



*Evaluation of the Lemhi
County / City of Salmon
Integrated Community
Based Problem Solving
Initiative*

Statistical Analysis Center
Planning, Grants and Research
Idaho State Police

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County/City of Salmon
Integrated Community Based Problem
Solving Initiative

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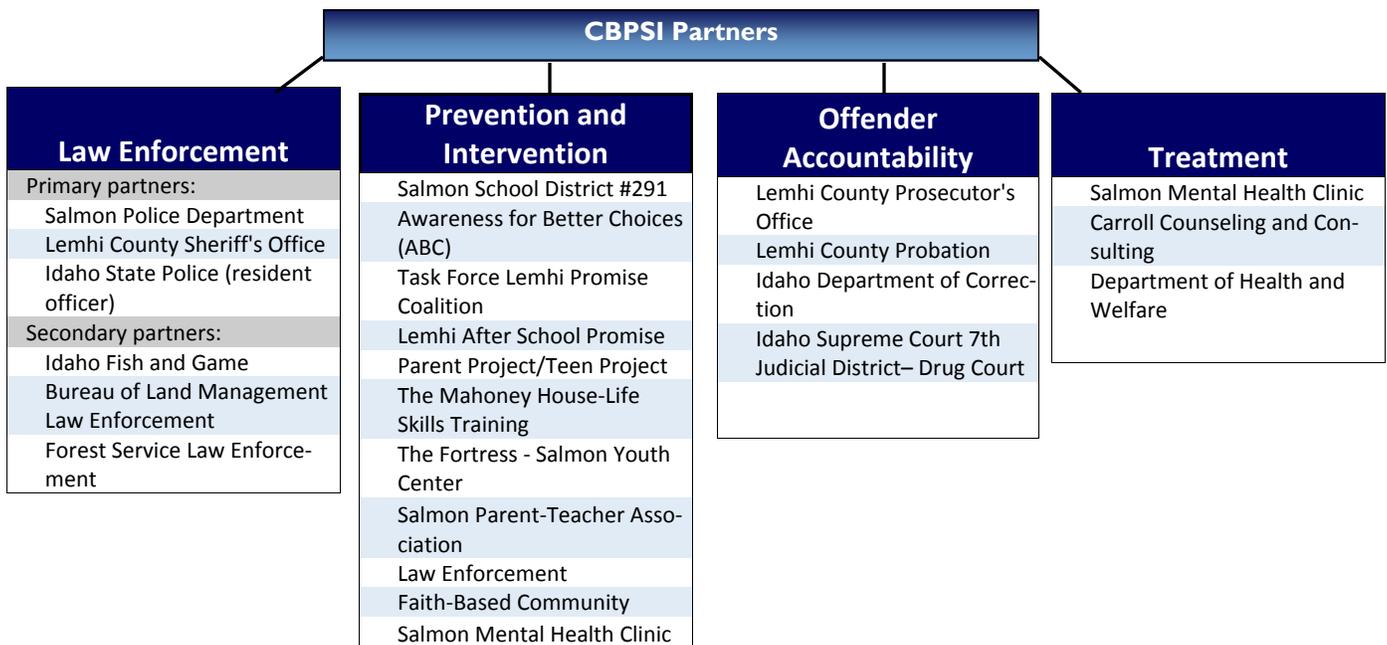
Introduction

In 2005, the Idaho Criminal Justice Grant Review Board requested proposals for a comprehensive community project that would involve partnerships from many supporting agencies, creating a significant and enduring impact upon substance abuse within one community. A Byrne/JAG request for proposal (RFP) was created with the expectation of one community receiving approximately \$250,000 for a collaborative, multi-agency effort.

In October 2005, Lemhi County and the City of Salmon were awarded funding for the Lemhi/Salmon Integrated Community Based Problem Solving Initiative (CBPSI). The project combines efforts of drug enforcement, prosecution, offender accountability/treatment, prevention and education to form a comprehensive community project within a rural area. The following chart provides a list of all participating stakeholders.

