received Welcome Every Body (WEB) mentoring. All incoming freshmen received LINK/Crew mentoring at Timberline High School and River Ridge High School. All freshmen at Timberline High School received the Teenage Health Teaching Modules curriculum as well. This health curriculum will be taught to all freshmen at both schools in SIG Year 3. North Thurston High School begins the Transition Program with SIG Year 3. This is not a SIG-funded site, but students will receive

¹⁰ Western Regional Center for the Application of Prevention Technologies (1999). *Best Practices and Promising Practices*, Reno, Nevada, University of Nevada—Reno, Reno, Nevada. Online at: <http://www.unr.edu/westcapt>.

¹¹ Summer Institute is the North Thurston School District's summer in-service training.

the same Transition Program services through building funds and other grants. Puget Sound High School was part of the Transition Program in SIG Year 1, but had a smaller incoming freshman class in Year 2 and currently has its own in-house method of transitioning freshmen. So, with the exception of Puget Sound High School freshmen, all North Thurston School District freshmen participate in the Transition Program.

Effective Use of Community Resources:

Through the Community Partnership Coalition, the Bridge Project is able to link a large number of community agencies with students, thus providing a wide range of services to North Thurston School District students and their families. For example, Community Enrichment, the local branch of the National Community Education Association, provides enrichment activities for Community ClubHouse students.¹² Activities have included martial arts training, cake decorating, origami, building birdhouses, and scrapbooking. Community Enrichment's participation in Community ClubHouses gives students an exposure to a variety of new experiences with different helping adults, and, since Community Enrichment coincides with ClubHouse time, it leaves ClubHouse staff more time for their other duties.

Volunteers:

The Bridge Project staff worked with the Lacey Area Youth Task Force to produce the brochure: "Lend a Hand: It's Easy to Show Young People that You Care." The brochure solicits volunteer help for nine local youth programs, explains the kinds of help needed, and provides contact information. Brochures are displayed in libraries, banks, schools, and other public spaces on life-sized freestanding cardboard cutouts of a color photograph showing three smiling Bridge Project students.

Volunteers also come forward because they have heard of the Bridge Project or Community ClubHouses through word-of-mouth. One Bridge Project staff member spoke with her neighbor, a Lion's Club member, about the Community ClubHouses, which led to the Lion's Club donating materials and time to help ClubHouse students make birdhouses and wooden toys. One high school student has volunteered time throughout Year 2 to work with ClubHouse students on their homework and help out with other activities. A substitute teacher volunteered time throughout Year 2 to help at a Community ClubHouse.

Part of the Community Partnership Coalition's discussions of SIG program sustainability has been centered on how to get even more volunteer involvement with the program to reduce program costs and workloads for paid staff.

¹² The National Community Education Association (NCEA), emphasizes community and parent involvement in the schools, lifelong learning, and enrichment of K-12 and adult education

Community Service Projects:

Every Community ClubHouse performs a community service project each year. Lacey Elementary School, for example, made birdfeeders and planted flowers for a nearby nursing home. This project has provided students with a connection to elderly members of their community, as well as an opportunity to help improve the quality of life for their elderly friends. Students at another Community ClubHouse site made bookmarks for the South Sound Reading Foundation, which provides a book to each child born in local hospitals. These opportunities to do something positive for their community may help children begin to focus on the larger world beyond their own immediate concerns.

Student Connection to Community:

Student connection to community and pride in themselves and their Community ClubHouse is fostered through a variety of activities. One indicator of ClubHouse students' pride in their participation in the Community ClubHouse is the fact that they wanted to be photographed as a group in their T-shirts for the school yearbook. Students created a Community ClubHouse scrapbook with help from a Community Enrichment partner, and it was displayed at the Bridge Project informational booth at the Lacey Fun Fair. ClubHouse students learned to drum, using plastic buckets, and marched in the Lacey Fun Fair Parade, wearing Community ClubHouse T-shirts. They also invited all interested members of their school to join them.

