

FRESNO COUNTY STRATEGIC PREVENTION PLAN

SECTION 1: STRATEGIC PLAN

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JULY 13, 2007

OVERVIEW:

The County of Fresno, through the Department of Behavioral Health (DBH), Substance Abuse Services (SAS), administers \$1.09 million annually in State and Federal funds designated to provide primary substance abuse prevention services for youth and families. Primary prevention is based on strategies shown to be effective in preventing community level alcohol and other drug problems among those not in need of treatment. Fresno County subcontracts primary alcohol and other drug prevention services to Community-Based Organizations (CBO) through competitive bid processes.

In 1995, in response to the Fresno County Master Plan to Reduce Substance Abuse, a County Framework for the Prevention of Substance Abuse Related Problems was developed and implemented. The framework utilized community organization and the principles of public health as strategies to address alcohol and other drug issues, in rural and urban areas of the County.

Since 1995, these primary prevention services have been provided through community-based organizations, to County residents, targeting youth, to prevent or delay the onset of problematic alcohol and other drug use. Services included substance abuse education for youth and families, social/recreational events, health fairs, and technical assistance to community groups on strategies to prevent substance abuse related problems. Prevention programs were organized to serve eight geographic regions and two special populations (Deaf & Hard-of-Hearing and Friday Night Live Youth). Additionally, two special programs were developed to serve youth involved in the juvenile justice system at the Elkhorn Correctional Facility and at Juvenile Hall.

In September 2003, the Department of Behavioral Health, Substance Abuse Services, initiated strategic planning to re-design the prevention service delivery system, in response to new requirements for Federal Block Grant funds for prevention programming, contained in the County's Net Negotiated Amount Agreement (NNA) with the State of California Alcohol and Drug Program; and recommendations of the "Fresno County Integrated Substance Abuse Service Delivery Plan Report", presented to the Board of Supervisors on March 11, 2003. Fresno County completed an assessment and strategic planning process, that included evaluating current services; dialog with a total of eight community focus groups and key informant interviews representing educators, middle and high school students, Substance Abuse Specialists, Department of Children and Families, and Community Health; collection of local, State and National data on substance abuse related problems in Fresno County; and a review of prevention best practices endorsed by the Federal Center for Substance Abuse Prevention (CSAP).

Analysis of the data revealed 14 key factors present in Fresno County that research shows can put youth at high-risk of alcohol and illegal drug related problems (See Exhibit A attached: 14 Risk Factors). Data from the RAND Corporation Report indicated that by 2000, *the average age of first alcohol use in Fresno dropped to 9.5 years of age, as compared to 16.5 in 1998*. The California statewide average in 1998 was 16 years of age and 11.5 in 2000. Additionally, 32% to 55% of participants in the Fresno County Healthy Kids Survey 2000-01 and youth focus groups, self-reported drinking alcohol.

Based on dialog with local stakeholders, and analysis of the data, four risk factors were identified as top priorities and the recommended focus of the Department's prevention efforts for FY 2004-2014:

- Early initiation of problem behavior (alcohol and/or illegal drug use) by youth;
- Family and parental history of substance abuse and favorable attitudes toward alcohol and illegal drug use;
- Availability/perceived availability of alcohol and illegal drugs contributing to early initiation of use/abuse by minors; and
- Community laws and social norms/policies that are inadequate or poorly enforced.

Adoption of these priorities by the Department resulted in a recommendation to realign the existing prevention services system in order to develop programs that implement strategies focused on underage drinking in Fresno County. Preventing young people from drinking not only saves them from harm in their youth, it may prevent them from a lifetime of alcohol- and drug related problems including adult alcoholism, crime, health problems, and poverty according to research from the National Institute on Alcohol Abuse and Alcoholism (NIAAA).

The current core programs/services for prevention are:

- Youth Development/Youth Leadership Programs to recruit and train youth to organize and implement projects to address underage drinking in metropolitan Fresno and in the rural areas of the County;
- Family Leadership Program to implement “Staying Connected With Your Teen” workshops to train parents and other adults to implement family-centered prevention strategies; and to recruit and train families and other concerned adults, to organize and implement community-based projects to address underage drinking throughout the County.
- Specialized programs for youth involved in the juvenile justice system;
- Media Advocacy/Public Relations programs to impact social norms about alcohol and other drugs; and
- Evaluation Services, Assessment and Planning, and Data Collection and Management.

The core programs/activities will move the focus for prevention to that of addressing and measuring the changes in the participant's attitudes and actions. The results for these core programs are expected to be the most

effective way to address the core risk factors identified as contributing to alcohol and drug related problems of youth, and is most likely to produce favorable long-term outcomes. The recommended strategies are:

- Develop opportunities for youth that encourage bonding with, and engaging in activities that include family, school, and community;
- Develop opportunities that encourage attachment to peers that possess healthy belief and clear standards about alcohol and illegal drug use;
- Develop opportunities for families that encourage improvement of parent-child relations, healthy beliefs and clear standards about alcohol and illegal drug use;
- Develop activities that raise community awareness of the risks related to youth access to alcohol;
- Develop activities that support laws governing the sales and use of alcoholic beverages; and
- Enhance or develop community social norms on alcohol that de-glamorize its use and raise awareness about the life altering problems caused by underage drinking and the number of youth affected.

The long-term outcomes expected are:

- Decline in underage alcohol use by 9-20 year-old youth;
- Reduced availability and accessibility of alcohol to youth;
- Increased access for families to alcohol-safe public celebrations and social events; and
- Expanded capacity of primary prevention, coordinated efforts, and shared goals with a wide range of community organizations that serve youth and families.

Realignment of the primary prevention services system was implemented in December 2004 with an agreement with Youth Leadership Institute to develop a demonstration project to provide youth leadership/development services for youth residing in metropolitan Fresno. Youth Leadership Institute is contracted to provide services to Urban (\$250,000) and Rural (\$347,314) Youth in Fresno County. Youth Leadership Institute is also the Friday Night Live service provider for Fresno County.

An Agreement with Fresno County Economic Opportunities Commission (FCEOC) Youth Sanctuary (\$30,000) was approved by the Board in February 2005, to provide substance abuse outreach services to homeless and runaway youth in metropolitan Fresno. FCEOC was also awarded the Family Leadership Institute (\$325,000) contract to provide services throughout the County to families and other adults concerned about underage drinking and illegal drug use, and prevention services to inmates at Elkhorn Correctional Facility (\$75,000).