This evaluation, performed by the Idaho Statistical Analysis Center, was initiated to understand the process and development of CBPSI, problems encountered, solutions created, and assess the overall project impact. It is hoped this report will contribute knowledge to others wishing to form a comprehensive community project within a rural area.

Supporting evidence comes from quarterly reports written by the CBPSI project director, Idaho Incident Reporting System (IIBRS) repository of offenses and arrests, Salmon School District's "Substance Use, Safety and School Climate Survey," Idaho Department of Health and Welfare treatment data, and a survey of CBPSI members. Resources existing prior to obtaining the grant, gaps identified, goals of the project, and obstacles encountered are discussed.



Summary of Accomplishments

The CBPSI was created to prevent, reduce, and address drug and alcohol abuse in Lemhi County and the City of Salmon. Partnerships were formed between law enforcement, prosecution, courts, probation, community organizations, and the faith-based community. A summary of activities and accomplishments are described below:

Overall

- CBPSI started with 21 community partners and grew to a total of 24.
- Salmon was selected as a "100 Best Community for Youth" by the America's Promise Alliance.
- Participants in the project believed the community was "better off today" because of CBPSI.
- All surveyed members of CBPSI indicated the project had performed well in:
 1. Reducing progression from casual use to addiction.
 2. Providing treatment to probationers.
 3. Improving services and programs for substance abuse.
 4. Increasing the chances that children will avoid substance abuse.
 5. Increasing the communication and coordination between groups concerned with substance abuse.

Law Enforcement

- Became an active participant in the community, partnering with many community organizations.
- Increased arrests for underage drinking, DUIs, and drug related offenses in two of three project years.
- Implemented "No Contact Contracts" and "Smoking Cessation Programs" in schools.
- School Resource/narcotics officer became actively involved in schools.

Prevention and Education

- Held drug and alcohol abuse prevention and education school assemblies and activities.
- Lemhi County Parent Project added a teen component and offered classes year round as needed.
- More students said they learned about the dangers of drug abuse at school as opposed to from friends, family or church.
- Fewer Salmon students indicated using alcohol in 2008 than in 2006.

Offender Accountability

- Developed an at-risk teen diversion program.
- Restructured probation department to improve the monitoring of probationers.
- Increased number of drug and alcohol tests given to probationers by more than 1,000%.
- Positive drug and alcohol urinalysis tests decreased 93%.
- Probation officers established an eight-hour alcohol education class for first time DUI offenders.
- Established a drug court to handle up to 15 offenders.

Treatment

- Increased (by 400%) the number of offenders directed by probation to treatment.
- Doubled the proportion of treatment assessments per probationer.
- Tripled the percent of offenders receiving treatment.
- State funded treatment increased 313%.
- Coordinated Social Response Training (a cognitive behavioral school prevention and intervention program).

Background

Lemhi County

Lemhi County is the 4th largest county in the state of Idaho. It is located within rural central Idaho with just 1.7 people per square mile compared to Idaho's average of 15.6. In 2006, an estimated 7,792 people lived in Lemhi County, with 40% (3,133) of the population living in the City of Salmon.



The area is well-renowned for outdoor activities, such as white-water rafting, hunting, fishing, and winter sports. Most of the land (91%) is federally owned and many within the community are government employees (IDHW, 2009). Recreation and tourism contribute much towards the area's economy.

Because of the low population and isolation of the community, many resources are limited and people must travel great distances for different services. For example, the nearest post-secondary education is offered 2.5 hours away. In addition, there are only 2.27 primary care physicians and 4 licensed Emergency Management Services agencies servicing the entire county (IDHW, 2009).

The Salmon School District has four schools: an Elementary K-4 school, a middle school for grades 5-8, a high school, and an alternative high school. Approximately 940 students attend Salmon schools and there are 150 employees.

The poverty rate (16%) in 2006 was higher than Idaho's rate (13%) and the median household income is much smaller than Idaho (approximately \$29,320 compared to \$58,819). In addition, Lemhi County has more older residents, with a median age of 45 years compared to Idaho's median age of 34 (U.S. Census).