New Connections Between Schools and Community:

As mentioned in the discussion of SIG statewide community level objectives above, the Bridge Project has provided increased opportunities for the community to enter schools to help support students. This has been a significant challenge in the past, but because the SIG lead agency is the North Thurston School District through its Health Services office, schools have been more receptive to new partnerships. Incidentally, since the Bridge Project has become part of the infrastructure of North Thurston School District, this has allowed access to student records for program evaluation that would otherwise be impossible to attain.

Planned Parenthood Teen Council is a group of teen volunteers who teach an HIV curriculum with a theater production to illustrate decision-making issues in Thurston County schools. Their access to classrooms is generally dependent upon teacher interest. The Teen Council did not teach in Community ClubHouses in SIG Year 2, but came in the middle school ClubHouses to help with homework and to play theater games with the students. This involvement in the middle schools may spread awareness among school staff about who they are and what they can do.

A long-standing partnership between North Thurston School District and the Lacey Police Department was reinforced, despite some conflicting opinions about

the DARE program. Bridge Project contracted with the Lacey Police Department to have officers posted onsite at middle school Community ClubHouses and to teach the Project ALERT curriculum there. A Bridge Project staff member reported that the officers have found that they usually have to wait to start Project ALERT until students have finished their homework—the second daily ClubHouse activity, immediately following check-in and snack. As a result officers are helping students with their homework and playing with them during ClubHouse. This fosters positive personal relationships between students and police officers, which was one of the aspects of the DARE program strongly valued by the Lacey Police Department.

Prevention Program Menu:

A large-scale success of the North Thurston School District SIG project has been the creation of a menu of programs for schools to choose from and a system for funding those programs. Through SIG, North Thurston School District has been able to field test the research-based and innovative substance abuse prevention programming described above. Individual schools may now choose programs, or, in the case of Community ClubHouse or the Transition Program, components of the programs from this menu that best fit their needs, and can know ahead of time the costs, challenges, and strategies for implementation of each program, projected outcomes for each program, and have a system in place (the Everest Database) for evaluation of those programs. One of the benefits of this system for schools is that schools can start out with the number of prevention components that their infrastructure and funding can support and can increase the number of prevention actions for their students as their ability allows. Successful implementation of programs gives schools the basis for being granted funding to do more. A discussion of funding sources available to North Thurston School District schools is discussed in the Sustainability and Systems Change section of this report.

Challenges for North Thurston Bridge Project Year 2

Staff time limited:

Community ClubHouse regular staff are all school staff. For elementary Community ClubHouses, the staff consists of one certified school staff member, one instructional assistant, the health room assistant, and a district intervention specialist. The two middle school Community ClubHouses have two certified staff members and one instructional assistant as regular staff. The counselor for Chinook Middle School is on the staff of that school's ClubHouse. Nisqually Middle School ClubHouse does not have a regular counselor on staff, but calls help in as needed.

The extra hours required of these staff members to effectively run Community ClubHouse exacts a heavy toll in terms of extra hours spent at school, away from home and family, and in terms of additional work load in planning, program, and

meeting time. It is a measure of the commitment of the staff that work with Community ClubHouse students that there has been no staff turnover.

Limited time periods of Community ClubHouses:

Community ClubHouses run for three six-week sessions per school year, with additional sessions in summer. According to one respondent, teachers have asked if Community ClubHouses could be extended to cover the entire school year, because they report less trouble with those students during the weeks when Community ClubHouse is in operation. To run the program continuously, however, would be likely to cause staff burn out, since ClubHouse duties are undertaken by school staff in addition to their regular duties. One possible solution to this challenge might be for schools to offer Community ClubHouse staff flex time, so that they might subtract all or a portion of their Community ClubHouse hours from their regular duty hours.