The Department of Behavioral Health, Substance Abuse Services, will continue its efforts to expand the capacity of prevention, to serve high-risk groups such as the disabled, and youth involved in the criminal justice system; to enhance data collection and management; to enhance evaluation services; and to enhance ongoing assessment and planning.

INTERESTED COMMUNITY GROUPS/OTHER PUBLIC AGENCIES:

The Department continues to work in collaboration with the Fresno County Alcohol and Drug Advisory Board, community stakeholders, substance abuse prevention and treatment providers, and other agencies.

The Alcohol and Drug Advisory Board reviewed the recommendations contained in this report on May 4, 2005, and unanimously passed a motion to support the concepts detailed in “Report for Primary Substance Abuse Prevention Services” and encouraged staff to proceed with implementation of the report’s recommendations.

FOCUS OF STAFF ACTIVITY:

The key findings, concerns and recommendations specific to prevention services will be addressed over the next twelve months. Staff will continue working with the Alcohol and Drug Advisory Board, local provider network, other interested community-based organizations and individuals. Staff will develop and implement a quality assurance process to monitor, evaluate, and assess the contracted programs’ progress toward meeting the objectives and outcomes of the scopes of work.

Four Key Risk Factors for Youth

Research has shown there are a number of risk factors that increase the chances of adolescents developing health and behavior problems. Reducing these risks through the course of a young person’s development, can prevent them from developing these problems, and promote healthy, pro-social growth.

The following is a summary of the research-based risk factors and the problem behaviors identified by the needs assessment conducted by Fresno County Department of Behavioral Health, Substance Abuse Services in 2003:

COMMUNITY RISK FACTORS

1. Availability of Drugs/Alcohol

The more available drugs are in a community, the higher the risk that young people will abuse drugs in the community. Data from the California Department of Justice indicates that Fresno County had the fourth highest amount of marijuana seizures in 2006. Data from the California Department of Alcohol and Drug Programsⁱ indicates that alcohol is readily available in Fresno County. There were a total of 1,793 liquor licenses dispensed in 1997, followed by 1,784 licenses in 1998 and 1759 licenses in 1999. While there has been a declining trend of liquor licenses dispensed in Fresno County over this period, the three-year average (1997-99) of total retail liquor outlets in Fresno County was 226.3 as compared to 198.3 for California. Fresno County ranked 20th in California for the total number of retail liquor outlets

The availability of alcohol poses a serious challenge for underage drinking. Fresno County has a relatively young population as compared to that of California. While the median age in Fresno County is 29.9 years, approximately 35.5% of Fresno County's population are 19 years or younger as compared to 30.1% in California. Interestingly, 17.7% of the Fresno population is between the ages of 10 and 19 years as compared to 14.8% for California. The total family households with own children under 18 years was 186,736.

2. Perceived Availability of Drugs

Perceived availability of drugs is also associated with risk. In schools where children just think that drugs are more available, a higher rate of drug use occurs.

3. Community laws and norms favorable toward drug use

Community norms - the attitudes and policies a community holds about drug use are communicated in a variety of ways: through laws and written policies, through informal social practices, and through the expectations parents and other members of the community have of young people.

When laws, tax rates, and community standards are favorable toward substance use, or even if they are just unclear, children are at higher risk.

Another concern is conflicting messages about alcohol/other drugs from key social institutions. An example of conflicting messages about substance abuse can be found in the acceptance of alcohol use as a social activity within the community. The "Beer Gardens," popular at street fairs and community festivals frequented by young people, are in contrast to the "Just Say No" messages that schools and parents may be promoting. These conflicting messages make it difficult for children to decide which norms to follow.

4. Transitions and Mobility (Substance Abuse, Delinquency, and School Dropout)

Even normal school transitions predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rate of drug use, school misbehavior, and delinquency result. Communities with high rates of mobility appear to be linked to an increased risk of drug and crime problems. The more often people in a community move, the greater the risk of both criminal behavior and drug-related problems in families.

5. Low Neighborhood Attachment and Community

Higher rates of drug problems occur in communities or neighborhoods where people have little attachment to the community. The less homogeneous a community is in terms of race, class, and religion, the less connected its residents may feel to the overall community, and the more difficult it is to establish clear community goals and identity. Fresno County population estimates show that in 2010 there will be 154,795 youth between 10-19, out of a total population of 983,478, making up 16.5% of the population. Of these youth, 57% are Hispanic, 25% White, 11% Asian, 5% Black, 1.5% multi-race, and less than 1% American Indian. Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. In Fresno County, 30% of children live in poverty, substantially higher than the State as a whole (18%), with 10% of the population receives food stamps, compared with 4% statewide. 8% of the adult population is unemployed. 63% of school children receive free or reduced price lunch. Mother's level of education is a strong indicator of a child's success.

If the key players in the neighborhood—such as merchants, teachers, police, human and social services personnel—live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in schools also indicate lower attachment to the community. In the 2004 general election, only 29.19% of eligible voters, or 42% of registered Fresno County voters cast ballots.

FAMILY RISK FACTORS

6. Family History of the Problem Behavior

If children are raised in a family with a history of addiction to alcohol or other drugs, the risk of having alcohol and other drug problems themselves increases. Similarly, children who are raised by a teenage mother are more likely to be teen parents, and children of dropouts are more likely to drop out of school themselves. 29% of Fresno County children live in single parent families, and only 66% of mothers have at least a high school education, vs. 74% statewide.

7. Family Management Problems

The risk factor has been shown to increase the risk of drug abuse, delinquency, teen pregnancy, school dropout, and violence. Poor family management practices include lack of clear expectations for behavior, failure of parents to monitor their children (knowing where they are and who they are with), and excessively severe or inconsistent punishment. Juvenile arrests for alcohol and drug offenses in Fresno County have exceeded the state rates. In 2005, the total number of juvenile arrests for alcohol and drug offenses was

1,811. Juvenile (ages 10-17) drug & alcohol related felony & misdemeanor arrests are 12 per 1000 juveniles compared to 9.5 statewide.

8. Family Conflict

Persistent, serious conflict between primary caregivers or between caregivers and children appears to enhance risk for children raised in these families. Conflict between family members appears to be more important than family structure. Whether the family is headed by two biological parents, a single parent, or some other primary caregiver, children raised in families high in conflict appear to be at risk for all of the problem behaviors. For example, domestic violence in a family increases the likelihood that young people will engage in delinquent behaviors and substance abuse, as well as become pregnant or drop out of school. There were 2,185 arrests for domestic violence in Fresno County in 2005.