Although the City of Salmon had a lower crime rate than the State of Idaho (3,014 vs. 6,162 per 100,000 in 2006), the Lemhi County Prosecutor, the Lemhi County Sheriff, and the City of Salmon Police Department saw a problem of generational drug and alcohol dependency.

Development of CBPSI

With the release of the Byrne/JAG RFP, the Lemhi County Prosecutor, Lemhi County Sheriff's Office (LCSO) and Salmon Police Department (SPD) saw an opportunity to

bring together agencies within the community to work together, supporting one another in substance abuse prevention and intervention efforts. Informal meetings were held between stakeholders from the community and criminal justice system. In addition, a questionnaire was circulated to identify the role each organization would take, all existing and needed resources and possible obstacles in development of a Comprehensive Community Initiative.

What is a Comprehensive Community Initiative?

The Caledon Institute of Social Policy (2003) lists seven key features of Comprehensive Community Initiatives (CCI): 1) comprehensive, 2) holistic, 3) multicultural, 4) long-term, 5) developmental, 6) inclusive, and 7) concerned with the process and outcome. CCI projects focus on a broad overarching issue and must be long term to create the necessary agency relationships; developmental to withstand economic, social and political pressures; inclusive of all relevant agencies; and track progress through systematic review. CCIs combine the resources of many for a sustained transformation of the community.

Law Enforcement

CBPSI provides a model other rural agencies may follow. The group created a collaborative community project requiring little funding but producing a lasting impact. The team requested approximately \$150,000 per year for three years. Because of the collaboration, communication and vision of CBPSI partners, money was stretched to contribute to efforts over and above costs associated directly with the grant. This report will cover the initial three years of funding (2006—2009) and will not discuss goals and outcomes of subsequent Byrne/JAG Recovery Act funds in 2010.

The following provides a synopsis of the resources existing prior to the grant, gaps identified through initial meetings between stakeholders, goals of the project and review of milestones achieved.

Prior Existing Resources:

In 2006, Lemhi County had 11 total sworn law enforcement positions between LCSO and SPD, or 1.4 officers per 1,000 population (Crime in Idaho, 2006). In comparison, Idaho had 3.2 officers per 1,000 population.

Task Force:

LCSO and SPD were inspired by initial CBPSI meetings to sign an agreement creating the Lemhi County Narcotic Enforcement Team (LCNET). Under the LCNET agreement, both LCSO and SPD agreed to routinely inform each other of narcotic cases and hold quarterly meetings. Other law enforcement agencies in the LCNET included the Idaho State Police (ISP), the Idaho Fish and Game, Bureau of Land Management law enforcement and Forest Service law enforcement.

Gaps:

1. Both LCSO and SPD lacked adequate staff and could only respond to calls for service rather than preventive policing efforts.
2. Both LCSO and SPD lacked resources and training required to conduct narcotic investigation operations such as surveillance, serving search warrants, and undercover buys.

Goals:

Law enforcement aimed to improve capabilities to pursue violent and predatory criminals and dismantle criminal drug networks. Benchmarks for success included:

- Increase surveillance hours and covert narcotics operations by 25% each grant fiscal year.
- Increase the number of DUI arrests by 10% each grant fiscal year.
- Acquire equipment and training in narcotic and DUI investigations.
- Achieve a consistent law enforcement presence in the schools.

1. Increase surveillance hours and covert narcotics operations by 25% each grant fiscal year.

Due to low staffing levels that plagued both departments for most of the three-year grant cycle, law enforcement was not able to increase the number of covert operations and surveillance hours by 25% each year. Nonetheless, the task force was able to complete over 130 surveillance hours and worked on 19 covert operations (see Table 1).