Lack of school support staff during ClubHouse hours:

As an after school program, Community ClubHouse does not have the support staff that is normally in place during school hours: the ClubHouse staff must handle any problem that arises. At the middle schools, Lacey Police Officers are on site during Community ClubHouse and teach the Project ALERT component of the program. Lack of support staff is addressed at the elementary schools by the Bridge Project Coordinator being on call until all students are at home.

Providing services to Spanish-speaking members of the community:

The Refugee and Immigrant Service Center participates in the Community Partnership Coalition to provide guidance on service provision to the Hispanic community. Through North Thurston School District 21st Century Community Learning Centers, many North Thurston School District Spanish-speaking adults are receiving help with reading and ESL (English as a Second Language). At Lydia Hawk ESL is taught by a Spanish-speaking instructional assistant. Bridge Project staff considered using Parent Effectiveness Training, which has Spanish language materials available, as a program for Hispanic families, but a poll of Spanish speaking parents indicated that they did not wish to receive help with parenting skills.

Baseline Planning and Funding Survey Results¹³

The Community Partnership Coalition has been working through all of SIG Year 2 to address Bridge Project sustainability plans. In addition to this, North Thurston School District is taking advantage of other funding opportunities to implement Bridge Project programs and other research-based programs at non-SIG sites.

¹³ Appendix D, “Baseline Planning and Funding Survey,” contains a blank survey form that was used to collect information for this section of the report.

In addition to SIG funds, the funds and in-kind goods and services the Bridge Project uses include:

- School facilities
- Building funds for materials, such as craft materials
- Volunteer hours from some community partners, individuals, and groups in the community
- Combined funding where Community ClubHouses and 21st Century Community Learning Centers overlap at Lydia Hawk and Meadows elementary schools and Nisqually Middle School.

One funding strategy has been to apply different funding streams to some of the same programs. One example of this is the use of 21st Century Community Learning Center funds to provide the Child Development Project at Lydia Hawk Elementary School.

In the first year of SIG, the 1999-2000 school year, North Thurston School District began its participation in the Medicaid Match program. Under this program, school staff (teachers, counselors, intervention staff, and others) record any hours spent linking students to health care services and coordinating resources to serve students' health needs. Health is broadly defined, including the emotional, behavioral, physical, and developmental well being of students. The recorded Medicaid Match hours are reported to Medicaid, which reimburses schools for fifty percent of their eligible staff hours.

Few schools in Washington State are currently taking advantage of the Medicaid Match system, due, in part, to the program's complexity, the time needed to collect required data and administer the program, and the perception that the program would not bring in a significant amount of dollars to schools. North Thurston School District Health Services has an administrative assistant who uses Microsoft Excel to keep track of the Medicaid Match data for all North Thurston School District schools. Setting up the system required the North Thurston School District Health Services office to train all district school staff in the program: how to connect students to health care, what constitutes Medicaid Match billable hours, and, perhaps most importantly, why the Medicaid Match program is an asset to their school, rather than just an extra chore added to district staff's myriad other responsibilities. According to a Health Services representative:

There has to be an incentive for staff. And that incentive has to be that the dollars go back to the buildings and that those buildings are able to use those dollars based on some set menu to support students and their families.

The Medicaid Match program brings in an estimated \$800,000 a year to this district of approximately 13,000 students, or about \$60 per North Thurston School District student.

North Thurston School District schools apply for Medicaid Match funding for substance abuse prevention actions by submitting a proposal to the Student Intervention Committee. This committee includes a representative from each North Thurston School District school, including teachers, counseling staff, and, currently, a member of the Bridge Project staff. Proposals must address the identified risk and protective factors, which were indicated by North Thurston School District and SIG needs assessment, and must include an evaluation component.

Proposals for match funds are based on the Student Intervention Model (see Appendix C), also called Resilient Child; which has been revised since its original creation to include risk and protective factors and research-based programs.¹⁴ The research-based program menu concept for the North Thurston School District Student Intervention Model came through North Thurston School District's participation in the SIG project. Many of the programs listed were initiated under the SIG grant. Some new research-based programs have been added, that are not funded by SIG, and a few preexisting programs have been included in the menu.