9. Parental Attitudes and Involvement in Drug Use, Crime, and Violence

Parental attitudes and behavior toward drugs, crime, and violence influence the attitudes and behavior of their children. Parental approval of young people's moderate drinking, even under parental supervision, increases the risk of the young person using marijuana. There were 4,705 felony drug arrests in Fresno County in 2005.

Further, in families where parents involve children in their own drug or alcohol behavior - for example, asking the child to light the parent's cigarette, or get the parent a beer from the refrigerator - there is an increased likelihood that their children will become drug abusers in adolescence.

SCHOOL RISK FACTORS

10. Academic Failure Beginning in Elementary School

Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, pregnancy, and school dropout. Children fail for many reasons. It appears that the experience or failure—not necessarily ability—increases the risk of problem behaviors.

This is particularly troubling because, in many school districts, African-American, Native American, and Hispanic students have disproportionately higher rates of academic failure compared to white students. Consequently, school improvement and reducing academic failure are particularly important prevention strategies for communities of color. In Fresno County, 28% of school children are English Language Learners. Oral proficiency takes 3 to 5 years, and academic competence takes 4 to 7 years. Almost one

third of students speak Spanish at home. Only 37% of third graders score above the fiftieth percentile in reading comprehension, compared with 47% statewide. This is a reflection of the high poverty rates and the high rate of English learners.

11. Lack of Commitment to School

Low commitment to school means the young person has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for substance abuse, delinquency, teen pregnancy, and school dropout. In many communities of color, education is seen as a “way out,” similar to the way early immigrants viewed education. Other subgroups in the same community may view education and school as a form of negative acculturation. In essence, if you get an education, you have “sold out” to the majority culture. Young people who adopt this view are likely to be at higher risk for health and problem behaviors. 80% of students who enter high school will graduate in Fresno County, compared with 86% statewide. This statistic does not account for those who drop out of high school before ninth grade.

INDIVIDUAL/PEER RISK FACTORS

12. Friends Who Engage in the Problem Behavior

Young people who associate with peers who engage in problem behavior - delinquency, substance abuse, violent activity, sexual activity, or school dropout - are much more likely to engage in the same problem behavior. This is one of the most consistent predictors that research has identified. Even when young people come from well-managed families and do not experience other risk factors, just hanging out with friends who engage in the problem behavior greatly increases the child’s risk of that problem.

13. Favorable Attitudes Toward the Problem Behavior

During the elementary school years, children usually express anti-drug, anti-crime, and pro-social attitudes. They have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk.

14. Early Initiation of the Problem Behavior

The earlier young people begin using drugs, committing crimes, engaging in violent activity, dropping out of school, and becoming sexually active, the greater the likelihood that they will have problems with these

behaviors later on. For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems as those who wait until after the age of 19.

UNDERAGE DRINKING INITIATIVE

Need Statement: Recent research has expanded links between underage drinking, adult alcoholism, and problem drinking. Preventing young people from drinking may not only save them from harm in their youth, it may prevent them from a lifetime of alcohol and drug related problems including adult alcoholism, crime, health problems, and poverty. Data from the RAND Report indicates that the age of first use in Fresno has dropped to 9.5 years. Self-report by youth participants in local focus groups is consistent with the RAND findings.

Purpose: To delay or eliminate the onset of underage drinking. Prevention is defined as programs, policies, or activities that are designed to keep youth from using alcohol before they attain the minimum legal drinking age

Goals: #1 To prevent harm to the **underage** drinker #2 To prevent harm to society

Theory of Change: By addressing these four areas of focus, (risk factors), we will see a marked reduction in underage drinking.

LOGIC MODEL

Risk Factor #1	Problem Statement	Strategies	Short-Term Outcomes	Intermediate Outcomes	Long-Term Outcomes	Long-Term Impact
<p>Early Initiation of Problem Behavior</p> <p><i>Rationale</i> Young people who drink before the age of 15 are four times more likely to develop alcohol dependence than those who begin drinking at age 21. (NIAAA)</p> <p>40% of drinkers who got started before age 15 were classified later in life as</p>	<p>Due to availability and accessibility, 32 to 55% of students in Fresno County self-report drinking alcohol (Focus groups)</p>	<p>Develop opportunities for youth that encourage bonding with and engaging in activities that include family, school, and community</p> <p>Develop opportunities that encourage attachment to peers that possess healthy beliefs and clear standards</p>	<p>Increase perceptions and awareness by youth of harmful effects of underage drinking, alcohol use, and binge drinking and the dangerous consequences that are often a result of these risk behaviors</p> <p>Measurement Focus Groups School Surveys Teen Interviews</p>	<p>Decrease in favorable attitudes toward problem behavior</p> <p>Increase in the age of first use</p> <p>Measurement Teen Interviews</p>	<p>Reduce availability and accessibility of alcohol to youth</p> <p>Measurement</p>	<p>Increased well being of youth as a result of the reduction in Underage Drinking</p> <p>Measurement Police records, County/City Data, School Surveys Treatment Figures</p> <p>Indicators Marked increased age of first use</p>

alcohol dependent (NIAAA)				Focus Groups School Surveys	Teen Interviews Focus Groups	Dropouts Prior to 9 th Grade Delinquency or alcohol-related arrests ages 10 - 18
<u>Risk Factor #2</u>	Problem Statement	<u>Strategies</u>	Short-Term Outcomes	Intermediate Outcomes	Long-Term Outcomes	<u>Long-Term Impact</u>
Family History of Substance Abuse / Problem Behavior and Favorable Attitudes and Parental Involvement <i>Rationale</i> Parents' drinking behavior and favorable attitudes about drinking have been positively associated with adolescents' initiating and continuing drinking (NIAAA)	Due to availability and accessibility, 32 to 55% of students in Fresno County self-report drinking alcohol	Develop opportunities for families that encourage improvement of parent-child relations, healthy beliefs and clear standards	Increased perceptions and awareness by adults of the harmful effects of underage alcohol use and binge drinking and the dangerous consequences that are often a result of these risk behaviors <i>Measurement</i> Focus Groups	Reduce youth access to alcohol permitted by adults at home, or in social, family, or public settings <i>Measurement</i>	Strengthen family bonding <u>Measurement</u>	Increased well being of youth as a result of the reduction in Underage Drinking Measurement Police records, County/City Data, School Surveys Treatment Figures <i>Indicators</i> Number of adults in Drug Treatment Programs Number of children living away from