Table 1.	Covert Ops		Surveillance Hours	
	N	% change	N	% change
FY2006	12	*	70	*
FY2007	6	-100%	60	-17%
FY2008	1	-500%	29	-107%

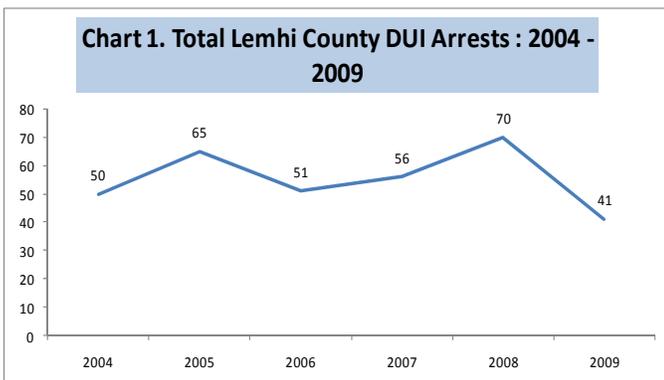
Efforts of the LCNET resulted in 45 drug equipment violations and 22 drug seizures involving 53 ounces of different types of drugs. Most seizures involved marijuana; however, 5.85 ounces of methamphetamine were also taken off the streets.

Manpower issues:

Throughout the grant period, loss of manpower had a huge impact on ability to conduct covert operations. Full staff (11 total) was not maintained for either department, making the loss of a few officers devastating to drug enforcement operations. With limited staff, responding to calls for service was a top priority followed by prevention efforts. Other enforcement activities, such as covert operations ranked a distant third. Fortunately, the manpower shortages were slightly mitigated by the two departments sharing resources through the LCNET.

2. Increase the number of DUI arrests by 10% each year.

Chart 1 shows the LCNET was able increase DUI arrests in 2007 (10% increase) and 2008 (25% increase). In addition, the final CBPSI grant report indicates there were 204 (over five per month) “alcohol/DUI enforcement actions” over the three year period.



Note: does not include all DUI arrests. The Idaho Incident-Based Reporting System (IBRS) lacks county of occurrence for Idaho State Police arrests. Therefore, actual county numbers are slightly higher.

3. Acquire equipment and training in narcotic and DUI investigations.

Equipment was purchased to help document DUIs, including three digital in car cameras and replacement of a VHS in-car camera. Surveillance equipment was also purchased and significant training opportunities were pursued throughout the three year period for the benefit of all law enforcement within the Salmon area.

4. Achieve a consistent law enforcement presence in the schools.

Law enforcement made great strides in terms of prevention efforts. A consistent law enforcement presence in the schools was accomplished with the School Resource Officer Program (SRO), Life Skills co-teaching, and law enforcement involvement in school activities such as a sixth grade rafting trip.

School Resource Officer Program:

Originally, the SRO was a sergeant who also co-taught Life Skills classes and attended extra-curricular activities. However, a year and a half into the grant, the Sergeant retired. A juvenile probation officer was hired and trained by October 2007. The SRO/narcotic coordinator responded to area school calls for service; attended school athletic events; spoke to students at assemblies regarding rules, harassment, discipline, tobacco, underage drinking, drugs, and the judicial system; and worked as a K-9 handler. The SRO program was a major accomplishment since five years earlier the school system did not want law enforcement involvement at school. In addition, the City of Salmon fully funded the SRO position once grant money subsided in 2009.

School administrators and the SRO implemented two in-house programs called “No Contact, Contracts” and a “Smoking Cessation Program.”

- No Contact, Contract is an agreement of conduct for students with conflicts with each other and describes the consequences if conflict continues.
- The Smoking Cessation Program is used instead of a citation for first time offenders. Students not completing the program are given a citation.

Evidence of law enforcement's dedication to prevention is illustrated in Table 4 and Table 5.

- In 2006, the SRO and other officers from the SPD spent 199 hours at schools and school activities. Forty-three percent (43%) of the hours were spent on prevention activities such as teaching, speaking, and attending school functions.
- Hours spent reacting to student misbehavior or investigating crimes accounted for only 35% of the hours in School Year (SY) 2006-2007. The amount of hours reacting to school calls for service increased by 72% in SY 2007-2008 due to housing the SRO in the high school.
- Based on the first half of SY 2008-2009, the percent of hours spent on preventive activities increased 49%.