Conclusion

The Bridge Project has had a profound impact on the way North Thurston School District approaches substance abuse prevention planning and implementation. It is based upon risk and protective factors already identified for the community, through the Student Intervention Model (Resilient Child Model described in Appendix C). To address these factors, the Bridge Project has provided the infrastructure for implementing a menu of research-based prevention actions.

The Bridge Project concept of providing support for students at critical junctures of transition has now spread to several non-SIG-funded school sites in the North Thurston School District. In a major paradigmatic change, the North Thurston School District has decided to include funding for student support services, including research-based substance abuse prevention programs, in its essential funding priorities, relieving them from complete reliance on grant applications and discretionary funds, which should help North Thurston School District extend its research-based programming to reach a larger number of its students.

Schools can use Medicaid Match monies as well as other funding streams to bring programs tested in their own district to their students and families. School

¹⁴ District-wide resource assessment was addressed, in 1998 and 1999, with a Future-Focused Learning grant from the Office of the Superintendent of Public Instruction (OSPI), which led to the creation of the Resilient Child Model.

professionals do not have to look far to find someone who can help them by sharing their experiences with program implementation.

The passage of I-728—an initiative to reduce class sizes, provide extended learning and early childhood programs—has had an immediate effect on North Thurston School District planning. North Thurston School District Health Services has convinced the district to use these funds creatively. The Choices Alternative Elementary School, which opened its doors in SIG's Year 3, is an example of this.¹⁵ Students who are habitually disruptive in class can go to Choices, instead of conventional school. The theory, supported by research, is that, when classroom disruptions are reduced, the time the teacher has to spend with each remaining child is increased, having an effect similar to smaller class size.

Early Childhood Home Visitor is a home visitation program for kindergarten students and their parents which is based on the principles of the Prenatal/Early Intervention Project. This is a Best Practice program that features home visitation by nurses to pregnant mothers through the child's second year, and addresses these risk factors: extreme economic deprivation, favorable parental attitudes toward the problem behavior, family management problems, and constitutional factors; and these protective factors: healthy beliefs and clear standards and bonding: opportunities, skills, and recognition. North Thurston School District's home visitation program, starting in SIG's Year 3, is funded through Title I/LAP, I-728 funds, and Medicaid Match dollars.

North Thurston School District is building on SIG implementation successes to bring similar prevention packages to other schools in the district, with the goal of bringing all schools up to the same level of protection. The Child Development Project, successfully started in five schools in SIG's Year 2, will reach two additional schools through a Office of Juvenile Justice and Delinquency Prevention grant. These schools are Lydia Hawk Elementary, which has a 21st Century Community Learning Center and Community ClubHouse, and Evergreen Forest, a school new to SIG-style programming, with a large Native American population. Yet a third school, Seven Oaks Elementary, will implement the Child Development project in the near future.¹⁶ North Thurston School District plans to use multiple sources of funding to bring all three of these schools up to the same level of prevention services: Lydia Hawk and Evergreen Forest will receive the social skills-building curriculum and the Early Childhood Home Visitor program already found at Seven Oaks.

¹⁵ Choices Alternative Elementary School is housed in an existing district elementary building and has two divisions: primary and intermediate, with one teacher for each division.

¹⁶ Seven Oaks teachers received training in February 2001 for this social skills-building curriculum through Behavioral Health Resources (BHR), based on the program, Children and Parents First, which BHR offers to families throughout Thurston County. BHR uses pre- and post-tests for the program when offered at their office.

By the end of SIG Year 3, ten out of North Thurston School District's nineteen schools will be using the North Thurston School District Student Intervention Model research-based programming, including the original six SIG schools. With consistent funding streams and current programming sustained at present levels, expansion can continue. In a few years' time, North Thurston School District should be able to provide all North Thurston School District schools with research-based substance abuse prevention programming.