						<p>parents or in Foster Care</p> <p>Number of adult alcohol-related arrests (including property and adult violent crime arrests)</p> <p>Number of babies born affected by alcohol or other drugs</p>
Risk Factor #3	Problem Statement	<u>Strategies</u>	Short-Term Outcomes	Intermediate Outcomes	Long-Term Outcomes	<u>Long-Term Impact</u>
<p>Availability / Perceived Availability (Legal and Formal)</p> <p><i>Rationale</i> It is estimated that at least 2/3 of alcohol outlets sell to underage purchasers</p>	Due to availability and accessibility, 32 to 55% of students in Fresno County self-report drinking alcohol	<p>Develop activities that raise community awareness about youth access to alcohol.</p> <p>Develop activities that support laws governing the sales and use of alcoholic beverages</p>	<p>Increased age ID checks by merchants / vendors</p> <p>Decrease in incidents where adults purchased alcohol for minors (Third Party)</p> <p>Increased number of merchants and</p>	<p>Reduction in incidents where youth, 18 to 20 years of age provided alcohol to younger teenagers</p> <p>Implementation of RBS practices at the retail level and at public events</p> <p>Reduction of</p>	<p>Decrease in drinking and driving in 16 to 20 year olds</p> <p>Require RBS practices for Conditional Use Permits</p>	Increased well being of youth as a result of the reduction in Underage Drinking

<p>without asking for identification (CDC)</p> <p>In 2000, 2339 youths' ages 15 – 20 died in alcohol-related crashes. That's 50 per week. (NHTSA)</p>			<p>alcohol beverage servers will practice Responsible Beverage Service (RBS) methods</p> <p>Measurement Interviews with Merchants/Vendors, Police Records</p>	<p>incidents where merchants / vendors provided / sold alcohol to youth</p> <p>Measurement ABC Data, Police Records, Teen Interviews</p>	<p>Measurement Police records, County/City data (RBS?)</p>	<p>Measurement Police Records, County/City Data, School Surveys Treatment Figures</p> <p>Indicator Number of incidents reported of drinking and driving in 16 to 20 year olds</p>
<p>Risk Factor #4</p>	<p>Problem Statement</p>	<p><u>Strategies</u></p>	<p>Short-Term Outcomes</p>	<p>Intermediate Outcomes</p>	<p>Long-Term Outcomes</p>	<p><u>Long-Term Impact</u></p>
<p>Community Laws and</p>	<p>Due to availability and</p>	<p>Enhance or develop</p>	<p>Development of Coalition</p>	<p>Reduce commercial and</p>	<p>Increase in access for</p>	<p>Increased well</p>

<p>Norms (Social)</p> <p><u>Rationale</u> There are approximately 141,495 youth between the ages of 10 years to 20 years of age living in the County of Fresno. Community Norms support the acceptance of underage drinking as a rite of passage. Currently, there are approximately 1,723 licensed retail establishments in the County of Fresno</p>	accessibility, 32 to 55% of students in Fresno County self-report drinking alcohol	Community Laws and Norms on alcohol that de-glamorize it's use, and raise awareness about the nature and extent of underage drinking	consisting of Key Stakeholders in the community including Youth, Public Officials, Law Enforcement, Faith Community, etc. to address Illegal Underage Drinking	social availability of alcohol, (limit concentration of establishments in certain areas of the community) Reduce the use of alcohol sales for fundraising purposes <u>Measurement</u>	families to alcohol-safe public celebrations and social events Reduce Alcohol-Industry sponsorship of public events such as festivals, fairs, and sporting events <u>Measurement</u>	being of youth as a result of the reduction in Underage Drinking Measurement Police records, County/City Data, School Surveys Treatment Figures Indicator Decrease in Alcohol Outlet Density The average yearly number of retail alcohol sales outlets on record in relation to the total population Reduction of alcohol use as part of cultural celebrations
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ATTACHMENT A:

Youth Leadership Institute
Rural Youth Leadership Project
Progress Report - June 2007

OVERVIEW AND SUMMARY

The following report describes preliminary outcomes achieved through the Youth Leadership Institute's (YLI) Rural Youth Leadership Project. YLI initiated the Rural Youth Leadership Project in 3 regions of rural Fresno County in July 2005. Progressive benchmarks for the project were identified on a 3- year timeline and include both process and outcome goals. This progress report provides interim feedback at the end of Year 2 of the project on:

- a. Project achievements and challenges, as well as progress on the benchmarks set at the beginning of the project;
- b. Experiences and outcomes of youth participants, as measured by YLI's Youth Development Survey. This survey measures youths' experiences of youth development supports and opportunities, as well as other outcomes associated with their program participation, and has been used to evaluate youth programs in counties throughout California over the past 7 years.
- c. Changes in the community that may have resulted from project activities, as assessed through 3 focus groups conducted with key community stakeholders in June 2007.

Report highlights include:

YLI is providing youth with strong program experiences related to five standards of practice in youth development. Youth in rural Fresno County reported on the 2006-2007 youth development survey that YLI provides them with a safe space, leadership and advocacy opportunities, supportive relationships with other youth and adult allies, skill development opportunities, and community engagement.

Youth participation is associated with key ATOD, leadership, and school outcomes. Youth report that their involvement in their RPYCs helps them to decide to do things other than using ATOD, and 90% of youth surveyed reported that because of their program, they want to take action in their communities. Youth participants also report that their involvement on the RPYCs increases their commitment to doing well in school.

Community members overwhelmingly report that their experiences with YLI have increased their commitment to participating in prevention efforts. In focus groups held in all three regions, 82% of respondents said that they are more committed to preventing underage ATOD use in their communities using the knowledge of environmental prevention strategies they have gained through their work with the Rural Youth Leadership Project. Ninety- four percent of the same adults describe themselves as “100% committed” to ending underage drinking.

YLI is culturally and linguistically accessible to youth in rural Fresno County. The 2007 youth development survey found that 90% of the youth involved with the rural youth councils spoke Spanish as their primary language at home. These same youth consistently agreed that YLI’s materials were linguistically accessible. YLI also strives for cultural competence. Staff and youth demographics are closely matched, and 90% of youth surveyed reported that there are opportunities in their program to talk about different identities and cultural backgrounds.

Fresno Rural Prevention Youth Councils (RPYCs) are creating tangible changes in their communities. During the two years since the project’s initiation, four policies have been changed with the help of the councils’ advocacy efforts. There have also been 11 public prevention campaigns including 10 media hits and parent pledge drives to help reduce underage access to alcohol and prevent underage alcohol use.

(2) YLI’s Youth Development Survey

The second component of the evaluation model is YLI's youth development survey. The survey utilizes a six-point scale to measure the extent to which programs adhere to five youth development standards of practice. We measure how youth experience these five aspects of program settings because research has shown that this set of key supports and opportunities leads to positive short- and long-term youth development outcomes and asset development (e.g., Connell, Gambone and Smith, 1998; Werner and Smith, 1982, Tierney, Grossman and Resch, 1995; and Benard, 1991).