In addition, the police department was asked to participate in planning of educational prevention activities with community partners, increasing the effectiveness of all local efforts.

5. Develop a Narcotic Tip Line.

At the beginning of the grant, officers tried to use informants in pursuit of drug offenders. After a few leads, the LCNET realized people couldn't remain anonymous in such a small community. In mid-2007, the LCNET installed a public Narcotic Tip-Line, housed at the Sheriff's Office, with the hope of having more reliable intelligence for covert operations. The Sheriff and Police chief announced the tip-line on the radio to the community and ran monthly newspaper ads for the first six months. Several tips were initially received leading to one search warrant and several open investigations. When tips started to dwindle, a radio station ran weekly ads advertising the tip-line. Initially, several cases were successful. However, the overall performance of the tip-line was less than satisfactory. In the end, the LCNET disbanded the tip-line because of low return on investment.

Table 4. SRO Hours	SY2006-07	SY 2007-08	SY 2008-09*
Reactive (responding to calls for service)	69.58	116	21
Preventive	86.03	37	29

*08-09 is partial year data, September through December.

Table 5. SRO and Salmon PD Total Hours at Schools	SY2006-07	SY2007-08	SY 2008-09*
Activity/Problem:			
Speaking/training	59.2	20.5	0
Meeting	40.8	6.5	0
Investigating	26.5	45.5	0
Threats/Fight/Harassment	14.3	7.5	0
Drug & Alcohol Awareness Fair	10.8	12	0
Out of Control/Upset Student	10	5.5	3
Monitoring	9.5	2.5	6
School Activity	6.6	2	0
Alcohol	6.5	0	19
Tobacco	6.5	4	4
Unfounded	3	0	2
Drugs	1.5	27	8
K-9 search	1.5	0	10
Miscellaneous	1.3	1	7
Conflict	1	18	0
Truancy	0.3	8.5	0
Total	199.1	160.5	59

*08-09 is partial year data, September through December

Data comes from logs kept by the Salmon Police Department

SY means School Year

Prevention and Intervention Efforts

The following provides a summary of prevention and intervention resources existing prior to the grant, gaps identified through initial meetings between stakeholders, goals of the project and a review of milestones achieved. Quarterly and annual reports provided by CBPSI were used for this analysis.

Prior Existing Resources

Salmon School District:

- Safe and Drug Free Schools Program
- Junior High School health class taught by SPD Officer
- Guidance counseling program
- Natural Helpers Program training teens to help peers with problems.

ABC Drug Awareness Task Force:

- Community volunteers met monthly to address issues of prevention, drug resistance education, and treatment availability.
- Awareness campaigns through radio programs, newspaper articles, and a booth at the county fair.
- Recovery Month program
- Red Ribbon Week support
- Spring Awareness Fair

Parent Project:

- Two 14-week courses offered by certified teachers: a Parent Project class for parents of teens, and "Loving Solutions" for parents of 5-10 year olds.

Mahoney Family Safety Center

- Domestic violence intervention services in addition to education on the types of alcohol, club drugs, and date rape drugs available in schools.
- Life Skills Training (LST), a Substance Abuse and Mental Health Services Administration (SAMHSA) Best Practice Prevention Program.

Gaps

1. No consistent law enforcement presence in school.
2. Inadequate resources offering family and drug counseling, smoking cessation, affordable rehabilitation and after school programs.
3. Limited budget to provide preventive substance abuse education to the community.

Goal

Prevent first time use and reduce the progression from casual use to addiction

Prevention and education activities included enhancement of Red Ribbon Week, the Spring Awareness Fair, bringing new programs to the schools and the community, and facilitating communication and relationships between adults and youth. Prevention activities are listed below.