Appendix A:

Community-Level Goals and Objectives¹⁷

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.

¹⁷ 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.

Baseline Planning and Funding Survey

Baseline Planning and Funding Survey, a survey of funding sources necessary to implement one prevention program in the North Thurston School District, was completed for the Bridge Project.

Meeting Observations

Two Community Partnership Coalition meetings were observed. Minutes from seven Community Partnership Coalition meetings were reviewed. The DASA Site Visit was observed.

Document Review

- a) North Thurston Approved State Incentive Grant Community Matrices (2001): Prevention programs intended to address desired outcomes and associated risk and protective factors are described in detail in matrices created by the North Thurston School District and the Division of Alcohol and Substance Abuse (DASA) State Incentive Grant administrative staff. These matrices were used to guide inquiry into the process of achieving anticipated local outcomes.
- b) Becker, L., et al (1999): *1999 County Profile on Risk and Protection for Substance Abuse Prevention Planning in Thurston County*, DSHS Publication # 4.33-34, Department of Social and Health Services, Research and Data Analysis Division for the Division of Alcohol and Substance Abuse.
- c) Developmental Studies Center (DSC) (1999): *Making Connections: An Introduction for families to the Child Development Project*, Developmental Studies Center, Oakland, California.
- d) Lacey Area Youth Task Force (2000): "Lend a Hand: It's Easy to Show Young People that You Care", brochure, Lacey Area Youth Task Force, Lacey, Washington.
- e) Sackett-DanPullo, S. (2001): Letter to Lacey community members, Thurston County Prosecuting Attorney's Office, Olympia, Washington.

- f) Western Regional Center for the Application of Prevention Technologies (1999). *Best Practices and Promising Practices*, Reno, Nevada, University of Nevada, Reno.
- g) Washington Employment Security Department (2000): *Washington State Labor Market Information, Labor Market Information by Area, Selected Economic Data*, <http://www.wa.gov/esd/lmea/labrmrkt/sed/graysed.htm>, accessed 03/15/01.

Accessing Informants

Key Informants: Two informants from the first round of evaluation were interviewed for this evaluation. In addition to these, one Bridge Project provider and three community members were interviewed. Three community members participated in face-to-face interviews, and three participated in telephone interviews, for this second round of evaluation.

Analysis

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. Center for Substance Abuse Prevention and COSMOS Corporation created broad data categories, around which interview questions and inquiry topics were framed. Data were gathered in the process of this evaluation with the intent of answering specific questions about system change in planning, providing, and evaluating prevention services for youth in local communities. Additional categories were added as it became apparent that they were of importance to the SIG community grantees.