The scale measures youth responses as follows: 1=Strongly Disagree, 2=Disagree, 3=Slightly Disagree, 4=Slightly Agree, 5=Agree, 6=Strongly Agree.

The standards of practice are:

1. Safety
2. Leadership and Advocacy
3. Relationship Building
4. School and Community Engagement
5. Skill Building

In addition to the five standards of practice, the youth development survey measures outcomes related to alcohol, tobacco, and other drugs (ATOD), academic completion/commitment to school, violence prevention, parental support, accessibility of materials, and cultural diversity.

(3) Focus Groups

The third component of the evaluation was a series of three focus groups held to represent each RPYC area. These focus groups were attended by a total of 16 community members and facilitated by YLI staff. The focus groups were designed to gather qualitative data exploring how key community stakeholders perceived the work of the RPYCs and their role in that work; any resulting changes in their skills, knowledge, and commitment related to reducing underage

access to alcohol; and any changes in community norms or access to alcohol that occurred as the result of this project. Among others, the focus group discussion topics included:

1. Whether community members have observed specific tangible changes in the environment for young people and the incidence of underage drinking;
2. Whether community members are more committed to participating in prevention efforts; and
3. Whether community members have increased their understanding of and ability to influence community norms related to alcohol use.

EVALUATION FINDINGS

(1) RPYC Progress on Program Benchmarks:

Participant Demographics

In 2006-2007 the RPYCs had 89 youth participants on four prevention youth councils throughout the county. Of these participants the vast majority, approximately 90%, are high school students. High schools represented on the prevention youth councils include 13 high schools, covering all three of the RPYCs regions. Sixty-two percent of the county participants are females, and 98% identify their ethnicity as Latin (a/o) or Hispanic.

Progress on Benchmarks

The work of the RPYC's has met or exceeded expectations, or is on track to meet expectations during Year 3 for number of youth and adults trained; number of meetings and trainings held, representation of each community within the 3 regions; and training topics covered. The RPYCs have greatly exceeded expectations in terms of community assessment work such as assessment surveys and maps, as well as for community presentations. Expectations have also been exceeded for community change work such as media work, prevention campaigns, and number of policies passed. During Year 3, the RPYCs will need to hold one county-wide youth council conference, distribute 400 campaign action kits, and increase the number of RPYC members that sit on city government councils.

(2) Youth Participant Experience of Youth Development Standards of Practice and Other Outcomes:

The overall mean scores on the youth development survey were very high, all falling between 5 (“agree”) and 6 (“strongly agree”). The mean scores for all five standard of practice areas are as follows:

1. Safety: 5.5

Youth participants indicated that they felt physically and emotionally safe while participating in their programs.

2. Leadership and Advocacy: 5.43

Youth reported that they had opportunities to lead community wide activities and participate in action in their communities. Also high (4.97) was the score for adults creating specific leadership opportunities for youth within their program groups.

3. Relationship Building: 5.19

Youth reported high levels of comfort with the adults and other youth within their programs. They felt listened to and respected, and also felt that they would feel comfortable contacting the adult allies in their programs in case of an emergency.

4. Community Engagement: 5.15

Youth felt that their group was known and respected within the community and that through their participation in YLI RPYCs they had increased their knowledge of and connection to their communities.

5. Skill Building: 5.13

Finally, youth reported that they learned a number of practical life skills in their group, including

public speaking, designing and carrying out a plan, and facilitating meetings. Slightly lower, but still strong, was the application of these skills within their specific program, at 4.63.

Other Youth Outcomes

Youths' perceptions of how easy it is for underage youth to access alcohol was high (mean=5.67), as was their concern about underage use of alcohol in their community (mean=5.5). Ninety percent of youth participants indicated that their work on the RPYCs helped them decide to do things other than use alcohol, tobacco, and other drugs, and 90% reported that because of their involvement on the RPYCs they want to take action in their communities. Seventy-two percent reported that during their work on the RPYCs they learned healthy and positive ways to deal with conflict, and 90% reported that they learned more about different identities and cultural backgrounds. Finally, 96.6% of the youth surveyed responded either "agree" or "strongly agree" to the statement, "Because of my program I am more committed to doing well in school."

(3) Perceptions of Community Change:

Three community focus groups were held in early Summer 2007 to explore the key adult stakeholders' perceptions of community changes that may have resulted from the work of the RPYCs. Nine community members attended a focus group in Huron, eleven community members participated in Parlier's focus group, and 6 community members attended a focus group held in Mendota. Among community members in attendance were law enforcement officials, community partners, city officials and elected officials, School Superintendents, and parents. The themes described below will be expanded on at a later date, as the transcripts are still being analyzed.

One major theme in the focus groups across regions was an increased awareness of ATOD prevention interventions in Fresno County. Many respondents felt that the RPYC's community presentations increase knowledge for both youth and adults who are interested in environmental prevention strategies. One respondent stated that s/he had "Never thought much about youth

doing alcohol prevention activities prior to YLI.” Another participant stated that prevention was always viewed as an adult responsibility, but now, “We understand the importance of youth-adult partnerships and how young people can help tackle the issue.”

A second theme in the focus groups was a perception of increased enforcement of current policies surrounding underage ATOD use. Enforcement was identified by participants as kids getting caught while using, siblings keeping a watch on their younger siblings, and merchant self-enforcement regarding signage and sales policies. This was particularly true in Mendota and Parlier, where one youth worker felt that increased prevention should also include law enforcement that targets, “those adults that are purchasing alcohol for minors.”

Finally, a third major theme was high levels of participation in prevention effort activities. Many individuals in the focus groups mentioned that they participated in a variety of ways in the RPYCs’ work, including speaking at conferences, writing letters of support, attending prevention campaign activities, and inviting youth speakers to their place of business. Many participants who have not had much involvement in YLI activities indicated that they would like to become more involved in the future.

ATTACHMENT B:

Urban Fresno Prevention Youth Council

Progress Report

June 2007

Urban Youth Leadership Project Overview

The following report describes current benchmark status achieved through the Youth Leadership Institute's (YLI) Prevention Youth Council (PYC) program. Progressive benchmarks for the project were identified on a 3-year timeline and include both process and outcome goals. This progress report provides interim feedback at the end of Year 2 of the project on:

- a. Project achievements and challenges, as well as progress on the benchmarks set at the beginning of the project;
- b. Experiences and outcomes of youth participants, as measured by YLI's Youth Development Survey. This survey measures youths' experiences of youth development supports and opportunities, as well as other outcomes associated with their program participation, and has been used to evaluate youth programs in counties throughout California over the past 7 years.
- c. Future outcome measures and further reporting expected as information continues to be gathered.