Prevention/Intervention Activities

Added a teen component to the Parent Project.
Provided Student Assistance Program (SAP) training to teachers, other school personnel and community members on facilitation of peer support groups .
Provided Natural Helpers Retreat to selected students on helping troubled peers.
Established drug testing for school extracurricular activities and installed live feed cameras in high school.
Held a Youth Adult Alliance Community Forum at the high school.
Brought in i2i, a program educating teens and adults about substance abuse with the goal of opening up lines of communication.
Held town hall meeting to discuss underage drinking in the community.
Held Red Ribbon Week yearly activities
Made school presentations on drunk driving, staying drug free, avoiding drug and alcohol abuse, making healthy choices and other substance abuse issues.
Held an essay scholarship contest on issues involved in substance abuse for 8 th and 12 th graders.
Offered "Life Skills" training to youth in after schools programs, Salmon School District, and the juvenile detention center.

School Prevention and Education Activities

The Salmon School District initiated trainings and supported community agencies in efforts to reduce and prevent substance abuse. Curriculum development was enhanced and the strongest programs were offered to students after grant funds expired.

Awareness for Better Choices (ABC) Task Force

The ABC taskforce educated volunteers, law enforcement, schools and parents on substance abuse to create more knowledgeable resources for youth in the community. In addition, ABC members contributed to student/community prevention efforts listed on page 9. Red Ribbon Week, an essay contest for 8th and 12th graders and a Spring Community Awareness Fair were paid for through grant funds and initiated by the ABC taskforce. The Spring Awareness Fair was attended by around 250 to 350 people.

Lemhi After School Promise Program

The Lemhi After School Promise (LASP) is an after school program for low income, at risk youth in first to sixth grade. The program provides opportunities for children to interact with positive role models, such as community members and law enforcement. Over the course of the three year grant, LASP provided Life Skills Training to 35 to 40 children. Staff noticed changes in behavior and awareness among children provided with education.

The Mahoney Family Safety Center and Life Skills Training

Life Skills Training (LST) is a SAMHSA Best Practice Prevention Program provided by Mahoney House and taught by certified instructors. The goal of LST is to prevent or reduce drug use by providing education in addition to building social and self-management skills. The Salmon School District and juvenile detention center also provide LST. Some of the grant funds were used to buy LST workbooks for students in grades three through nine and self-management classes for the alternative school.

The Fortress - Salmon Youth Center

The Fortress opened in Salmon in late 2006 and provides children in fifth through eighth grades classes in art, music, first aid, CPR and babysitting. The Fortress is an after school and summer alternative program, serving many of the at-risk children not attending Lemhi After School Promise Program due to age.

Parent and Teen Project

The Parent and Teen Project is a community based parenting skills program taught by certified instructors. Parents are taught how to deal with out of control or difficult adolescents, prevention and intervention, and provided support groups. The grant allowed the Parent Project to add a third class for year round support and to add classes for teens. The teen component instructed teens on life skills, involved teens in community service, and offered a support group. Participation was either voluntary or mandated by the courts or school administration.

Social Response Training (SRT)

Social Response Training (SRT) is intended to teach high risk students about life skills and decisions in a systematic process that promotes social and emotional maturity and responsibility. SRT was coordinated through the Salmon Mental Health Clinic. Students failing drug tests in the school system were provided SRT along with LST. Pre-SRT was also available for students in a short-term setting such as detention. A corrections-based form of SRT, Moral Reconciliation Therapy (MRT), was used in the juvenile jail facility.

Faith-Based

Local clergy and law enforcement coordinated an annual two-day rafting trip on the Salmon River for 6th graders over the course of the grant. Sixth grade was chosen because of challenges students face transitioning to middle school. The experience provided students with positive interaction with clergy, law enforcement, and community leaders. Each morning and evening, the kids were addressed by clergy, law enforcement, and Health and Welfare volunteers. The number of kids participating rose each year to almost 50% of the 6th grade class. Parents were invited to attend an after-trip barbecue and parent participation also increased. After grant funds ended, volunteers raised money to continue the project. Trip costs were between \$5,000 to \$6,000 per year.

