

ORIGINAL
LRP study

Neighborhood Prevention Initiatives in the Washington/Baltimore Region

WASHINGTON/BALTIMORE HIDTA 1997 PREVENTION REPORT

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"Enough is Enough"



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Washington/Baltimore HIDTA Neighborhood Prevention Initiative

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Executive Summary

The Washington/Baltimore area is severely afflicted with drug abuse, drug trafficking and crimes related to drug use and distribution. Though crime and violence in the area is mostly attributable to hard-core users, of growing concern is the serious involvement with drugs among our youth. Maryland is currently ranked fourth overall in violent crime among juveniles, third in juvenile homicides, seventh in juvenile rapes, and fifth in juvenile robberies. In Washington, D.C., rates of juvenile crime, violence and drug selling are alarmingly high. Northern Virginia, also within the Washington/Baltimore High Intensity Drug Trafficking Area (W/B HIDTA) region, is rife with drug-related juvenile crime and gang activity in specific neighborhoods within certain counties. Of particular concern is the tendency for the onset of drug use and delinquency to occur at an earlier age and with more severity than in the past.

HIDTA prevention evaluators have selected specific program objectives from a broad drug abuse research base to develop a targeted approach. First, a successful drug abuse prevention program seeks to determine what factors lead to drug use and selling among juveniles in a particular jurisdiction. Such an assessment provides the framework for an appropriate program that targets relevant risk factors and resiliencies. Factors known to increase drug abuse and delinquency are directly addressed by our various prevention approaches, including family dysfunction, lack of community involvement and resources, poor academic achievement and attendance, neighborhood disorder, and poor attitudes and social skills. Moreover, these programs attempt to identify and strengthen resiliency factors in our sites, such as extended family structures, untapped community resources, residents' motivation to elicit change, organizations designed to mobilize citizens and businesses willingness to support their community.

Armed with this knowledge, the W/B HIDTA has implemented a prevention initiative that incorporates a number of unique components. The first is to motivate youths in the HIDTA region to reject illegal drug activity, including possession, use and distribution. The second task is to provide alternative activities and opportunities for youths most at risk for hard-core drug abuse. Another goal of the Prevention Initiative is to divert youngsters from the criminal justice system into programs that address underlying precursors of drug abuse and related criminal behaviors. Community involvement and interagency collaboration are two of the most important ingredients in a successful Prevention Initiative.

The HIDTA Prevention Initiative has implemented programs based on a few key principles that facilitate the accomplishment of the program's goals. First, this initiative encourages collaboration among HIDTA participating agencies, businesses, community organizations and local agencies in the planning and implementation of the neighborhood approach. Second, strategies are tailored to the particular populations, characteristics and conditions of each jurisdiction as determined by community risk assessments. Third, programs are designed to effectuate behavioral change, not solely attitudinal change, by engaging participants in constructive activities and by focusing on individual strengths and weaknesses. Fourth, there is an essential requirement that programs be both comprehensive and intensive with the goal towards increasing potential for a measurable impact. All programs funded will be rigorously evaluated by HIDTA based upon the programs' anticipated outcomes and measurable criteria, commensurate with ONDCP guidelines. The evaluation is designed to collect and analyze data from a variety of sources to measure the impact of the strategies in all six sites.

Each program employs a different strategy, contingent upon the unique problems most pressing in that jurisdiction:

- **Montgomery County:** Community development protocol including Community Policing, Service Corps, After-School Programs, Homework Clubs, Man-to-Man Clubs, ESOL and GED classes.
- **Washington, D.C.:** Anacostia Senior High School based program including Summer Camps Summer Jobs, Internships, College Preparatory Programs, Leadership Camps and Cultural Programs to instill drug free values.
- **Baltimore City:** After-School Programs, Structured Recreational Activities, Mentoring Programs, Teamwork and Responsibility Workshops
- **Prince William:** Family Intervention Activities, Team-Building Courses, Mentoring Programs and Drug-Abuse Prevention Courses
- **Fairfax-Falls Church:** Therapeutic Activities, Conflict Management Courses, Decision-Making Skills, Peer Pressure Activities and Alternative Activities.
- **Loudoun County:** Athletic Activities, Conflict-Resolution Courses, Substance Abuse Education and Skill Building

The Prevention Initiative actively encourages all participating agencies to pursue and apply for outside grant funding. The Fairfax-Falls Church site recently received a \$54,000 grant from CSAP (Center for Substance Abuse Prevention) to expand the program developed under HIDTA into adjacent neighborhoods. In FY97, the Prince William initiative was awarded a \$5,000 grant to enhance the mentoring component of this project, and the Fairfax-Falls Church initiative was awarded a \$10,000 grant to enhance therapeutic activities. These grants were designed to encourage youth to

participate in the HIDTA prevention programs and, accordingly, reject drugs and criminal activities.

In general, preliminary surveys indicate that 100% of the youths in the HIDTA programs routinely (almost daily) participate in extracurricular activities and there is a very low drop out rate. This is in stark contrast to a very low participation rate in alternative activities prior to HIDTA programs. HIDTA initiatives reach high-risk neighborhoods characterized by a paucity of programs and services. Initiative activities include skill building, alternative programs, educational programs, family intervention and community policing.

Latest Findings

All six HIDTA prevention sites are generating some promising initial results.

| | Prince William | | Fairfax County | | Montgomery County | |
|------------------|----------------|------|----------------|------|-------------------|------|
| | Before HIDTA | FY97 | Before HIDTA | FY97 | Before HIDTA | FY97 |
| G.P.A.'s | .55 | 2.33 | 1.20 | 2.00 | 2.20 | 2.80 |
| Absences | 579 | 175 | 258 | 184 | 572 | 535 |
| Suspensions | 48 | 19 | 57 | 14 | 8 | 4 |
| Juvenile arrests | 38 | 8 | 109 | 58 | 18 | 17 |

Although each of the six sites uses a different approach to prevention and is in preliminary stages of the evaluation process, the HIDTA Prevention Initiative is generating some remarkable and highly promising initial results for the year ending in December 1997. Each initiative is showing some positive outcomes headed by our site in Prince William, Virginia. Already, suspensions have dropped from 48 in the three months prior to the program to 19 in the three month period after program implementation. This is equivalent to nearly a 60% decrease in suspensions. Also in Prince William County, disciplinary infractions decreased from 8.5 to 1.5 over the course of the program, reflecting an 82% decrease. There was also a 62% decrease in absences observed in Prince William County, where absences dropped from 579 in the three months prior to program implementation to 175 in the three months after the program began. The Grade Point Averages (GPA) of Prince William participants rose from .55 to 2.33. Also, Prince William juvenile arrests declined from 38 to 8 dating back to December 31, 1997. In Fairfax County, suspensions have decreased from 57 suspensions to 14 among the target group; a decrease of 75%. GPAs have also increased for the targeted youths in Fairfax from a mean of 1.2 to nearly a 2.0. In the past year and a half, the arrest rate for juveniles in Fairfax County has declined from 109 juvenile arrests to 58. In Loudoun County, Virginia, the targeted HIDTA participants have

enthusiastically embraced the athletic activities provided for them through the HIDTA grant and the leadership of the program coordinator. With recreational activities as attractants, the youths then become engaged in drug abuse prevention services and education.

Preliminary surveys in Montgomery County also showed the GPAs of the youth participating in the HIDTA initiative increased by 14% as compared to the control group, which decreased by about 5%. The survey information revealed that school absentee rates for the youth participating in the HIDTA initiatives decreased by 14%, while absentee rates for a control group increased by 48% on average. Additionally, there was nearly a 50% decrease in suspensions for targeted youths in Montgomery County. The criminal arrest rates for juveniles in Montgomery County has also declined significantly. In fact, up to June 30, 1997, there was only one arrest made in Montgomery County for a juvenile drug offense. This site recently earned an award from the National Association of Counties.

The two Academy Programs funded by HIDTA in the Washington, D.C. Anacostia Senior High School have experienced numerous difficulties in implementation due to system-wide school policy conflicts. When the academy structure is properly instituted and supported to its greatest potential, positive outcomes can be obtained. In spite of these difficulties, the public safety officer at Anacostia Senior High School indicated that, "There has been nearly a 75% reduction in weapons violations in these youth." Also, in this District, juvenile arrests have declined from 448 to 311 in the past two years. Unfortunately, due to these implementation difficulties, significant changes in GPAs, attendance rates and suspensions have not been observed; thus, the continuation of this program is under scrutiny at this time. Other regions that have instituted the Career Academy curriculum have achieved highly successful results.

The Baltimore City project has only been running since August 1997 and, thus, survey and official data are not yet available. Preliminary reports from program staff, however, suggest positive outcomes. In terms of criminal activity, juvenile arrests in the Eastern District has dropped from 105 to 76 as of December 31, 1997.

Even though data collection and analyses are preliminary, HIDTA funded prevention programs have thus far met program goals and shown promise for success in strengthening resiliencies and minimizing the impact of risk factors which are goals believed to be instrumental in reducing drug abuse and delinquency. These programs have achieved several benchmarks, overcome many obstacles and established a strong base in their communities, subsequently producing noteworthy outcomes that are modeled by others in the field.

Overview of the Neighborhood Prevention Initiative

In 1994, the Office of National Drug Control Policy (ONDCP) initiated the Washington/Baltimore High Intensity Drug Trafficking Area (W/B HIDTA) program. The program is comprised of law enforcement, treatment, criminal justice and prevention components that are designed in an integrated fashion to coordinate efforts to reduce demand for drugs and drug trafficking in the region. The Prevention Initiative presently funds six sites to develop youth-focused, community-based drug abuse prevention programs with an overall goal to reduce demand for drugs by minimizing risks and enhancing protective factors for youth at high risk of drug abuse and delinquency.

The 1996 *National Drug Control Strategy* specifically identifies the following goals applicable to the W/B HIDTA prevention component that may be achieved by incorporating the corresponding, programmatic objectives:

- Goal 1: *To motivate America's youth to reject illegal drugs and substance abuse.* The specific objectives employed to reach this goal are first, to enhance resiliency to drug abuse and related criminal behaviors by building lifeskills, values and ethics, respect for authority, family involvement, mentor relationships and community attachments. The second objective is to provide alternative activities and opportunities for law-abiding, drug-free behaviors. The third objective is to address underlying precursors of drug abuse and delinquency. And the fourth objective is to provide education and job skills training.
- Goal 2: *To increase the safety of America's citizens by substantially reducing drug-related crime and violence.* Objectives characterizing this goal include the engagement of youth in constructive activities that preclude drug-taking and delinquent behaviors, involvement in programs with law enforcement, and local government and community leader participation to instill respect for authority and the law. Objectives also include an increase in community involvement in youth activities to reduce the fear of victimization and increase awareness of services being offered involving at-risk juveniles.
- Goal 3: *To reduce health, welfare and crime costs resulting from illegal drug use.* Objectives here include the use of effective outreach and referrals that target at-risk juveniles to access needed community resources, the diversion of youths from the criminal justice system into programs that address underlying precursors of drug abuse and related criminal behaviors and the provision of incentives to encourage communities to create and make available resources for their youth.