Report highlights include:

Despite unexpected programmatic changes, Urban Fresno's Leading *Youth (UFLY) continues* to perform well on their work product *output*. As this report will show, UFLY is currently the only prevention youth council that is working in urban Fresno. Still, a number of the expected benchmarks set forth on the three-year timeline are not only being met, they are being exceeded. UFLY participants have been trained as environmental prevention leaders in their community, and they continue to successfully apply these strategies to their program outcome measurements. *UFLY is* adhering to the **youth** development *standards of* practice. At this point in the reporting process, youth involved in UFLY are consistently reporting agreement with their program's adherence to these standards.

DESCRIPTION OF EVALUATION TOOLS

(1) *Benchmarks*

The process evaluation was designed to document quantitative and qualitative indicators to describe program implementation, interventions, successes, problems encountered, and solutions to those problems. Quantitative data collected includes:

1. Number and demographic characteristics of RPYC members.
2. Number and attendance of PYC meetings.
3. Number of collaborative partners and constituencies.
4. PYC activities including trainings and meetings, media pieces developed, community maps and assessment surveys completed, presentations given, prevention campaigns, etc.
5. Types of community support received by the PYCs.

(2) *YLI's Youth Development Survey*

The first component of the evaluation model is YLI's youth development survey. The survey utilizes a six-point scale to measure the extent to which programs adhere to the five youth development standards of practice. We measure how youth experience these five aspects of program settings because research has shown that this set of key supports and opportunities leads to positive short- and long-term youth development outcomes and asset development (e.g., Connell, Gambone and Smith, 1998; Werner and Smith, 1982, Tierney, Grossman and Resch, 1995; and Benard, 1991).

The scale measures youth responses as follows: 1 Strongly Disagree, 2=Disagree, 3 Slightly Disagree, 4 Slightly Agree, 5=Agree, 6 Strongly Agree. The standards of practice are:

1. Safety
2. Leadership and Advocacy
3. Relationship Building
4. School and Community Engagement
5. Skill Building

In addition to the five standards of practice, the youth development survey measures outcomes related to alcohol, tobacco, and other drugs (ATOD), academic bonding, violence prevention,

parental support, material accessibility, and cultural diversity. These results are found in Table 2.

EVALUATION FINDINGS

(1) PYC Progress on Program Benchmarks:

Participant Demographics

The current Prevention Youth Council, Urban Fresno's Leading Youth (UFLY) currently has 17 youth that range in age from 13-19 years old.

Represented on UFLY are students from middle school to first-year college students. Seventy-six percent of the young people involved in the council identify as either Latin (a/o) or multi-ethnic, and eighty percent of them are female.

Benchmark Progress

The Urban Prevention Youth Councils met or exceeded a number of their work product and benchmark expectations through December 2006, when one of their youth councils stopped meeting. Currently they have only one active group, with 17 youth participating. However, UFLY continues to exceed expectations in a number of ways. They are on track to complete all work that involves inter-regional planning and implementation, including holding County Wide Youth Conferences and inter-regional meetings. They have also held 3 prevention campaigns, completed 6 media pieces, and advocated for one local policy change.

UFLY will continue to work toward benchmark completion through a focus on recruitment and retention of youth that are on other boards or councils, holding community town hall meetings, and completing a community asset map for their region.

(2) Youth Participant Experience of Youth Development Standards of Practice and Other Outcomes

The preliminary results of the Youth Development Survey show that the young people involved UFLY report a high adherence to the youth development standards of practice mentioned above. At the time of this report, 6 of 17 PYC members had completed the survey and been considered for this analysis. Five more members had completed the survey and are currently being analyzed, with the rest expected to be completed and analyzed by July 17. Four out of the five mean scores for the standards fell between 5 ("agree") and 6 ("strongly agree").

The mean scores are as follows:

1. Community Engagement: 4.87

a. This was the lowest mean score in the five standards of practice, slightly below “agree” on the scale. Participants reported learning about their communities and actively educating the community on their program. Respondents’ score was lowest in “participates regularly in events that take place in the larger community,” at a mean of 4.33

2. 4. Skill Development: 5

a. Participants reported that they learned and applied a number of practical life skills in their group. Additionally, members reported feeling challenged to push themselves by their participation in the PYC.

3. Relationship Building: **5.27**

a. Youth reported high levels of comfort with the adults and other youth within their programs. They reported feeling respected, and also felt that other participants acknowledged and respected their individual identity and cultural background.

4. Safety: 5.5

a. Youth participants indicated that they felt physically and emotionally safe while participating in their programs.

5. Leadership and Advocacy: 5.5

a. Youth reported that they had opportunities to lead community wide activities and participate in action in their communities. One hundred percent of the respondents reported that taking action to make positive change in the community is an important part of their group. They also agreed that decision-making power is shared between youth and adults on the council.

Other Outcomes:

In addition to the standards of practice information found above, youth also reported other interesting information on the Youth Development Survey. One hundred percent of the respondents on this survey reported that their involvement in the Fresno PYC helps them to decide to do something other than use alcohol, tobacco, or other drugs. One hundred percent also reported that they agreed that the program teaches them healthy and positive ways to deal with

conflicts. In the past 12 months, YLI's Urban Youth Leadership Project has gone through extensive re-structuring in order to better serve the Fresno & Clovis Communities. Since its early initiation of the Pilot Program, over 50 Youth from throughout Fresno and Clovis have served on YLI's Prevention Youth Councils. As of July of 2006, the Urban Youth Leadership Project faced re-organizational set backs that only allowed for one youth council to focus its efforts in covering both urban Fresno and Clovis. Several prevention youth council members from Fresno Youth In Action joined our other Prevention Youth Council, Urban Fresno's Leading Youth while others had opportunities to serve on the Urban Health council funded by the California Endowment, and still others became involved in Friday Night Live Chapters at their local schools. The integration and transfers of these youth reduced the overall number of youth that had been served by the two Urban Prevention Youth Councils. At the time of the merger, both Urban Prevention Youth Councils were in their planning and research stages of EP campaigns thus creating a difficult time to recruit, interview, accept and train new prevention youth council members.