Estimated Impact of Prevention Efforts:

School Climate Survey

To estimate the impact of CBPSI prevention and intervention efforts, information from the Substance Use and School Climate Survey for the Salmon School District was reviewed. The survey is conducted every two years by the Idaho Department of Education for students in 8th, 10th, and 12th grades (in 2008 6th graders were also surveyed). Survey data was obtained from the Salmon School District's Safe and Drug Free School Coordinator. 179 total students in 2006 and 200 students in 2008 completed the survey. It should be kept in mind that the margin of error for the survey in 2006 and 2008 is about 3% for the State of Idaho, but could be higher for students in Salmon.

1. Students learned about the dangers of drugs and drinking at school.

More Salmon 12th graders in 2008 (67%) than in 2006 (50%) indicated learning the most about the dangers of drugs and drinking from school as opposed to family, peers, church, or media.

In addition, the majority of 6th grade students in 2008 reported they had “learned a lot” about various substance abuse issues as opposed to “learned some,” “learned a little,” or “don’t remember” (Table 2).

Of interest is more 6th graders than 8th, 10th or 12th graders felt they had “learned a lot” from school about drugs. It is possible drug education is less emphasized in 10th and 12th grades. However, it may also be possible that older students are resistant to take notice of various types of school based drug and healthy lifestyle education. If this is the case, investment in drug education outside the classroom is recommended for older students.

Table 3 provides the percentage of students indicating school provides a counselor, support groups and trained students to discuss problems.

- The proportion of 12th grade students between 2006 and 2008 responding “yes” school support was available, increased significantly over the two years.

	Grade Level				
	6th	8th	10th	12th	2006
Types of drugs and what drugs do to people	57%	41%	22%	26%	39%
How to say no to kids who want you to use drugs or alcohol	71	60	44	33	39
How to make good decisions in life	70	63	44	35	41
Healthy things to do rather than take drugs or drink alcohol	60	57	40	35	34

	Grade Level				
	6th	8th	10th	12th	2006
A counselor or other school staff to discuss problems	54%	62%	72%	71%	59%
A support group of students with similar concerns	20	26	30	26	20
Student to talk to who have been trained to assist students with problems and to refer them to help? (Peer assistants, Natural Helpers, etc.)	21	11	70	76	65

2. Students were less likely to use illicit drugs.

Students in the Salmon School District were less likely than students in Idaho to try drugs like methamphetamine, cocaine, inhaled substances, and opiates.

In 2008:

- Fewer Salmon HS 12th graders (16% compared to 20% of Idaho Seniors) indicated *moderate* to *high* illicit drug use as indicated by weekly use of marijuana, depressants, tranquilizers, inhalants, methamphetamines, or ecstasy, and/or having tried cocaine, opiates, or hallucinogens.
- Fewer 12th graders in Salmon (15% compared to 19% of Idaho Seniors) had used marijuana within the previous 30 days.
- A smaller proportion of Salmon 12th graders (29% compared to 34% of Idaho Seniors) had ever used marijuana.
- Fewer 12th graders in 2008 (44% compared to 49% in 2006) reported an existing drug or alcohol problem among peers attending school. In addition, 9% (compared to 5% in 2006) said: “No one uses drugs or alcohol.”
- Fewer 12th graders (20% compared to 27% in 2006) reported alcohol use at parties they attend. However, similar rates existed for those admitting both alcohol and drugs at parties they attend (39% in 2008 compared to 41% in 2006).
- Of concern, however, is more 8th, 10th and 12th graders in 2008 reported moderate to high illicit drug use than in 2006 (13.3% compared to 8.9%).