While each of the six prevention programs have incorporated these global objectives into their strategy, they differ with respect to individual programmatic outcome objectives. Some programs address a subset of these global objectives more directly than others; thus, actual measurements are individualized across jurisdictions.

The W/B HIDTA Prevention Committee, composed of experts from various fields, including law enforcement, mental health and school administrations, met in late 1995 and early 1996 to develop a solicitation and criteria for funding local HIDTA-participating agency-submitted proposals. Those Neighborhood Prevention programs selected for funding began in late 1996 with the exception of Baltimore, which commenced in April 1997. Each jurisdiction is unique with respect to their founding principles, operations, techniques employed and prevailing risks and resiliencies; thus, each program is evaluated separately in subsequent sections. The principles framed by this solicitation are outlined below.

Concepts and Principles

There is compelling evidence that factors which increase risk for drug abuse, delinquency and violence are amenable to prevention approaches, including family dysfunction, poor attitude towards school and academic failure, poor problem solving capabilities and social skills, lack of opportunities and constructive activities, negative peer influences and lack of community involvementⁱ. These conditions may be addressed by providing comprehensive services and programs to both children and families at high risk who may otherwise have limited options. Effective prevention programs focus not only on risk factors, but assess and build resiliencies known to insulate even high-risk children from possible negative outcomes, including:

1. Organizing resources to instill a sense of hope in a community;
2. Developing a social support network to increase individual control over the environment and future;
3. Developing social skills and reinforcement for their expression;
4. Providing consistent and persistent anti-drug messages from multiple sources and connections with significant drug-free adults;
5. Fostering altruism and providing opportunities to demonstrate it.

The W/B HIDTA Prevention Strategy is designed to support both universal and selective prevention approaches targeted toward specific geographic locations within neighborhoods that are rife with drug abuse, crime and violence. This approach offers a mechanism for intervening with different target groups and at different times in the progress of a youth's "career" of juvenile crime and drug experimentation to arrest the development of these outcomes. Universal prevention programs employ a community-wide approach by targeting neighborhoods or social environments before the onset of a

serious drug abuse or delinquency problem and then either removing risk factors or strengthening resistance to risk factors. Selective prevention refers to programs that attempt to redirect youth who have shown early indications of behavior problems related to and including drug abuse, but have not yet been formally classified as a delinquent or drug abuser. Often, selective prevention programs are targeted at youth who have had one or two contacts with the police but have yet to be adjudicated by the juvenile court. Unlike universal prevention approaches that are concerned with systemic sources of drug abuse and delinquency, (e.g., social norms, media influences and educational deficiencies,) selective prevention programs target those with a higher than average risk for persistently engaging in substance abuse, crime and violence rather than simply temporary experimentation.

The overriding goal of the Neighborhood Prevention Initiative is to reduce community disruption and the personal harm created by illegal drugs sales and use as they are associated with youthful activities in that community. The grant program targets neighborhoods fragmented by crime and disorder by forming lasting partnerships among local government agencies and community groups to identify drug-related public safety problems and to devise innovative solutions through cooperative problem-solving. Programs prioritized for funding have demonstrated success with high-risk groups, are innovative and creative, provide in-kind resources and are capable of self-sustainability once HIDTA support terminates.

Programs target youth under the age of 18 who, by virtue of either individual or environmental characteristics, are considered to be at risk for drug abuse or who are exhibiting early signs of drug abuse and criminal activity. Specific strategies are directed at developing youth programming that emphasizes positive changes in youth behavior and providing alternatives to criminal and substance abusing activities. Project objectives include actually changing behavior and attitudes to instill values, developing constructive personal and social strategies and learning conflict resolution and goal-setting skills. This initiative encourages collaboration among HIDTA participating agencies, community organizations, businesses and local agencies in the planning and implementation of a neighborhood approach. Strategies are tailored to the particular populations, characteristics and conditions of each jurisdiction as determined by community risk assessments. All programs funded will be evaluated by HIDTA based upon the program's anticipated outcomes and measurable criteria, commensurate with ONDCP guidelines. A complete process and impact evaluation will support a determination of the effectiveness of the initiatives. The evaluation is designed to collect, analyze and measure the impact of the strategies.

Specific strategy characteristics include:

1. Prioritizing prevention approaches that change the community environment in order to provide community settings that protect and promote violence-free and drug-free living;
2. Encouraging participation of youth at most risk for hard-core drug use in targeted communities by engaging them in W/B HIDTA sponsored prevention programs that develop strong ties to social and community organizations;
3. Developing a collection plan to identify all drug, crime, violence and associated quality of life data necessary to support W/B HIDTA strategic planning, including but not limited to type, source, timeliness, confidentiality, access and cost;
4. Securing data from local enforcement, criminal justice coordinating agencies, community organizations, schools and residents pertaining to drug, crime, violence and associated quality of life information at the jurisdictional and neighborhood levels;
5. Providing an assessment of specific criteria (e.g. current local government drug prevention/control resources, community organization, community needs, and related new initiatives and resources) that will assist in neighborhood site selection and W/B HIDTA prevention resource allocation;
6. Participating in the development of a W/B HIDTA neighborhood prevention strategy that includes local officials and community leaders;
7. Monitoring the prevention program's implementation by assuring timely delivery of prevention resources, the appropriate utilization of those resources and the prompt identification and resolution of any problem associated with implementation;
8. Assuring successful implementation of the prevention program by determining that all participating parties regularly meet, assess and review the program's implementation and progress by regular status reporting with overall HIDTA initiatives;
9. Assisting HIDTA prevention program personnel in the management and outcome analysis of the program's desired impact;
10. Identifying and designating the appropriate parties within the W/B HIDTA responsible for training, technical assistance and evaluation.

If projections based on demographic and epidemiological trends are accurate for the Washington/ Baltimore region, problems associated with drug abuse are likely to worsen in the absence of effective interventionⁱⁱ. Parallel trends in family demographics reveal that more children than ever are growing up homeless, in poverty, and in single parent homes --all conditions strongly associated with eventual drug abuse and crime, while funding for social programs is decreasingⁱⁱⁱ. These trends clearly indicate that effective methods for intervening with high-risk youth are warranted. At present,

however, communities and neighborhoods do not have ready access to the resources and technical knowledge necessary to exact change. Huge budget deficits substantially reduce a community's ability to hire necessary personnel, implement infrastructure and organizational changes, and redirect existing resources to accommodate a prevention strategy and evaluate/refine their approach. In order for neighborhoods to reduce demand for illicit drugs, mediating processes that tie specific strategies to expected decreases in drug abuse must be identified; i.e., behaviors targeted by these strategies must be intricately linked to the behavioral outcome of drug abuse. Once that empirical foundation has been established, technical assistance is required to organize and mobilize the community, local government and agencies to function as partners to provide a foundation for grass roots leadership.

Operationalization: Measuring Program Implementation

The process evaluation is designed to describe the implementation of each HIDTA prevention program, including the premise behind it, target population, developmental stages, roles and responsibilities of program administrators and staff, level of participation, benchmarks, obstacles and a cross-site comparison based on varying philosophies and methods. The following objectives apply to all jurisdictions, although some specific program objectives differ between them and will be described separately for each.

Measurable Process Objectives:

1. Ensure that programs involve a coalition of local government agencies and community organizations, including an active coordinating body and appropriate policy change.
2. Ensure that programs focus on youth under the age of 18.
3. Ensure that programs focus on youth residing in drug and crime infested areas.
4. Measure the extent to which skill building, drug abuse education and alternative activities are provided.
5. Measure the extent to which programs are both high intensity and comprehensive in attempts to effectuate behavioral and attitudinal change.
6. Assess the competency levels of program administrative staff.

The process evaluation uses four instruments to gather information. The Program Administrator Survey queries program staff about their qualifications, training and efforts devoted to the prevention program under study. The Program Survey includes questions about personnel and staffing, types of programs and services offered, characteristics of participants, level of participation, parental characteristics and level of involvement, methods used for retention, participant assessment instruments used by administrators, benchmarks and obstacles. The Experience Survey questions

youthful participants about their perceptions of the program, which programs they accessed on a regular basis, extent to which they participated and how they would evaluate the program. And finally, a child's progress sheet is kept for each participant with individual program goals and to monitor improvements or decrements over time. In addition, each program administrator uses their own record keeping instruments, which are accessible to the evaluator. Program administrators also routinely provide supplemental tri-annual progress reports.

Program Descriptions

Montgomery County, Maryland

This program is largely a community development protocol with a strong component of community organization and mobilization founded upon the principles of community-oriented policing. There are strong emphases on the development of a service corps for underprivileged residents and the approach of "seeding" the neighborhood with needed services and resources. The coalition, along with residents of the target community, collaborate to provide alternative activities (e.g., after school programs such as homework clubs), education, athletic programs, and social skills through the creation of a community center and a tenant's association. A service corps selects youths to receive stipends and training. A community policing satellite station has been created to engage in proactive law enforcement. Additional emphases are on the development of multicultural programming and appreciation, police-community relations and revitalization of the neighborhood. Community engagement is central to this project. The specific interventions funded by HIDTA that will be evaluated for their combined effects on youth include: the development of a Tenants' Association that will create a neighborhood coalition to engage the community in the development of their own programs; the service corps, a GED program, the community policing program, a computer learning center and the beautification program.

Anacostia, Washington, D.C.

This project is premised on the strong relationship between academic achievement and resiliency against drug abuse and crime. The program involves intensive immersion in an educational program during and after school, during holidays and including summers for 120 students in the Academy of Law, Justice and Security and the Public Service Academy at Anacostia Senior High School. A full range of services are provided for students with this grant: summer camps, summer jobs, and internships; job-related training, counseling and mentoring; comprehensive college preparatory program; leadership camps; training sessions for students and teachers; and a cultural program to instill drug

free values and ethics, to reinforce a cultural identity and to enable students to demonstrate the social skills they have gleaned. The combined purpose of these services is for job readiness, college preparation and the development of social skills necessary to be productive citizens.

Prince William County, VA

Family and parenting skill activities are provided to adolescents and their parents using quarterly modules of 10 weeks duration based on multi-phased experiential activities and 90 minute educational sessions. The four components of this family and parenting project include: mentoring, team building courses, prevention education and the Adult Detention Center D.O.R.M. The detention center component is included because many at-risk youths have parents who are in prison. This component will introduce small groups of adolescents to the facility for discussions with youthful drug-involved inmates. Afterwards, a public service message will be created based on their experiences in the detention center to reinforce the importance of strong family ties and education. The premise behind this approach is that a change of attitudes will result in a change in behavior. Also, improvements in parenting are believed to elicit improvements in children's behavior.