The new restructuring of YLI-Fresno Staff working on Urban Youth Leadership Project gave YLI-Fresno the opportunity to strengthen program deliverables by focusing on Policy Change and Environmental Prevention Campaigns in Fresno and Clovis. Thus, Prevention Youth Council members, who, have remained active with YLI through participation in Urban Fresno's Leading Youth (UFLY), have independently developed and coordinated Prevention services, alcohol prevention campaigns, presentations and trainings across Fresno, Clovis and state wide regions as well as peer-to-peer Environmental Prevention Trainings to other PYC members throughout the County. This year, UFLY concentrated it's efforts in protecting young people in the City of Fresno from the dangers of underage drinking by surveying over 250 youth and 50 adults in the City of Fresno and 350 at a County-wide level to show the dire need of an ordinance to hold adults responsible for hosting underage drinking parties.

Their research showed, that according to youth, in the City of Fresno 67% of the time adults do not step in to stop youth from drinking alcohol. UFLY was able to work closely with Fresno City Council Members, the City attorney and Mayor Alan Autry to introduce a Social Host Ordinance in the City of Fresno, which successfully passed in March of 2007. This campaign not only

introduced PYC members to the process of creating Policy change while strengthening their public speaking, research/evaluation, and interpersonal communication skills, but it also gave law enforcement a tool to address underage drinking parties in our community. In 2007, UFLY continued to work closely with the Alcoholic Beverage Control Office in Fresno to address children being exposed to alcohol and being placed in a dangerous situation during a community event. Big Hat Days in Clovis attracts over 125, 000 attendees (Clovis Chamber of Commerce website). With so many people in attendance including hundreds of children, UFLY took the steps necessary to collaboratively work with the Chamber of Commerce in implementing alcohol policies that assure underage youth are not allowed in the “Beer Garden”, at Big Hat Days. During 2007 Big Hat Days, no one under 21 was allowed in the Beer Garden.

Today, UFLY members are producing a video that will demonstrate Fresno Art, Culture & Urban Life as means to educate young people of the healthy alternatives to not drinking and re-discovering the vast amounts of alcohol free events in Urban Fresno.

Even though, a fully integrated Urban Youth Leadership Project, as identified in Program Expectations and Outcomes thus far falls short on a Second Prevention Youth Council, UFLY and YLI-Fresno Staff have been dedicated to reducing underage drinking with high expectations and successful results at the community level and state level. During our two years in existence, 3 youth have had an equal voice while serving on the Alcohol and Drug Advisory Board and one of our very own Youth Council Members, now serves on the Youth Leadership Institutes, Board of Directors. In order to expand opportunities for youth in urban Fresno and Clovis and to meet the objectives of the Urban Youth Leadership Project, two additional PYC’s will be developed by Fall of 2007 and will include Urban Fresno and Clovis youth as specified in Urban Youth Leadership Project RFP. YLI-Fresno staff and Management Team have developed a workplan to implement not only another Prevention Youth Council in Fresno, but an additional Prevention Youth Council in Clovis that will in turn allow us to focus additional time towards policy change in Clovis.

ATTACHMENT C:

Fresno County Economic Opportunities Commission

Substance Abuse Prevention Program

Family Leadership Program Progress Report

Program Overview

Background – Early onset, excessive and harmful underage drinking is a significant risk factor for alcohol and drug related problems in Fresno County. Data has revealed that Fresno County has a distinct pattern of early onset and excessive underage drinking that leads to serious harmful consequences. The average age of first alcohol use in Fresno County was 9.5 years in 2000, as compared to 16.5 years in 1998.^{ii iii}

Research has shown that underage drinking is associated with harmful consequences that affect youth, their families, and communities. Data from the National Institute on Alcohol Abuse and Alcoholism has indicated that high levels of alcohol consumption and hazardous drinking patterns can increase the risk of alcohol poisoning and interfere with normal brain development. Furthermore, binge drinking has been associated with violence, sexual assault, unintentional injuries, driving under the influence (DUI), and mental health issues. Furthermore, early involvement with any drug has been shown to increase the risk of future drug use and criminal involvement.^{iv}

Community Assessment –

Table 1. Risk Factors for Substance Abuse⁴

Community	Availability of Drugs Community Laws/Norms Transitions and Mobility Low Neighborhood Attachment/Community Disorganization Extreme Economic and Social Deprivation
Family	Family History of Substance Abuse Family Management Problems Family Conflict Favorable Parental Attitudes/Involvement
School	Lack of Commitment to School Early and Persistent Antisocial Behavior

Data from the Federal Center for Substance Abuse Prevention (CSAP) supports that underage alcohol use is a complex interaction of risk and protective factors, including society, family environment, community environment, school-related, and peer association.³ The Center for Substance Abuse Prevention has identified archival indicators that have been validated to determine the level of risk in local communities. These risk factors are displayed in Table 1.

	Academic Failure Beginning in Late Elementary School
Individual	Alienation/Rebelliousness
/Peer	Friends Who Engage in the Problem Behavior
	Favorable Attitudes Toward the Problem Behavior
	Early Initiation of the Problem

The Social Development Model^v organizes protective factors into critical elements and processes that lead to positive youth development. Bonding is a central focus for this process. A major premise of the Social Development Model is that humans are “hard-wired” for group involvement and interaction.

As a result, young people affiliate with and adopt the standards of the group that offers the strongest incentives and the greatest psychological rewards. This bonding process plays the most significant role in determining whether young people will develop in healthy, positive ways.

Target Population – The project targeted youth, families and other concerned adults to address and reduce underage drinking among youth and young adults (ages 9-19 years through the implementation of the Family Leadership Project. In addition, the project targeted youth, families and other concerned adults to address underage drinking throughout Fresno County.

Services/Activities used to address the needs/problems identified as priorities – Based on specific CSAP primary prevention strategies, the intervention developed and implemented an institute (“Community Support Network”) to build the capacity of families as units and contributing members of the community. In addition, the Community Support Network developed ongoing family support strategies to assist in the continuing needs of families and their communities. The two core components of the Community Support Network include: 1) “Families That Care-Staying Connected with your Teen” model program, and 2) Youth-Adult Partnerships to Address Underage Drinking.

Component # 1: “Families That Care-Staying Connected With Your Teen” Model Program.

The “Families that Care” is a multimedia drug prevention program that provides parents of youth the knowledge and skills needed to “guide” their children through early adolescence. It seeks to strengthen and clarify family expectations for behavior, enhance the conditions that promote bonding in the family, and teaches skills to parents to address issues within their families. The program targets risk factors (i.e., family management problems, family conflict, etc.) and protective factors (i.e., family communication skills) that relate to later substance use and abuse. The “Families that Care” curriculum is an interactive, skill based program that provides opportunities for parents to practice new skills and receive feedback. Participants are provided with a guidebook containing family activities, discussion topics, skill-building exercises, and information on positive parenting.