Appendix C: Risk and Protective Factors, Categorized by Domain¹⁸

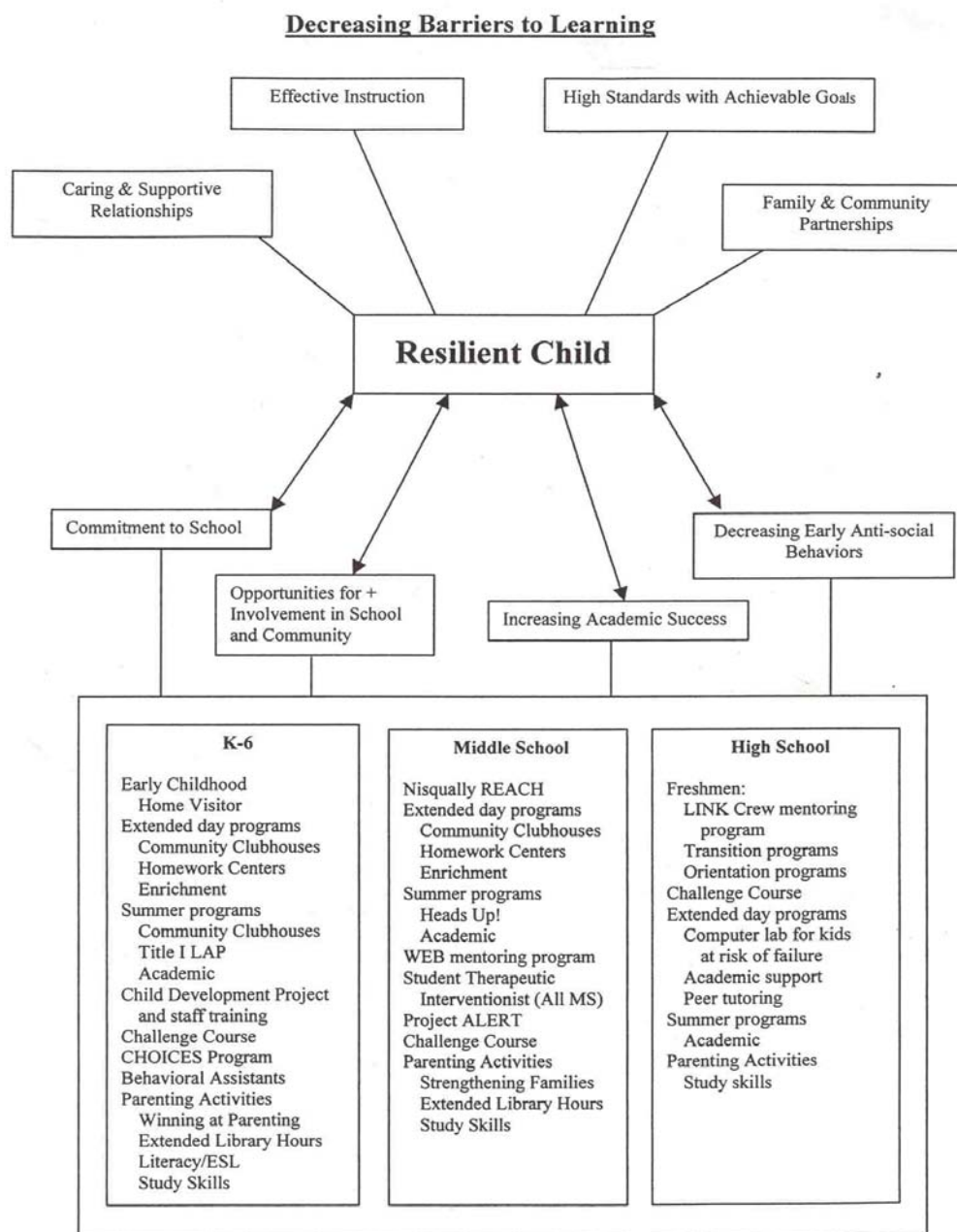
Note: Risk and protective factors addressed by the Bridge Project are italicized.

Domains	Risk Factors	Protective Factors
Community	<i>Availability of drugs</i> Community laws and norms favorable to drug use <i>Transitions and mobility</i> Low neighborhood attachment and community disorganization Extreme economic deprivation	<i>Opportunities for prosocial involvement</i> Rewards for prosocial involvement
Family	Family history of the problem behavior Family management problems Family conflict Favorable parental attitudes and involvement in the problem behavior	Bonding: family attachment Opportunities for prosocial involvement Rewards for prosocial involvement
School	Early and persistent antisocial behavior <i>Academic failure</i> <i>Lack of commitment to school</i>	<i>Bonding: attachment to school</i> <i>Opportunities for prosocial involvement</i> <i>Rewards for prosocial involvement</i>
Individual	<i>Rebelliousness</i> <i>Friends who engage in the problem behavior</i> <i>Favorable attitudes towards the problem behavior</i> Early initiation of the problem behavior Constitutional factors	Healthy beliefs and clear standards Bonding: attachment to prosocial peers <i>Social skills</i>

¹⁸ Modified from *A Guide to the Community Substance Abuse Prevention Projects*. December 2000. Governor's Substance Abuse Prevention Advisory Committee. Available from State Incentive Grant Project, Division of Alcohol and Substance Abuse, Department of Social and Health Services, PO Box 45331, Olympia, WA 98504-5331 (ph: 360 438-8065) or Washington State Alcohol/Drug Clearinghouse (ph: 800 662-9111 in-state; 206 725-9696 Seattle or out of state).