Fairfax-Falls Church, VA

This is a drug, alcohol and violence prevention program for teens offering a continuum of groups and alternative activities. Prevention services focus upon alternative activities; learning to cope with peer pressure; learning decision making skills; identification of conflict styles and conflict management; identifying communication styles; understanding the effects of alcohol, tobacco and other drugs; identifying existing personal strengths and identifying and developing leadership skills. At risk youth and families are identified by the program administrators. Administrators are employing a "clinical" approach by completing individualized assessments making referrals to treatment services as needed and customizing services based on need, in addition to the provision of more basic prevention programs. Positive relationships and broad participation in programs is encouraged by this protocol. Community-building activities for youth are designed to increase neighborhood organization, involvement and participation via a collaboration with community members, organizations, businesses, the police department and area schools.

Loudoun County, VA

The coalition, consisting of agencies and community members, provides athletic services to youth that include conflict resolution and mediation skill building training for youth, parents and also for community members to

encourage community ownership of the program. The athletic program provides substance abuse education and related prevention activities, and alternative prevention activities with a focus on initiation of multiple sports leagues for youth who otherwise would be unable to participate in recreational activities. This is an expansion of an initiative already ongoing in another neighborhood. The focus is on athletics and includes education, skill building and alternative activities. Parents and mentors are active participants.

Baltimore City, MD

The program design includes a partnership between the community organization The Chance Center and the Police Athletic League program within the Baltimore City Police Department. The PAL program, under the direction of the Chance Center, provides a comprehensive integrated youth focused intervention program for those who reside in the Eastern District. The program offers a "safe haven" for roughly 600 youths ages 7 through 17. Each participant engages in a structured recreational and after-school educational and enrichment and/or remediation activities. Activities are conducted by positive role mentors and models to promote teamwork, responsibility and industry. These tasks are accomplished by focusing on the risk barriers of peer pressure, poor communication skills, low self-esteem and conflict resolution skills. Strong incentives are offered for parental participation and community-wide ownership.

Process Goals and Objectives

The process evaluation is designed to measure and track the implementation of the prevention program with respect to the target population it serves, the programs and services it provides, the procedures it follows and the experiences of the participants. The first step in the process evaluation involves formulating quantifiable objectives related to the implementation process. Program administrators and the evaluator are charged with routinely collecting information and data to measure the extent to which objectives have been achieved. Program staff should periodically review these data to detect problems early in the program's development in order to institute change as needed. Moreover, review of this information enables the grantor to determine whether positive program outcomes are directly generated by program activities and whether negative outcomes are a result of an incomplete or problematic implementation process.

Specifically, the process evaluation for each jurisdiction will assess the following attributes:

- characteristics of target population
- types of programs and services offered
- intensity of programs and services (number of hours/wk available)
- level of participation
- retention rates
- perception of experience
- qualifications of personnel
- training of personnel
- parental involvement
- interagency collaboration
- community involvement

Each program possesses varying process goals and objectives, depending upon program characteristics and implementation requirements. In order to evaluate the adequacy of their implementation, the accomplishment of each objective will be assessed. The goals are delineated below.

Montgomery County, Maryland

Goal #1: To reduce crime and violence by targeting substance abuse as a causative factor in delinquency. This is essentially the community policing component.

Goal #2: To create "Home and Opportunity in a Multicultural Environment" by promoting community, school and family attachments and creating a sense of ownership and accountability. This is the community engagement, community organizing component.

Goal #3: To assemble a formal, community-based collaboration of organizations to work with residents to identify neighborhood problems and effectuate appropriate solutions. This is essentially the problem-solving component.

Goal #4: To expand community center programs in conjunction with recreation center, schools, churches and local businesses. This component provides alternative activities.

Anacostia, Washington, D.C.

Goal #1: To increase school attendance.

Goal #2: To increase school performance.

Goal #3: To develop life skills, including problem solving, decision making, ability to work as team members, conflict resolution, employability and leadership.

Goal #4: To develop job skills.

Goal #5: To develop an association with appropriate role models.

Goal #6: To provide direct personal experiences with the work and college environments.

Goal #7: To reduce involvement in crime, drug use and gang activity.

Goal #8: To develop ethical and moral values and increase self esteem.

Loudoun County, Virginia

Goal #1: To build skills that will insulate youth from risk factors and enhance resiliency.

Goal #2: To provide an education that will insulate youth from risk factors and enhance resiliency.

Goal #3: To provide alternative activities via an athletic program.

Goal #4: To disseminate information to the community on drug abuse prevention and this particular programmatic strategy.

Prince William County, VA

Goal #1: To change attitudes towards drug use and trust levels towards others.

Goal #2: To reinforce positive parenting skills and improve parent-child relationships.

Goal #3: To build skill levels and increase opportunities.

Fairfax-Falls Church, VA

Goal #1: To build community awareness and concern regarding youthful substance use and related criminal activity.

Goal #2: To increase business and stakeholder involvement.

Goal #3: To coordinate partnerships to build sense of community.

Goal #4: To provide education, training and alternative activities.

Baltimore City, MD

Goal #1: Provide motivational and communicative skills to stimulate a positive attitude toward peers, family and traditional figures.

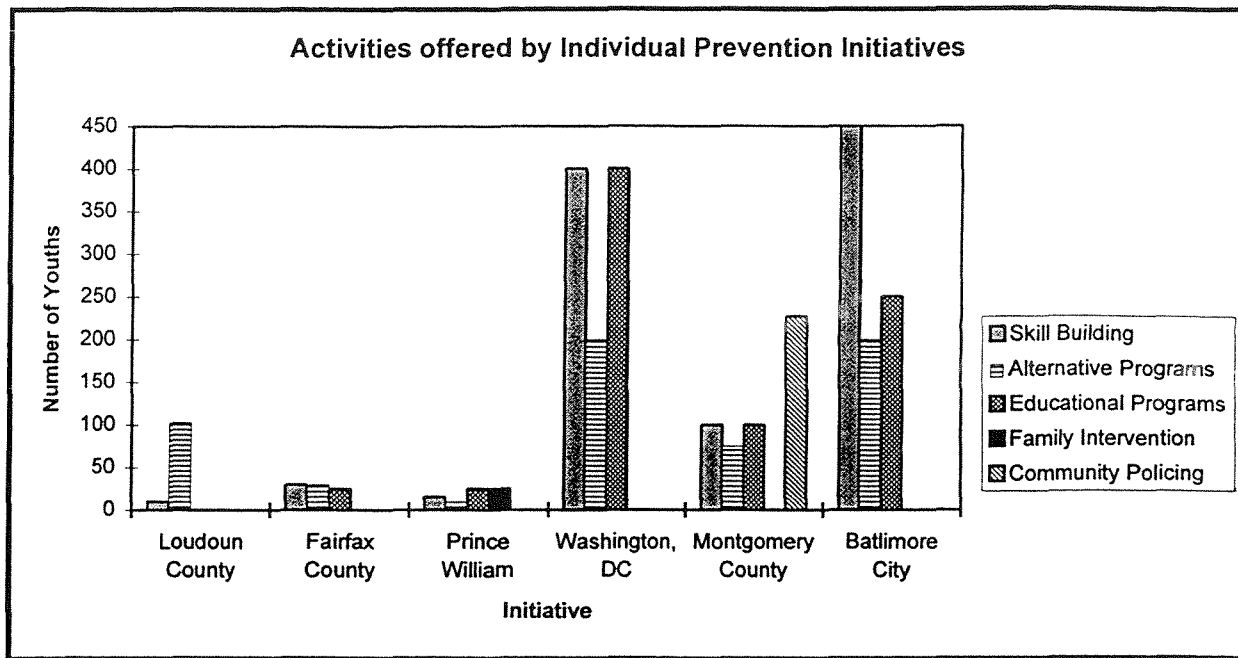
Goal #2: To enhance the individual's ability to positively function in school and in the community.

Goal #3: To open lines of communication and foster positive levels of interaction in both a formal and informal setting.

Goal #4: To foster team work and positive peer interactions, self-esteem, coping skills, nonviolent activities, problem solving, value clarification and communication skills.

Program Implementation and Preliminary Outcomes

A successful prevention initiative is only as good as the staff that administers it. The process of implementation is monitored with the surveys described earlier, in addition to site visits and routine meetings. Outcome measures include school data, police reports, behavioral/attitudinal surveys and a resident survey. While the outcome evaluation is presented in a separate document, preliminary indicators of program effectiveness are mentioned herein.



* The size of the bars is not of importance; rather, the number of activities offered at each individual site should be noted.

In **Montgomery County** there are three part-time and one full-time staff members devoted to the initiative. There are no printed guidelines or training programs on prevention policies for program staff. The coalition meets regularly with program staff to engage in policy decision-making and provide programmatic input. Roughly 150 youths, of which 72% are male and 86% are Hispanic, participate in the Montgomery County HOME (Hope and Opportunity in a Multi-Cultural Environment) program. The program focuses on building self-esteem, motivation to resist or cease drug abuse, drug abuse resistance skills, and reinforcement patterns to being drug-free, which have been shown to reduce the incidence or delay the onset of drug abuse. The HOME program was granted an award by the National Association of Counties. Attitudinal change of the youths is considered the focus of this initiative. The community policing component of this initiative is well established and has, in turn, led to a slight decrease in juvenile crimes. Prior to the HIDTA grant, the community policing unit reported that most offense categories were increasing. This unit has also coordinated a beautification program with the goal of enhancing a sense of pride and ownership in the residents' community. Remarks made by parents indicated that the program staff are more responsive to their children's academic needs than the schools; staff monitors their progress and interacts more closely with their children and family, treating them with more respect. Homework clubs, ESOL and GED classes, phonics programs and mentoring programs have all played a significant role in the preliminary success of this initiative.

Preliminary surveys in Montgomery County also showed the Grade Point Averages of the youth participating in the HIDTA initiative increased by 14% as

compared to the control group, which decreased by about 5%. The survey information revealed that school absentee rates for the youth participating in the HIDTA initiatives decreased by 14%, while absentee rates for a control group increased by 48% on average. Additionally, there was nearly a 50% decrease in suspensions for the targeted youths in Montgomery County. The criminal arrest rates for juveniles in Montgomery County has also declined significantly. In fact, up to June 30, 1997, there was only one arrest made in Montgomery County for a juvenile drug offense. This site recently earned an award from the National Association of Counties.

In Washington, D.C., there are 19 full-time program administrators and teachers participating in this school academy program, with three contractual staff. Four individuals have earned a doctoral degree and the remaining have Master's degrees. Guidelines for the implementation of this program are available and a training program is presently under development. The coalition that supports this program maintains a routine meeting schedule and has been active in implementation matters. There are approximately 400 students participating in this program. An estimated 99% of the youths are African American. The types of programs and services available through this grant include: drug abuse treatment and counseling; mentoring; school achievement programs, skill building, team building, job readiness programs, drug resistance education and after-school alternative activities. The theory-based program is designed to increase the student's interest in school by making the connection between school and the world of work more understandable to the student by giving the student skills to enhance ability to obtain interesting and well-paying jobs. To date, the students in both academy programs have participated in at least one phase of this program. The focus of this program is to promote behavioral change by building self esteem, motivation to discontinue drug use, peer group influences and skill building. The students are highly receptive of the HIDTA activities and welcome the variety of experiences. Despite ongoing obstacles presented by the DC School Board, HIDTA staff and program directors will continue in attempts to move this initiative forward.