The key approaches incorporated into the “Families that Care” program include: Behavior modification, Community involvement, Information sharing, Media education, Parent-child interactions, Parent training, Peer leadership, counseling/support, and Skill development. The program will be implemented in a total of 12 Fresno County communities over the three-year period. Prevention services will be adapted for each of the targeted populations with strict

attention given to maximum fidelity of the model program. The program staff will work closely with a professional trainer and the publishers of the model program curriculum.

The “Families That Care” curriculum is a research-based program that targets parents of youth for primary prevention interventions to increase the chances their children will grow up healthy and avoid the risks of drug abuse, violence, and other negative problems. This “best practices” program has demonstrated that participants who complete the curriculum 1) significantly improve in family discipline practices and supervision skills, and 2) reduce family attitudes favorable to anti-social behavior.^{vi}

Five family workshops will be conducted in each of the targeted communities by trained facilitators with bicultural/bilingual skills. Each session is organized in two-hour sessions that incorporate instructional methods for experience and practice of the program content. Table 2 displays the curriculum topics and concepts.

Table 2. Curriculum topics and concepts

Session 1

Teen Development	<ul style="list-style-type: none">• Adolescent Development• Envisions teens as adults• Encouraging teen involvement
Risk Factors	<ul style="list-style-type: none">• Factors that put teens at risk for problems• Practice skills that can help reduce the risk
Protective Factors	<ul style="list-style-type: none">• Factors that help buffer teens against the effects of risk factors• Social Development Strategy

Session 2

Family Meetings	<ul style="list-style-type: none">• The importance of family meetings in strengthening family bonds• Family expectations• Family meeting practice
Parenting Styles	<ul style="list-style-type: none">• Different types of parenting styles• What situations they are most useful
Making Decisions Solving Family Problems	<ul style="list-style-type: none">• Skills involved in making decisions• Skills involved in problem solving

Session 3

Communication and Managing Family Conflict	<ul style="list-style-type: none">• Strengthening family bonds by improved communication skills and managing family conflict:• Identifying roadblocks• Active listening• Managing anger
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Session 4

Involvement	<ul style="list-style-type: none">• How to create opportunities to get teens involved in the family and how to build trust
Setting Family Policies on Health and Safety Issues	<ul style="list-style-type: none">• Clarify positions on different issues• Agree on consequences• Practice negotiating policies

Session 5

- The people who influence your teen
- Refusal Skills
- Supervision that maintains strong family bonds

Participant Recruitment. The Substance Abuse Prevention Program possesses extensive community partnerships that will be used to identify and recruit parents for the “Families that Care” program. Multiple methods will be used to publicize the “Families that Care” program, including announcements at meetings, posters, fliers, etc.

Community Support Network. An on-going family support network will be implemented for all participants who complete the “Family That Care” workshop series. This Community Support Network will be comprised of collaborative relationships with a wide-range of organizations and agencies that serve families and youth in Fresno County. The Community Support Network will be an integrated, county-wide services network of complimentary services supporting positive youth development with the focus to: 1) maximize equitable distribution of services, and 2) minimize duplication of services.

Effectiveness of the selected strategies. Data from CSAP has supported the effectiveness of the proposed strategies for reducing underage drinking through a family-based primary prevention intervention. The “Families that Care” program has been designated as an “exemplary” program by the Substance Abuse and Mental Health Service Administration (CSAP) and Title V Exemplary Program, Office of Juvenile Justice Delinquency Prevention. Of particular importance, this intervention has demonstrated that youth had significantly lower rates of increase in initiation of drinking to drunkenness and marijuana use over a four-year period and less drinking in the past month (relative reduction of 40.6%).^{vii,viii,ix}

Component #2: Youth-Adult Partnerships to Address Underage Drinking.

The “Youth-Adult Partnerships (YAP) to Address Underage Drinking” program will be implemented in each of the 12 Fresno County communities for families that have completed the “Families That Care” program over the three-year period. The program focuses on forming effective partnerships between young people and caring adults to build the capacity of youth to avoid harmful behaviors and to be contributing members of the community. YAP will recruit and train families and other concern adults to form youth-adult partnerships to: 1) organize and implement projects, and 2) develop policies to address underage drinking throughout Fresno County.

Effectiveness of the selected strategies. The theory of change selected for this intervention is the Diffusion of Innovations Theory.^x This theory is a “community norm change” model that focuses on how an idea or product gains momentum and “spreads” (diffuses) through a given population. According to the theory, those who adopt an innovation early in the diffusion process are called “innovators” and are followed by early adopters. As the innovation continues to gain momentum, the early majority, followed by the later majority, adopt the behavior. Finally, the late adopters (or “laggers”) follow the adoption of the innovation. Five characteristics have been identified that have a strong influence on the extent to which a recommended behavior will be adopted: relative advantage (the degree to which an innovation is seen as better than the practice that it replaces), compatibility (consistency with the values, habits, experience, and needs of the potential adopters), complexity (how difficult the innovation is to understand and/or use), trialability (the extent to which the innovation can be experimented with before a commitment to adopt), and observability (the innovation provides tangible or visible results). Rather than focusing on individual behavior change, this theory addresses behavior change across communities. This theory has been used extensively in the health promotion literature,^{xi,xii} particularly in community norm change tobacco programs.^{xiii,xiv}

ⁱ California Department of Alcohol and Drug Program. (2001). *Community Indicators of Alcohol and Drug Abuse Risk*.

ⁱⁱ RAND

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vi Developmental Research and Programs, 1999.

vii Kosterman, R., Hawkins, J.D., Spoth, R., Haggerty, K. & Zhu, K. (1977). Effects of a preventive parent training intervention on observed family interactions: Proximal outcomes from preparing for the drug free years. *Journal of Community Psychology*, 25-3 (277-292).

viii SAMHSA Model Programs.

ix Hawkins, J.D., Catalano, R.F., Kosterman, R., Abbott, R., & Hill, K.G. (1999). Preventing Adolescent Health-Risk Behaviors by Strengthening Protection During Childhood. *Archives of Pediatrics and Adolescent Medicine*, 153(3), 226-234.

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xi Lasater, T.M., Carleton, R.A., & LeFebvre, R.C. (1988). The Pawtucket Heart Health Programme; utilizing community resources for primary prevention. *Rhode Island Medical Journal*, 71(3), 332-9.

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