Appendix D: Resilient Child: North Thurston School District Student Intervention Model

STUDENT INTERVENTION MODEL



Date _____ Site _____ Program Service _____

Rigor Level _____ Beginning Date of Program Service _____ Ending Date of Program Service _____

Name of person supplying information _____

Appendix E: Program Implementation Survey

The purpose of this survey is to determine what was measured by the pre-test/post-test associated with your program: was it the program as originally designed and tested, or was it some variation on that program? If program modifications were made, test results may differ from those that would be expected if the program were implemented as originally designed, with the intended target population, taught by a trained instructor. Records of program implementation practices, reviewed in conjunction with program effectiveness measures, can inform future prevention planning. If possible, this form should be completed by the person providing prevention program services.

1. Did this prevention program differ from the original design?

Program Characteristic	Yes	No	Description of change	General reason for change (check one)		Notes on specific reason(s) for change
				Necessity	Program improvement	
1) Number of sessions						
2) Length of sessions						
3) Content of sessions						
4) Order of sessions						
5) Use of materials or handouts						

Program Characteristic	Yes	No	Description of change	General reason for change		Notes on specific reason for change
				Necessity	Program improvement	
6) General location (e.g., at community center instead of school)						
7) Intended population (age, language, level of risk, maturity)						
8) Number of participants						
9) Instructor training						
10) Instructor/student ratio						
11) Anything else?						

2. If this is a Best Practices or science-based program (rigor 5), did you receive guidance from either the program's designer or from WestCAPT in making changes? ____ Yes ____ No ____ Not applicable
 Is this still considered a best practice (in the opinion of the designer/WestCAPT) after you made these changes? ____ Yes ____ No



3. Instructor training and experience
 - a. Did you receive training for this program? Yes No
 - b. How many years of experience do you have providing substance abuse prevention services?
 <1 1-3 4 or more
 - c. How many years of experience providing social services or teaching, outside of prevention services?
 <1 1-3 4 or more

4. What was your observation of participants' engagement with the program?
 Mostly engaged Neutral Less than fascinated

5. What was your response to the program?
 Enjoyable Neutral Tedious

6. Would you use this program again, given the opportunity?
 Probably Maybe Unlikely

7. What shaped your opinion about whether or not you would use this program again, given the opportunity? Please select all that apply.

<input type="checkbox"/>	Pre-test/post-test results
<input type="checkbox"/>	Participants' or your own reactions to the program
<input type="checkbox"/>	Other measures (school grades, behavioral responses)
<input type="checkbox"/>	Response from parents, school staff, other community members
<input type="checkbox"/>	Discussion with other prevention professionals
<input type="checkbox"/>	Anything else? Please list:

Please note: Development of this form grew out of the book, *How to Assess Program Implementation*, by Jean A. King, Lynn Lyons Morris, and Carol Taylor Fitz-Gibbon, published in 1978 by Sage, Newbury Park, California.
 Created by the Washington State Incentive Grant Evaluation Team, September 2000: Christine Roberts, Ray Mitchell, Kojay Pan, Anne Strode, and Linda Weaver, University of Washington, Washington Institute of Mental Illness Research and Training/Western Branch. Developed under the guidance of the Department of Social and Health Services, Research and Data Analysis Division for the Department of Social and Health Services, Division of Alcohol and Substance Abuse.