Despite many obstacles present in the Washington, D.C. school system that have impeded the program's full implementation, when the academy structure is properly instituted and supported to its greatest potential, positive outcomes can be obtained. The public safety officer at Anacostia Senior High School where the D.C. initiative is based indicated that, "There has been nearly a 75% reduction in weapons violations in these youth." Data from the 1997-98 academic year will be more demonstrative. Also, in District 7, juvenile arrests have declined from 448 to 311 in the past two years.

The Loudoun County site has one program administrator accompanied by 10 volunteers. The administrator is integrally involved in all aspects of program activities with the children. While printed guidelines are available, training is also provided for staff that includes suicide training, SASSI training, substance abuse training and "cultural dynamics in HIV/AIDS care workshop." Members of the coalition supported

by this grant meet routinely and are active in implementation of the program. There are 109 youths participating at this particular site. Sixty-eight percent are African American and 26% are Caucasian. For the past ten years, Prevention Services of Loudoun County has offered to provide programs for residents of Loudoun House. They were not permitted to do so until they acquired this HIDTA grant. Programs strictly coordinated by the program administrator include tennis, soccer, baseball, football and softball camps. Karate is also offered to teach the youths conflict resolution. Children are volunteering to distribute and post flyers in their neighborhood regarding scheduled sporting events. In order to reinforce participation, administrators provide incentives, speak to parents, enhance services provided, recruit school and teacher involvement and provide more individual attention. Individual attention is provided by the program administrator. It was this level of individual attention that led to an article published in the *Washington Post* (August 1997) about the program. The program administrator provides transportation for many of the children to the practices and games. Each game is used as a vehicle to teach appropriate behaviors, structure, rule-following, conflict resolution and alternative activities.

In Loudoun County, Virginia, the targeted HIDTA participants have enthusiastically embraced the athletic activities provided for them through the HIDTA grant and the leadership of the program coordinator. With recreational activities as attractants, the youths then become engaged in drug abuse prevention services and education.

The **Prince William** initiative encompasses a number of different local government and community agencies working as a team to provide services. This extensive networking is largely attributable to the program administrator who is a full-time clinical therapist with a Master's degree. There are about 50 youths that receive services from this HIDTA grant. Approximately 90% of participants are involved with the court system. Slightly over half are African Americans and the rest are Caucasian. The program provides drug abuse education, counseling, mentoring, skill and team building, community organizing, and family and parenting classes for high-risk youth in Georgetown South. Participants are brought to the Female D.O.R.M. Program at the Detention Center where inmates discuss their behaviors and attitudes as youth and explain how those patterns influenced their adult lives. The Juvenile Probation/Court Services is responsible for most of the youth referrals. The Family to Family group is providing family mentoring programs that are enthusiastically received by the youths. The mentoring component of this initiative also received a \$5,000 grant from the Manassas Community Policy Management Team. The community has spread the word about this program and its services. They have been receiving calls from concerned parents and friends who are referring their children and others. The program manager was asked to present the program to the Manassas Kiwanis organization. They are now involved in helping youth in five different schools, up from three last year. Parents of

*Neighborhood Prevention Initiatives in the
Washington/Baltimore Region*

WASHINGTON/BALTIMORE HIDTA
1998 PREVENTION REPORT

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MS. DEANNA M. PEREZ

"Enough is Enough"



Chief John S. Farrell, Executive Committee Chairperson
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Washington/Baltimore HIDTA 1998 Neighborhood Prevention Initiative

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Executive Summary

The Washington/Baltimore area is severely afflicted with drug abuse, drug trafficking and crimes related to drug use and distribution¹. Though crime and violence in the area is mostly attributable to hard-core users, of growing concern is the serious involvement with drugs among our youth. Maryland is currently ranked fourth overall in violent crime among juveniles.² In Washington, D.C., rates of juvenile crime, violence and drug selling are alarmingly high. Northern Virginia, also within the Washington/Baltimore High Intensity Drug Trafficking Area (W/B HIDTA) region, is rife with drug-related juvenile crime and gang activity in specific neighborhoods within certain counties. Of particular concern is the tendency for the onset of drug use and delinquency to occur at an earlier age and with more severity than in the past.³

W/B HIDTA prevention evaluators have selected specific program objectives from a broad drug abuse research base to develop a targeted approach. First, a successful drug abuse prevention program seeks to determine what factors lead to drug use and selling among juveniles in a particular jurisdiction. Such an assessment provides the framework for an appropriate program that targets relevant risk factors and resiliencies. Factors known to increase drug abuse and delinquency⁴ are directly addressed by our various prevention approaches, including family dysfunction, lack of community involvement and resources, poor academic achievement and school attendance, neighborhood disorder, and poor attitudes and social skills. Moreover, these programs attempt to identify and strengthen resiliency factors in our sites, such as extended family structures, untapped community resources, residents' motivation to elicit change, organizations designed to mobilize citizens and businesses willingness to support their community.

Armed with this knowledge, the W/B HIDTA has implemented a prevention initiative that incorporates a number of unique components. The first is to motivate youths in the HIDTA region to reject illegal drug activity, including possession, use and distribution. The second task

¹ Washington/Baltimore HIDTA. (1998). *A Multi-Indicator Analysis of the Drug Threat to the Washington/Baltimore Region*. Greenbelt, MD: HIDTA.

² Federal Bureau of Investigation. *Crime in the United States, 1997*. Washington, DC: US Government Printing Office.

³ Johnston, L. D., O'Malley, P. M., & Bachman, J. G. (1998). *National Survey Results on Drug Use from the Monitoring the Future Study, 1975-1997* (Vol. 1 Secondary school students). Rockville, MD: National Institute on Drug Abuse.; Sickmund, M., Snyder, H. N., & Poe-Yamagata, E. (1997). *Juvenile Offenders and Victims: 1997 Update on Violence*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

⁴ Hawkins, J. D., Catalano, R. F., & Miller, J. Y. (1992). "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Adulthood: Implications for Substance Abuse Prevention." *Psychological Bulletin*, 112:64-105.

is to provide alternative activities and opportunities for youths most at risk for hard-core drug abuse. A third goal of the Prevention Initiative is to divert youngsters from the criminal justice system into programs that address underlying precursors of drug abuse and related criminal behaviors. Community involvement and interagency collaboration are two of the most important ingredients in a successful Prevention Initiative.

The W/B HIDTA Prevention Initiative has implemented programs based on a few key principles that facilitate the accomplishment of the program's goals. First, this initiative encourages collaboration among HIDTA participating agencies, businesses, community organizations and local agencies in the planning and implementation of the neighborhood approach. Second, strategies are tailored to the particular populations, characteristics and conditions of each jurisdiction as determined by community risk assessments. Third, programs are designed to effectuate behavioral change, not solely attitudinal change, by (a) engaging participants in constructive activities, (b) reducing opportunities for drug and delinquency involvement, and (c) focusing on individual strengths and weaknesses. Fourth, there is an essential requirement that programs be both comprehensive and intensive with the goal towards increasing potential for a measurable impact. All programs funded are rigorously evaluated by HIDTA based upon the programs' anticipated outcomes and measurable criteria, commensurate with Office of National Drug Control Policy (ONDCP) guidelines. The evaluation is designed to collect and analyze data from a variety of sources to measure the impact of the strategies in all six sites.

Each program employs a different strategy, contingent upon the unique problems most pressing in that jurisdiction:

- **Montgomery County:** Community development protocol including Community Policing, Service Corps, After-School Programs, Homework Clubs, Man-to-Man Clubs, ESOL and GED classes.
- **Baltimore City PAL Program:** After-School Programs, Structured Recreational Activities, Mentoring Programs, Teamwork and Responsibility Workshops
- **Prince William County:** Family Intervention Activities, Team-Building Courses, Mentoring Programs and Drug-Abuse Prevention Courses
- **Fairfax-Falls Church:** Therapeutic Activities, Conflict Management Courses, Decision-Making Skills, Peer Pressure Activities and Alternative Activities.
- **Loudoun County:** Athletic Activities, Conflict-Resolution Courses, Substance Abuse Education and Skill Building
- **Baltimore City - Walbrook:** Uniformed Services Academy program, PAL Center, Skill Building, College and/or Job Preparation

In general, preliminary surveys indicate that 100% of the youth in the HIDTA programs routinely (almost daily) participate in extracurricular activities and there is a very low drop out rate. This is in stark contrast to a very low participation rate in alternative activities prior to HIDTA programs. HIDTA initiatives reach high-risk neighborhoods characterized by a paucity

of programs and services. Initiative activities include skill building, alternative programs, educational programs, family intervention and community policing.

Latest Findings

Four of the HIDTA prevention sites are generating some promising initial results. Survey findings in Prince William County, Fairfax-Falls Church, and Montgomery County are reflecting improvements in self-report survey measures, such as lower levels of drug use, drug sales, delinquency and attitudes toward deviance. Several antecedents and correlates of these outcomes (e.g., school commitment, relationships with parents, and other measures), believed to be risk factors in deviance, are also showing a trend toward improvement in targeted youth relative to comparison subjects. In addition, summary tables below reveal that there are tangible improvements in school-related behaviors among actual program participants and juvenile arrest rates in the larger community. The last table shows that, across all sites, the self-reported incidence of drug abuse, drug sales, and juvenile crimes has dropped in response to participation in HIDTA prevention programs. Because the Baltimore City – Walbrook site is a new prevention initiative, follow-up survey data has not yet been collected, but will be available next year. However, school reports indicate improvements in school-related behaviors since the inception of the academy structure.

*School-Related Behaviors: Before and After Differences**

| SITE | BEFORE HIDTA | | | AFTER HIDTA | | |
|-----------------------|--------------|-------|------|-------------|-------|------|
| | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Baltimore City-PAL | 2.13 | 12.61 | 0.20 | 2.18 | 10.47 | 0.21 |
| Montgomery County | 2.30 | 11.45 | 0.08 | 2.32 | 8.48 | 0.09 |
| Fairfax City | 1.90 | 15.33 | 0.50 | 2.21 | 9.39 | 0.22 |
| Loudoun County | 2.35 | 10.00 | 1.06 | 2.30 | 7.47 | 0.13 |
| Prince William County | 0.45 | 31.36 | 2.09 | 1.90 | 7.50 | 0.54 |

*GPA - grade point average; ABS - absences; SUSP - suspensions

Juvenile Arrest Frequencies for W/B HIDTA Prevention Neighborhoods

| SITE | Jan 1 – Dec 31, 1996 | Jan 1 – Dec 31, 1997 | Jan 1 – Dec 31, 1998 |
|-----------------------|----------------------|----------------------|----------------------|
| Baltimore City-PAL | 757 | 736 | 630 |
| Montgomery County | 18 | 17 | 12 |
| Fairfax City | 34 | 41 | 47 |
| Loudoun County | pending | 19 | pending |
| Prince William County | 52 | 20 | 23 |

Combined Average Number of Self-Reported Deviant Behaviors Across Sites

| DEVIANCE MEASURE | Target: Before | Target: After | Control: Before | Control: After |
|-----------------------------|---------------------------|--------------------------|----------------------------|---------------------------|
| Property Crime | 15.0 | 8.8 | 14.0 | 9.4 |
| Person Crime | 15.5 | 6.0 | 12.0 | 11.0 |
| Drug Use | 19.5 | 17.0 | 19.0 | 23.4 |
| Drug Sales | 8.4 | 3.3 | 2.3 | 3.7 |
| TOTAL | 58.4 | 35.1 | 47.3 | 47.5 |

The majority of HIDTA funded prevention programs have, thus far, met program goals and shown promise for success in strengthening resiliencies and minimizing the impact of risk factors which are goals believed to be instrumental in reducing drug abuse and delinquency. These programs have achieved several benchmarks, overcome many obstacles and established a strong base in their communities, subsequently producing noteworthy outcomes that are modeled by others in the field.

Overview of the Neighborhood Prevention Initiative

In 1994, the Office of National Drug Control Policy (ONDCP) initiated the Washington/Baltimore High Intensity Drug Trafficking Area (W/B HIDTA) program. The program is comprised of law enforcement, treatment and criminal justice, and prevention components that are designed in an integrated fashion to coordinate efforts to reduce demand for drugs and drug trafficking in the region. The Prevention Initiative presently funds six sites to develop youth-focused, community-based drug abuse prevention programs with an overall goal to reduce demand for drugs by minimizing risks and enhancing protective factors for youth at high risk of drug abuse and delinquency.

The *1998 National Drug Control Strategy* specifically identifies the following goals applicable to the W/B HIDTA prevention component that may be achieved by incorporating the corresponding, programmatic objectives:

- Goal 1: *To educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.* The specific objectives employed to reach this goal are first, to enhance resiliency to drug abuse and related criminal behaviors by building lifeskills, values and ethics, respect for authority, family involvement, mentor relationships and community attachments. The second objective is to provide alternative activities and opportunities for law-abiding, drug-free behaviors. The third objective is to address underlying precursors of drug abuse and delinquency. And the fourth objective is to provide education and job skills training.
- Goal 2: *To increase the safety of America's citizens by substantially reducing drug-related crime and violence.* Objectives characterizing this goal include the engagement of youth in constructive activities that preclude drug-taking and delinquent behaviors, involvement in programs with law enforcement, and local government and community leader participation to instill respect for authority and the law. Objectives also include an increase in community involvement in youth activities to reduce the fear of victimization and increase awareness of services being offered involving at-risk juveniles.
- Goal 3: *To reduce health and social costs to the public of illegal drug use.* Objectives here include the use of effective outreach and referrals that target at-risk juveniles to access needed community resources, the diversion of youths from the criminal justice system into programs that address underlying precursors of drug abuse and related criminal behaviors and the provision of incentives to encourage communities to create and make available resources for their youth.

While each of the six prevention programs have incorporated these global objectives into their strategy, they differ with respect to individual programmatic outcome objectives. Some programs address a subset of these global objectives more directly than others; thus, actual measurements are individualized across jurisdictions.

The W/B HIDTA Prevention Committee, composed of experts from various fields, including law enforcement, mental health and school administrations, met in late 1995 and early 1996 to develop a solicitation and criteria for funding local HIDTA-participating agency-submitted proposals. Those Neighborhood Prevention programs selected for funding began in late 1996 with the exception of both Baltimore sites; the PAL site commenced in April 1997 and the Walbrook site began in September 1998. Each jurisdiction is unique with respect to their founding principles, operations, techniques employed and prevailing risks and resiliencies; thus, each program is evaluated separately in subsequent sections. The principles framed by this solicitation are outlined below.

Concepts and Principles

There is compelling evidence that factors which increase risk for drug abuse, delinquency and violence are amenable to prevention approaches, including family dysfunction, poor attitude towards school and academic failure, poor problem solving capabilities and social skills, lack of opportunities and constructive activities, negative peer influences and lack of community involvement⁵. These conditions may be addressed by providing comprehensive services and programs to both children and families at high risk who may otherwise have limited options. Effective prevention programs focus not only on risk factors, but assess and build resiliencies known to insulate even high-risk children from possible negative outcomes, including:

1. Organizing resources to instill a sense of hope in a community;
2. Developing a social support network to increase individual control over the environment and future;
3. Reinforcing strong family bonds and fostering strong parenting techniques;
4. Developing social skills and reinforcement for their expression;
5. Providing consistent and persistent anti-drug messages from multiple sources and connections with significant drug-free adults;
6. Fostering altruism and providing opportunities to demonstrate it.

The W/B HIDTA Prevention Strategy is designed to support both universal and selective prevention approaches targeted toward specific geographic locations within neighborhoods that are rife with drug abuse, crime and violence. This approach offers a mechanism for intervening with different target groups and at different times in the progress of a youth's "career" of juvenile crime and drug experimentation to arrest the development of these outcomes. Universal prevention programs employ a community-wide approach by targeting neighborhoods or social environments before the onset of a serious drug abuse or delinquency problem and then either

⁵ Catalano, R. F., Kosterman, R., Hawkins, D. J., Newcomb, M. D., & Abbott, R. D. (1996). "Modeling the Etiology of Adolescent Substance Abuse: A Test of the Social Development Model." *Journal of Drug Issues*, 26:429-455.; Beman, D. S. (1995). "Risk Factors Leading to Adolescent Substance Abuse." *Adolescence*, 30:202-207; Krohn, M. D., Lizotte, A. J., Smith, C., & Thornberry, T. P. (1994). *Resilient Youth: Identifying Factors that Prevent High-Risk Youth from Engaging in Delinquency and Drug Abuse* (Rochester Youth Development Study Working Paper No. 18). Albany, NY: State University of New York at Albany; Leonard, J. A., Rhodes, J. E. (1990). "A Social Stress Model of Substance Abuse." *Journal of Consulting and Clinical Psychology*, 58:395-401.

removing risk factors or strengthening resistance to risk factors. Selective prevention refers to programs that attempt to redirect youth who have shown early indications of behavior problems related to and including drug abuse, but have not yet been formally classified as a delinquent or drug abuser. Often, selective prevention programs are targeted at youth who have had one or two contacts with the police but have yet to be adjudicated by the juvenile court. Unlike universal prevention approaches that are concerned with systemic sources of drug abuse and delinquency, (e.g., social norms, media influences and educational deficiencies,) selective prevention programs target those with a higher than average risk for persistently engaging in substance abuse, crime and violence rather than simply temporary experimentation.

The overriding goal of the Neighborhood Prevention Initiative is to reduce community disruption and the personal harm created by illegal drugs sales and use as they are associated with youthful activities in that community. The grant program targets neighborhoods fragmented by crime and disorder by forming lasting partnerships among local government agencies and community groups to identify drug-related public safety problems and to devise innovative solutions through cooperative problem-solving. Programs prioritized for funding have demonstrated success with high-risk groups, are innovative and creative, provide in-kind resources and are capable of self-sustainability once HIDTA support terminates.

Programs target youth under the age of 18 who, by virtue of either individual or environmental characteristics, are considered to be at risk for drug abuse or who are exhibiting early signs of drug abuse and criminal activity. Specific strategies are directed at developing youth programming that emphasizes positive changes in youth behavior and providing alternatives to criminal and substance abusing activities. Project objectives include actually changing behavior and attitudes to instill values, developing constructive personal and social strategies and learning conflict resolution and goal-setting skills. This initiative encourages collaboration among HIDTA participating agencies, community organizations, businesses and local agencies in the planning and implementation of a neighborhood approach. Strategies are tailored to the particular populations, characteristics and conditions of each jurisdiction as determined by community risk assessments. All programs funded are evaluated by HIDTA based upon the program's anticipated outcomes and measurable criteria, commensurate with ONDCP guidelines. A complete process and impact evaluation supports a determination of the effectiveness of the initiatives. The evaluation is designed to collect, analyze and measure the impact of the strategies.

Specific strategy characteristics include:

1. Prioritizing prevention approaches that change the community environment in order to provide community settings that protect and promote violence-free and drug-free living;
2. Encouraging participation of youth at most risk for hard-core drug use in targeted communities by engaging them in W/B HIDTA sponsored prevention programs that develop strong ties to social and community organizations;

3. Developing a collection plan to identify all drug, crime, violence and associated quality of life data necessary to support W/B HIDTA strategic planning, including but not limited to type, source, timeliness, confidentiality, access and cost;
4. Securing data from local enforcement, criminal justice coordinating agencies, community organizations, schools and residents pertaining to drug, crime, violence and associated quality of life information at the jurisdictional and neighborhood levels;
5. Providing an assessment of specific criteria (e.g, current local government drug prevention/control resources, community organization, community needs, and related new initiatives and resources) that will assist in neighborhood site selection and W/B HIDTA prevention resource allocation;
6. Participating in the development of a W/B HIDTA neighborhood prevention strategy that includes local officials and community leaders;
7. Monitoring the prevention program's implementation by assuring timely delivery of prevention resources, the appropriate utilization of those resources and the prompt identification and resolution of any problem associated with implementation;
8. Assuring successful implementation of the prevention program by determining that all participating parties regularly meet, assess and review the program's implementation and progress by regular status reporting with overall HIDTA initiatives;
9. Assisting HIDTA prevention program personnel in the management and outcome analysis of the program's desired impact;
10. Identifying and designating the appropriate parties within the W/B HIDTA responsible for training, technical assistance and evaluation.

If projections based on demographic and epidemiological trends are accurate for the Washington/Baltimore region, problems associated with drug abuse are likely to worsen in the absence of effective intervention⁶. Parallel trends in family demographics reveal that more children than ever are growing up homeless, in poverty, and in single parent homes --all conditions strongly associated with eventual drug abuse and crime, while funding for social programs is decreasing⁷. These trends clearly indicate that effective methods for intervening with high-risk youth are warranted. At present, however, communities and neighborhoods do not have ready access to the resources and technical knowledge necessary to exact change. Huge budget deficits substantially reduce a community's ability to hire necessary personnel, implement infrastructure and organizational changes, and redirect existing resources to accommodate a prevention strategy and evaluate/refine their approach. In order for neighborhoods to reduce demand for illicit drugs, mediating processes that tie specific strategies to expected decreases in drug abuse must be identified; i.e., behaviors targeted by these strategies must be intricately linked to the behavioral outcome of drug abuse. Once that empirical foundation has been established, technical assistance is required to organize and mobilize the

⁶ Washington/Baltimore HIDTA. (1996). *Threat Assessment*. Greenbelt, MD: HIDTA.

⁷ Krivo, L. J. & Peterson, R. D. (1990). *Extremely Disadvantaged Neighborhoods and Urban Crime*. Columbus, OH: Ohio State University.; Henggeler, S. W., Melton, G. B., & Smith, L. A. (1992). "Family Preservation Using Multisystemic Therapy: An Effective Alternative to Incarcerating Serious Juvenile Offenders." *Journal of Consulting and Clinical Psychology*, 60:953-961.

community, local government and agencies to function as partners to provide a foundation for grass roots leadership.

Program Descriptions

Montgomery County, MD

This program is largely a community development protocol with a strong component of community organization and mobilization founded upon the principles of community-oriented policing. There are strong emphases on the development of a service corps for underprivileged residents and the approach of “seeding” the neighborhood with needed services and resources. The coalition, along with residents of the target community, collaborate to provide alternative activities (e.g., after school programs such as homework clubs), education, athletic programs, and social skills through the creation of a community center and a tenant’s association. A service corps selects youths to receive stipends and training. A community policing satellite station has been created to engage in proactive law enforcement. Additional emphases are on the development of multicultural programming and appreciation, police-community relations and revitalization of the neighborhood. Community engagement is central to this project. The specific interventions funded by HIDTA that will be evaluated for their combined effects on youth include: the development of a Tenants’ Association that will create a neighborhood coalition to engage the community in the development of their own programs; the service corps, a GED program, the community policing program, a computer learning center and the beautification program.

Prince William County, VA

Family and parenting skill activities are provided to adolescents and their parents using quarterly modules of 10 weeks duration based on multi-phased experiential activities and 90 minute educational sessions. The four components of this family and parenting project include: mentoring, team building courses, prevention education and the Adult Detention Center D.O.R.M. The detention center component is included because many at-risk youths have parents who are in prison. This component will introduce small groups of adolescents to the facility for discussions with youthful drug-involved inmates. Afterwards, a public service message will be created based on their experiences in the detention center to reinforce the importance of strong family ties and education. The premise behind this approach is that a change of attitudes will result in a change in behavior. Also, improvements in parenting are believed to elicit improvements in children’s behavior.

Fairfax-Falls Church, VA

This is a drug, alcohol and violence prevention program for teens offering a continuum of groups and alternative activities. Prevention services focus upon alternative activities; learning to cope with peer pressure; learning decision making skills; identification of

conflict styles and conflict management; identifying communication styles; understanding the effects of alcohol, tobacco and other drugs; identifying existing personal strengths and identifying and developing leadership skills. At risk youth and families are identified by the program administrators. Administrators are employing a "clinical" approach by completing individualized assessments making referrals to treatment services as needed and customizing services based on need, in addition to the provision of more basic prevention programs. Positive relationships and broad participation in programs is encouraged by this protocol. Community-building activities for youth are designed to increase neighborhood organization, involvement and participation via a collaboration with community members, organizations, businesses, the police department and area schools.

Loudoun County, VA

The coalition, consisting of agencies and community members, provides athletic services to youth that include conflict resolution and mediation skill building training for youth, parents and also for community members to encourage community ownership of the program. The athletic program provides substance abuse education and related prevention activities, and alternative prevention activities with a focus on initiation of multiple sports leagues for youth who otherwise would be unable to participate in recreational activities. This is an expansion of an initiative already ongoing in another neighborhood. The focus is on athletics and includes education, skill building and alternative activities. Parents and mentors are active participants.

Baltimore City, MD - PAL Site

The program design includes a partnership between the community organization The Chance Center and the Police Athletic League program within the Baltimore City Police Department. The PAL program, under the direction of the Chance Center, provides a comprehensive integrated youth focused intervention program for those who reside in the Eastern District. The program offers a "safe haven" for roughly 600 youths ages 7 through 17. Each participant engages in a structured recreational and after-school educational and enrichment and/or remediation activities. Activities are conducted by positive role mentors and models to promote teamwork, responsibility and industry. These tasks are accomplished by focusing on the risk barriers of peer pressure, poor communication skills, low self-esteem and conflict resolution skills. Strong incentives are offered for parental participation and community-wide ownership.

Baltimore City, MD - Walbrook Site

HIDTA has provided initial support for the Walbrook High School to incorporate four separate academies under one roof: The Business Institute (a magnet program for business careers); the Fire and Emergency Services Academy (run by the Baltimore City Fire Department); the Criminal Justice Academy (Run by the Baltimore Police Department) and the Baltimore Maritime and Transportation Academy. The curriculum

is intended to benefit both post-secondary and work-bound students, and will prepare students to continue pursuing a life of educational development. In addition, the Baltimore Police Department will establish and maintain one of its Police Athletic League (PAL) Centers in the school for continuous operation from 2:00 pm until 10:00 pm weekdays, with some special events on the weekends. The primary goal of the PAL program is to prevent crime by involving police officers during peak hours when most juvenile crime occurs. Although athletic competition is an integral part of the program, just as important are the enrichment programs such as tutoring, mentoring, computer labs, music, field trips, etc. The program is designed to reduce crime and prejudice through increased participation by the youth, thereby significantly reducing boredom and other antecedents of crime and drug abuse.

Anacostia, Washington, D.C.

This project was terminated by the W/B HIDTA in mid 1998. The program involved intensive immersion in an educational program during and after school, during holidays and including summers for 120 students in the Academy of Law, Justice and Security and the Public Service Academy at Anacostia Senior High School. A full range of services were provided for students with this grant, including summer jobs, and internships, job-related training, counseling and mentoring, comprehensive college preparatory program, leadership camps; and training sessions for students and teachers. The process evaluation (described below) revealed that program implementation was incomplete due to obstacles presented at the District's school system level. It was clear from written documentation and interviews that two major problems developed during the course of this project that were compromising. First, the voluntary nature of the program was eliminated. Students were assigned to academies, whether or not they were interested in that Academy's specific focus. Second, no flexibility was allowed in scheduling, and faculty course load did not allow the essential "school within a school" structure essential to the academy. In order for the Academy project to be successful, they would need additional staffing, an exception to the graduation credit requirements set by the DC Board of Education, and an exception to the scheduling requirements. (These were the changes that threatened the fundamental philosophy of the Academy.) It was also important that staff become rededicated to the project, including the possibility of transferring teachers who were not interested in the Academy concept. The public school system did not comply with these requests, thus, although the program has been highly successful in other cities throughout the U.S., its full implementation was not possible in the District.

Process Goals and Objectives

The process evaluation is designed to measure and track the implementation of the prevention program with respect to the target population it serves, the programs and services it provides, the procedures it follows and the experiences of the participants. The first step in the process evaluation involves formulating quantifiable objectives related to the implementation process. Program administrators and the evaluator are charged with routinely collecting information and data to measure the extent to which objectives have been achieved. Program

staff should periodically review these data to detect problems early in the program's development in order to institute change as needed. Moreover, review of this information enables the grantor to determine whether positive program outcomes are directly generated by program activities and whether negative outcomes are a result of an incomplete or problematic implementation process.

Specifically, the process evaluation for each jurisdiction assesses the following attributes:

- characteristics of target population
- types of programs and services offered
- intensity of programs and services (number of hours/wk available)
- level of participation
- retention rates
- perception of experience
- qualifications of personnel
- training of personnel
- parental involvement
- interagency collaboration
- community involvement

Each program possesses varying process goals and objectives, depending upon program characteristics and implementation requirements. In order to evaluate the adequacy of their implementation, the accomplishment of each objective will be assessed. The goals are delineated below.

Montgomery County, MD

Goal #1: To reduce crime and violence by targeting substance abuse as a causative factor in delinquency. This is essentially the community policing component.

Goal #2: To create "Home and Opportunity in a Multicultural Environment" by promoting community, school and family attachments and creating a sense of ownership and accountability. This is the community engagement, community organizing component.

Goal #3: To assemble a formal, community-based collaboration of organizations to work with residents to identify neighborhood problems and effectuate appropriate solutions. This is essentially the problem-solving component.

Goal #4: To expand community center programs in conjunction with recreation center, schools, churches and local businesses. This component provides alternative activities.

Loudoun County, VA

Goal #1: To build skills that will insulate youth from risk factors and enhance resiliency.

Goal #2: To provide an education that will insulate youth from risk factors and enhance resiliency.

Goal #3: To provide alternative activities via an athletic program.

Goal #4: To disseminate information to the community on drug abuse prevention and this particular programmatic strategy.

Prince William County, VA

Goal #1: To change attitudes towards drug use and trust levels towards others.

Goal #2: To reinforce positive parenting skills and improve parent-child relationships.

Goal #3: To build skill levels and increase opportunities.

Fairfax-Falls Church, VA

Goal #1: To build community awareness and concern regarding youthful substance use and related criminal activity.

Goal #2: To increase business and stakeholder involvement.

Goal #3: To coordinate partnerships to build sense of community.

Goal #4: To provide education, training and alternative activities.

Baltimore City, MD - PAL Site

Goal #1: Provide motivational and communicative skills to stimulate a positive attitude toward peers, family and traditional figures.

Goal #2: To enhance the individual's ability to positively function in school and in the community.

Goal #3: To open lines of communication and foster positive levels of interaction in both a formal and informal setting.

Goal #4: To foster team work and positive peer interactions, self-esteem, coping skills, nonviolent activities, problem solving, value clarification and communication skills.

Baltimore City, MD - Walbrook Site

Goal #1: To reduce community disruption and the personal harm created by illegal drug sales and use as they relate to youth in the target community.

Goal #2: To prevent crime by involving police officers in youth programs citywide.

Goal #3: To prepare students to be responsible citizens afforded the opportunity to acquire the skills, knowledge, and abilities necessary to make informed decisions that lead to meaningful and productive lives.

Operationalization: Measuring Program Implementation

The process evaluation is designed to describe the implementation of each HIDTA prevention program, including the premise behind it, target population, developmental stages, roles and responsibilities of program administrators and staff, level of participation, benchmarks, obstacles and a cross-site comparison based on varying philosophies and methods. The following objectives apply to all jurisdictions, although some specific program objectives differ between them and will be described separately for each.

Measurable Process Objectives:

1. Ensure that programs involve a coalition of local government agencies and community organizations, including an active coordinating body and appropriate policy change.
2. Ensure that programs focus on youth under the age of 18.
3. Ensure that programs focus on youth residing in drug and crime infested areas.
4. Measure the extent to which skill building, drug abuse education and alternative activities are provided.
5. Measure the extent to which programs are both high intensity and comprehensive in attempts to effectuate behavioral and attitudinal change.
6. Assess the competency levels of program administrative staff.

The process evaluation uses four instruments to gather information. The Program Administrator Survey queries program staff about their qualifications, training and efforts devoted to the prevention program under study. The Program Survey includes questions about personnel and staffing, types of programs and services offered, characteristics of participants, level of participation, parental characteristics and level of involvement, methods used for retention, participant assessment instruments used by administrators, benchmarks and obstacles. The Experience Survey questions youthful participants about their perceptions of the program, which programs they accessed on a regular basis, extent to which they participated and how they would evaluate the program. A child's progress sheet is kept for each participant with individual program goals and to monitor improvements or decrements over time. In addition, each program administrator uses their own record keeping instruments, which are accessible to the evaluator. Program administrators routinely provide supplemental tri-annual progress reports.

Program Implementation

A successful prevention initiative is only as good as the staff that administers it. The process of implementation is monitored with the surveys described earlier, in addition to site visits and routine meetings. Outcome measures include school data, police reports, behavioral/attitudinal surveys and a resident survey. While the outcome evaluation is presented in a separate document, preliminary indicators of program effectiveness are mentioned herein.

In **Montgomery County** there are three part-time and one full-time staff members devoted to the initiative. There are no printed guidelines or training programs on prevention policies for program staff. The coalition meets regularly with program staff to engage in policy decision-making and provide programmatic input. Up to 150 youths participate in the Montgomery County HOME (Hope and Opportunity in a Multi-Cultural Environment) program. The majority of participants (63%) were male; Hispanics made up 66% of the participants, followed by roughly equal numbers of Asian (17%) and African-American (15%) youth. Most of the youth (70%) are between the ages of 5-9. The Center indicates that LSD and alcohol are the primary drug problem for 5% of the adolescents served.

The program focuses on building self-esteem, motivation to resist or cease drug abuse, drug abuse resistance skills, and reinforcement patterns to being drug-free, which have been shown to reduce the incidence or delay the onset of drug abuse. Attitudinal change of the youths is considered the focus of this initiative. The community policing component of this initiative is well established and has, in turn, led to a slight decrease in juvenile crimes. Prior to the HIDTA grant, the community policing unit reported that most offense categories were increasing. This unit has also coordinated a beautification program with the goal of enhancing a sense of pride and ownership in the residents' community. Remarks made by parents indicated that the program staff are more responsive to their children's academic needs than the schools; staff monitors their progress and interacts more closely with their children and family, treating them with more respect. Homework clubs, ESOL and GED classes, phonics programs and mentoring programs have all played a significant role in the success of this initiative.

One hundred, thirty-five adults have participated in the program, which constitutes a 25% increase in parental involvement. Not all of these adults have children in the HIDTA program. The number of adults participating in the program has increased largely due to the implementation of computer classes. The vast majority were female (95%) and Hispanic (75%).

The center began offering a cultural diversity program during 1998. Furthermore, 20 volunteers from the L.O.V.E. student organization (at the University of Maryland) provide their time and services to the Center. Other benchmarks include an increase in the percentage of surveys completed and a 25% increase in parent involvement in their children's homework. Program staff indicate that continued parental involvement is an ongoing challenge, however.

Other highlights include addition of three new youth to the Community Center's Service Corp and the publications of the Center's first newsletter. The Center was also awarded funding

by Montgomery County to build a playground. The HOME program was granted an award by the National Association of Counties.

The **Loudoun County** site has one program administrator accompanied by 10 volunteers. The administrator is integrally involved in all aspects of program activities with the children. While printed guidelines are available, training is also provided for staff that includes suicide training, SASSI training, substance abuse training and "cultural dynamics in HIV/AIDS care workshop." Members of the coalition supported by this grant meet routinely and are active in implementation of the program. Over 80 youths participate in this program at any given time. There was a slight shift in the demographic makeup of the population served with an increase to 84% of African-American children and a decrease to 11% of Caucasian; 5% were Hispanic/other. Slightly more females (53%) than males (47%) participated. The program served slightly more elementary (61%) school children and slightly less middle-school (37%) children in this last period. The program continues to serve mostly participants between the ages of 5-9 (54%) and between the ages of 10-14 (43%). Referrals to the program came from a variety of sources, including self-referral (40%), friends (30%), school (5%), and parents (25%).

For the past ten years, Prevention Services of Loudoun County has offered to provide programs for residents of Loudoun House. They were not permitted to do so until they acquired this HIDTA grant. Programs strictly coordinated by the program administrator include tennis, soccer, baseball, football and softball camps. Karate is also offered to teach the youths conflict resolution. Children are volunteering to distribute and post flyers in their neighborhood regarding scheduled sporting events. In order to reinforce participation, administrators provide incentives, speak to parents, enhance services provided, recruit school and teacher involvement and provide more individual attention. Individual attention is provided by the program administrator. It was this level of individual attention that led to an article published in the *Washington Post* (August 1997) about the program. The program administrator provides transportation for many of the children to the practices and games. Each game is used as a vehicle to teach appropriate behaviors, structure, rule-following, conflict resolution and alternative activities. Anger management, substance abuse prevention and other educational groups were conducted.

During the summer of 1998, six HIDTA camps were held in which almost 70 children participated. These summer camps included such athletic activities as soccer, Tae Kwon Do, gymnastics, and golf. In addition, a new weightlifting program was implemented for the summer. The number of participants in tennis camp increased, and the fall football cheer-leading activities began with 28 participants. Additional HIDTA funding benefited the program through the purchase of equipment, a computer, and other direct-service activities. A donation of tennis equipment was also made to the initiative.

During the fall and early winter of 1998, youth participated in a number of different athletic activities. The program manager conducted an 8-week fall tennis clinic attended by 15 youth, and a soccer league with 16 youth. During this time, approximately 25 youth were sponsored for the youth football cheerleading season. The winter basketball league was attended by 28 youth. Many of the youth involved in athletics were required to complete conflict

resolution training. Other highlights include 10 youth attending a field trip to a men's college soccer game and a winter gymnastics program for 16 youth through the Apex-HIDTA partnership. Overall, there was a 90% completion rate for all sports and a 95% completion rate for the conflict resolution classes.

Staff report that parents do not participate in specific programs but rather participate through car pooling, information dissemination, and attending children's recreational events.

Personnel with the program participated in the Virginia Alcohol and Drug Abuse Prevention Conference.

Targeted HIDTA participants have enthusiastically embraced the athletic activities provided for them through the HIDTA grant and the leadership of the program coordinator. With recreational activities as attractants, the idea is that youths then become engaged in drug abuse prevention services and education.

The **Prince William County** initiative encompasses a number of different local government and community agencies working as a team to provide services. This extensive networking is largely attributable to the program administrator who is a full-time clinical therapist with a Master's degree. There are about 50 youths that receive services from this HIDTA grant. Approximately 90% of participants are involved with the court system. Slightly over half are African Americans and the rest are Caucasian. The program provides drug abuse education, counseling, mentoring, skill and team building, community organizing, and family and parenting classes for high-risk youth in Georgetown South. Participants are brought to the Female D.O.R.M. Program at the Detention Center where inmates discuss their behaviors and attitudes as youth and explain how those patterns influenced their adult lives. The Juvenile Probation/Court Services is responsible for most of the youth referrals. The Family to Family group is providing family mentoring programs that are enthusiastically received by the youths. The mentoring component of this initiative also received a \$5,000 grant from the Manassas Community Policy Management Team. The community has spread the word about this program and its services. They have been receiving calls from concerned parents and friends who are referring their children and others. The program manager was asked to present the program to the Manassas Kiwanis organization. They are now involved in helping youth in five different schools, up from three last year. Parents of 77% of the youths in the program report that the clients' behavior has improved, as have family relationships.

Staff report that 85% of the youth continue to improve through participating in the program. Of the youth who initially dropped out of school, 90% are enrolled in a GED or other educational program to finish their high school degree. The program has also placed 70% of the participants displaying serious mental health and/or families issues until the problems are resolved. Always working towards reducing the negative neighborhood influences, the program has helped 50% of program youth and their families move out of the troubled Georgetown South community. In an effort to reach out to a broader community, the program is targeting the Spanish-speaking sector of the community, although they report great difficulty in reaching this audience.

In **Fairfax-Falls Church**, the program administrator has strong clinical skills, with an academic background in psychology. This site employs therapeutic activities to reach slightly more than 50 participants. A slight majority (54%) are female, and most are Caucasian (78%). All of these youths were referred by the school system. Both primary and secondary services are offered to these teens. Actual programming is multi-faceted and involves adolescents in a broad range of therapeutic activities. Initially, adolescents participate in a continuum of groups which covers Alcohol, Tobacco, and Other Drug education; peer refusal; skills and decision making processes; conflict resolution and basic social skills. Adolescents then begin working with a Puppet Project learning skits that they subsequently present to elementary school children. The Puppet Project specifically targets and supports multiple resiliency factors, including peer bonding, peers serving as role models, promotion of self-esteem and involvement in drug-free activities. Extensive media coverage of this programming provides a high level of positive reinforcement for their new role. Alternative activities are offered for adolescents during the summer and intermittently throughout the school year. These activities include ropes courses, canoeing and camping.

During 1998, the program achieved a 100% retention rate. Two youths, previously at risk for dropping out, have completed the program due to graduation from high school. A number of other students with the program since its inception are scheduled to graduate in June of this year. One of the high schools from which the program participants are referred invited the program manager to be a keynote speaker at the February graduation. This school, along with the other two sites, have requested an increase in services beyond program capacity.

The after-school program located at the Middleburg Humane Foundation has grown substantially since its summer inception making transportation to the site an obstacle. Current requests for services significantly outweigh program capacity. Furthermore, the schools have approved the abused animal site for field trips during the school day.

Their local Department of Housing and Urban Development demonstrated their support for this program by providing a grant to duplicate it in two of their high-risk complexes. Additionally, the HIDTA project has been presented to social work classes at George Mason University and several state senators have expressed significant interest in the project and inquired about its duplication. The initiative has been nominated for a NACO award by Fairfax County. This is a significant accomplishment as this is a national award, with counties from all over the country competing.

The **Eastern District of Baltimore City's PAL Site** has a program manager with 10 years of experience in drug abuse prevention. In addition, there is one part-time clinical therapist, nine full-time police officers, two other full-time community service workers and one part-time worker. There are also 13 volunteers. The coalition and members of participating partnerships founding this program meet on a regular basis and are active in implementation and policy decisions. The Baltimore initiative has served approximately 500 youths. All of the children served were African-American; 40% were male and 60% were female. The majority of participants (70%) were between the ages of 5-9 and attended elementary school; 25% were

between the ages of 10-14 attending middle school. Students in high school (ages 15-18) made up a small percentage (5%) of the prevention program recipients. Most (70%) of the children were self-referred to the program; the rest were referred through their school. The adolescents are distributed among three PAL Centers, all located in the Eastern District.

An estimated majority of youth face numerous socio-environmental problems, including poor parental supervision (95%); family dysfunction (90%); child abuse/neglect (85%); negative peer influences (95%); lack of appropriate role models (95%); and lack of constructive activities (95%); Furthermore, 100% of the youth are confronted with negative neighborhood influences and drug availability. The Center reports that 35% of youth have a marijuana/hashish problem and 10% have an alcohol problem. Other behavioral problems abound among this population, including truancy (76%), fighting (80%), poor social skills (80%), lack of motivation (80%), poor attitudes toward authority (90%), and getting into trouble (90%). Nearly three quarters of the participants lack commitment to school (70%) and 75% have poor school grades.

Programs included in these centers are tutoring and study workshops, dance classes, rape prevention and self defense, art classes and a number of athletic activities. Free PSAT and SAT Preparatory classes are being promoted at the Centers, which are held after school. The Centers also participated in a National Night Out From Crime with the City's Police Department and Fire Department being active participants.

In the last reporting period, youth participation was strong, at 95 to 100%. However, the program continues to experience poor parental involvement, which was less than 10% during this period; 12 parents participated in the program. All of the parents were African-American women who indicated they were the primary care provider for their children. None of the parents indicated they had a drug problem, although these reports are discrepant with program staff observations.

Baltimore's Crime Prevention and Youth Safety Initiative at Walbrook takes the form of a uniformed services academy at Walbrook High School. Within this academy, four career magnet academies have been implemented: The Fire and Emergency Services Academy; the Criminal Justice Academy; the Business Institute Academy; and, the Baltimore Maritime and Transportation Academy. Each academy is responsible for ensuring the curriculum combines both academic rigor and career field content. All students from the 10th to the 12th grade have been assigned to one of four uniformed services academies. Core school teachers, in addition to all academy teachers, have been thoroughly trained in the career academy curriculum. Teachers were hand-picked for this assignment contingent upon their qualifications and commitment to the program. All students regularly attending this school are participating in this HIDTA program for at least 30 hours per week. Each student at this school has been issued and is required to wear a uniform or business attire.

This program provides community policing, drug abuse counseling, school achievement programs, family and parenting programs, and job readiness programs. Through the HIDTA grant, community policing, school achievement programs, and team building were made available. Participants are exposed to community policing and school achievement programs an

average of 31 hours per week and to community organizing 3 hours per week. The number of hours a youngster spends in athletic programs varies.

This prevention program served 1,500 youth in the last reporting period. All of the participants are in high school and the vast majority (99%) are African-American. Program staff report that youth primarily have problems with alcohol and marijuana, although it is reported that crack cocaine, inhalants, and over the counter drugs pose a problem for a substantial minority of the youth. Staff estimate that poor social skills and poor grades are the primary behavioral problems for these students, followed by learning disability, truancy and alcohol abuse. Many of the youth in this area lack appropriate role models (30%) and constructive activities (25%), have poor parental supervision (15%), dysfunctional families (10%), and drugs are easily available (10%).

A number of benchmarks were observed, most notably that attendance was at 80%, an all time high. Also, 300 parents participated in the program, whereas in the past there has been notoriously little parental involvement in this population. Most parental participants (90%) are females. Program staff report a number of obstacles that have affected program implementation, including lack of resources, structural issues of the school system, scheduling issues, and an inability to fully implement the academy program as of yet.

Program Outcomes

Montgomery County

Survey Findings

Since the inception of the Montgomery County HIDTA prevention initiative, participants have made significant improvements in their attitudes towards police, peer influences, honesty, and commitment to school. Results also indicate, however, that sense of ethnic identity has weakened over time. When comparing individuals participating in the program to a control group of students not receiving HIDTA programming, the target group scores significantly higher on the relationship with mother and fighting behavior scales. In addition, the average number of property, person and drug offenses committed in the last three months is significantly lower for the target group than for the comparison group. Lastly, there were significant differences over time for the two groups with respect to peer influences, perceived limited opportunity, self esteem, deviant attitudes, and commitment to school, suggesting that while the target group has seen improvement in these areas over time, the control group has worsened.

Juvenile Arrest Frequencies

| <i>Montgomery Cty</i> | Jan 1 – Dec 31 1996 | Jan 1 – Dec 31 1997 | Jan 1 – Dec 31 1998 | % Change (96-98) |
|-----------------------|------------------------|------------------------|------------------------|---------------------|
| Target Area | 18 | 17 | 12 | 33.3 ▼ |
| Control Area | 9 | 21 | 26 | 188.9 ▲ |

School Data

| | <i>BEFORE HIDTA</i> | | | <i>AFTER HIDTA</i> | | |
|-----------------------|---------------------|------------|-------------|--------------------|------------|-------------|
| <i>Montgomery Cty</i> | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Target Youth | 2.30 | 11.45 | 0.08 | 2.32 | 8.48 | .09 |
| Comparison Group | 2.27 | 9.82 | 0.08 | 2.23 | 13.73 | 0.10 |

Loudoun County

Survey Findings

Comparing youths who participated in at least one therapeutic program versus those who did not and only participated in athletic activities, there were very few before and after changes in survey scales. The target group did not change appreciably with respect to negative peer influences; however, the control group showed significant improvements in peer influences from pre to posttest. There were no other significant findings, however, there were some trends. The target group improved slightly in their relationship with their mother while the control group exhibited some decline. Both groups declined slightly in their relationship with the father and in their level of impulsivity. (However, the target group scored significantly higher than the control group on the relationship with father scale.) Additionally, the number of self-reported property offenses and juvenile delinquency decreased for both the target and control group over time, with the target group exhibiting a significantly lower mean number of property offenses than the control group.

Juvenile Arrest Frequencies

| <i>SITE</i> | Jan 1 – Dec 31 1996 | Jan 1 – Dec 31 1997 | Jan 1 – Dec 31 1998 | % Change (96-98) |
|----------------|--------------------------------|--------------------------------|--------------------------------|-----------------------------|
| Loudoun County | pending | 19 | pending | N/A |

School Data

| | <i>BEFORE HIDTA</i> | | | <i>AFTER HIDTA</i> | | |
|--------------------|---------------------|------------|-------------|--------------------|------------|-------------|
| <i>Loudoun Cty</i> | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Target Youth | 2.35 | 10.00 | 1.06 | 2.30 | 7.47 | 0.13 |
| Comparison Group | 2.16 | 11.23 | 0.14 | 2.67 | 7.30 | 0.93 |

Fairfax-Falls Church

Survey Findings

There were significant improvements over time in the target group relative to the control in police attitudes and drug sales with a trend toward significance for property offenses.

Juvenile Arrest Frequencies

(Arrest statistics are not reported for this site because the program targets select youth in various neighborhoods throughout the Fairfax area; thus, arrest rates in any particular community are not reflective of youths receiving programming.)

School Data

| | <i>BEFORE HIDTA</i> | | | <i>AFTER HIDTA</i> | | |
|--------------------|---------------------|------------|-------------|--------------------|------------|-------------|
| <i>Fairfax Cty</i> | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Target Youth | 1.90 | 15.33 | 0.50 | 2.21 | 9.39 | .22 |
| Comparison Group | 1.93 | 14.14 | 1.03 | 1.78 | 11.00 | 0.44 |

Prince William County

Survey Findings

The program continues to provide drug abuse education, counseling, mentoring skills and team building, community organizing, and family and parenting classes to 50 youths. Scores from the Parent-Child Relationship Inventory indicate improvement in the following areas since participation in the HIDTA program: 73% of parents reported improvements in their child's behavior; 42.5% of parents reported that relationships with their children had improved; 55.5% of teachers reported improvements in the school behavior of HIDTA participants; 52% of youthful participants reported reduced or no use of drugs and alcohol; 24% of youth reported improved relationships with the parents; and, 44% reported that they feel better about school.

Juvenile Arrest Frequencies

| <i>SITE</i> | Jan 1 – Dec 31 1996 | Jan 1 – Dec 31 1997 | Jan 1 – Dec 31 1998 | % Change (96-98) |
|----------------|--------------------------------|--------------------------------|--------------------------------|-----------------------------|
| Prince William | 52 | 20 | 23 | 55.8 ▼ |

School Data

| | <i>BEFORE HIDTA</i> | | | <i>AFTER HIDTA</i> | | |
|-----------------------|---------------------|-------|------|--------------------|-------|------|
| <i>Prince William</i> | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Target Youth | 0.45 | 31.36 | 2.09 | 1.90 | 7.50 | 0.54 |
| Comparison Group | 0.63 | 29.25 | 1.60 | 0.63 | 12.50 | 2.20 |

Baltimore City Eastern District PAL Program

Survey Findings

Survey results have not been favorable to the program, suggesting a lack of self reported improvement in measurable correlates of drug abuse and delinquency.

Juvenile Arrest Frequencies

| <i>Baltimore City</i> | Jan 1 – Dec 31 1996 | Jan 1 – Dec 31 1997 | Jan 1 – Dec 31 1998 | % Change (96-98) |
|-----------------------|------------------------|------------------------|------------------------|---------------------|
| Target Area | 756 | 737 | 629 | 16.8 ▼ |
| Control Area | 826 | 751 | 701 | 15.1 ▼ |

School Data

| | <i>BEFORE HIDTA</i> | | | <i>AFTER HIDTA</i> | | |
|-----------------------|---------------------|-------|------|--------------------|-------|------|
| <i>Baltimore City</i> | GPA | ABS | SUSP | GPA | ABS | SUSP |
| Target Youth | 2.13 | 12.61 | .20 | 2.18 | 10.47 | .21 |
| Comparison Group | 2.30 | 8.75 | N/A | 2.26 | 15.38 | N/A |

Baltimore City - Walbrook High School

This program began in the Fall of 1998, so collection of baseline data is underway. Towards the end of the year 2000, posttest data will have been collected and analyzed. The following improvements in students' behaviors and accomplishments have been noted:

1. Students are receiving ancillary and central services through this academy program, including life and social skills training, field trips to prospective occupational settings and colleges, visits and activities involving off-site adjunct training facilities, attendance at "Saturday" school to receive assistance in passing the Maryland Functional Reading and Math Test, and many others.

2. School attendance has risen by 25%, from 64% last academic year to 80% this year. These rates are among the highest in the city's public schools.
3. The number of students graduating last academic year totaled 110, and this year it has risen to 150.
4. This school achieved the lowest rate of violent incidents in the city's public school system. They experienced a total of 17 fights the entire school year, while other schools nearly daily physical conflicts.
5. All who applied for college were accepted, totaling 76.
6. The school is initiating an honors program as a result of the large improvements in academic achievement and other indicators of school commitment.

All Sites

This last table indicates that, across all sites, the self-reported incidence of drug abuse, drug sales, and juvenile crimes has dropped in response to participation in HIDTA prevention programs, in contrast with comparison youth.

Combined Average Number of Self-Reported Deviant Behaviors Across Sites

| DEVIANCE MEASURE | Target: Before | Target: After | Control: Before | Control: After |
|-------------------------|-----------------------|----------------------|------------------------|-----------------------|
| Property Crime | 15.0 | 8.8 | 14.0 | 9.4 |
| Person Crime | 15.5 | 6.0 | 12.0 | 11.0 |
| Drug Use | 19.5 | 17.0 | 19.0 | 23.4 |
| Drug Sales | 8.4 | 3.3 | 2.3 | 3.7 |
| TOTAL | 58.4 | 35.1 | 47.3 | 47.5 |

Conclusion

By the end of 1999, the final stages of data collection for currently funded sites will be completed. Survey, school and police data for both target and control subjects will be gathered through the end of 1999 to finalize the outcome evaluation of these programs. Thus, HIDTA will have a thorough assessment of behavioral and attitudinal changes in response to programs among youthful participants and those parents who avail themselves. This evaluation will permit a determination of whether initial program effects are being sustained over time and of relative effectiveness of programs across sites. Consequently, in the coming year, evaluators will gain information reflective of W/B HIDTA prevention programming effects on drug use and related-crimes by high risk youth.

Ultimately, HIDTA's long-term contribution to these neighborhoods and the agencies which serve them would be to feed back results to local officials and open a channel of communication among neighborhoods and elected officials. This would help to forge a partnership between local government and citizens that would result in a more effective, coordinated and innovative drug abuse prevention strategy.