3. Students were more likely to abuse alcohol.

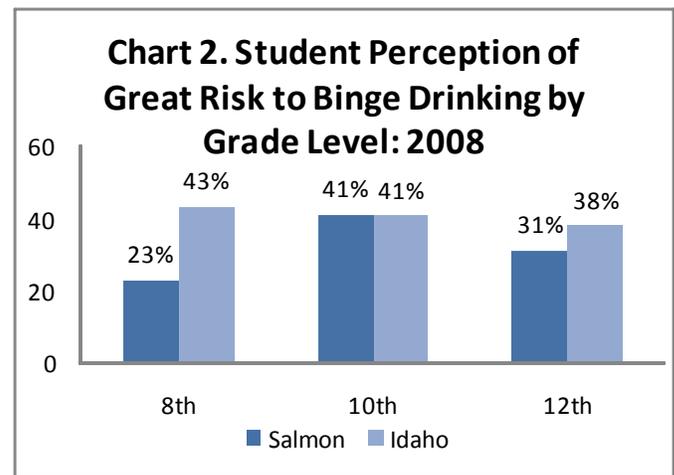
Salmon School District students reported more binge drinking and started drinking at an earlier age than Idaho students. However, fewer students indicated alcohol use in 2008 than in 2006.

- Overall, fewer Salmon students indicated using alcohol (“no use” increased from 40.2% in 2006 to 46.3% in 2008).
- Salmon 12th graders indicating no use of alcohol increased from 27% in 2006 to 40% in 2008.
- However, students who did consume indicated *high* to *moderate* use (based on frequency of drinking and amount typically consumed) increasing from 14% to 18%.
- Overall, fewer students had characteristics that predict adolescent drug or alcohol abuse in 2008 (73%) than in 2006 (78%).

- In 2008, the percentage of Salmon 12th graders indicating they had ever tried alcohol was the same as the rate in Idaho (60.0%), but lower than the nation (71.9%).
- More Salmon 8th graders (9% compared to 4% of Idaho 8th graders) reported using alcohol weekly, daily, or usually having five or more drinks on a single occasion.
- The rate of binge drinking within the last 30 days for 8th graders was higher than Idaho 8th graders (21% compared to 11%).

Students perceive less risk from binge drinking.

- Between 2006 and 2008, a similar proportion of students felt there was a moderate to great risk in consuming five or more drinks once or twice each weekend (61.7% 2008 and 60.2% in 2006).
- Fewer Salmon 12th grade and 8th grade students identified *great* risk to binge drinking than Idaho 8th and 12th graders in 2008 (Chart 2). Tenth grade was the same as Idaho.



Students start drinking at an earlier age.

- Overall, more students said they had their first full drink prior to age 10 than in 2006 (7.4% in 2006 compared to 13.5% in 2008).
- Compared to Idaho students, students in Salmon were almost twice as likely in every grade to say they had their first full drink at age 11 or 12.

Parental approval of alcohol abuse

The following provides student perceptions of parental views on underage drinking:

In 2008:

- More 8th graders than in 2006 (11% compared to 8%) said their parents *would* approve of them being at a party where alcohol was available.
- However, 8th graders were *less* likely than those in 2006 (2% compared to 5%) to say their parents approved of them drinking four or more drinks on weekends.
- Fewer 12th graders than in 2006 (17% compared to 27%) felt they had parental approval to attend parties where alcohol was available.
- Fewer 12th graders thought their parents approved of them drinking more than four drinks on weekends (9% compared to 15% in 2006).
- More Salmon 10th graders than Idaho 10th graders felt their parents approved of weekend binge drinking (8% versus 4%).
- Asked where students get their alcohol from, total Salmon students said:
 - “From friends” (26%)
 - “Ask adults to purchase or buy it myself” (12.4%)
 - “From home. My parents know” (7%);
 - “From home. My parents don’t know (3%).”
- More Salmon 12th graders than Idaho 12th graders had an adult buy alcohol for them/bought it themselves (17% compared to 10%), or got alcohol from home and parents knew (6% compared to 1%).
- Salmon 12th graders had similar rates with Idaho of those getting alcohol from home and parents don’t know (1% compared to .04%) or from friends (35% compared to 35%).

Accountability and Adjudication

The following provides a summary of accountability and adjudication resources existing prior to the grant, gaps identified through initial meetings between stakeholders, goals of the project and a review of milestones achieved. Quarterly and annual reports provided by CBPSI were used for this analysis.

Prior Existing Resources

Prosecution and Courts:

- Prosecution had adequate staffing to support law enforcement on drug related issues.

Probation:

- A full time adult offender probation officer.
- Two juvenile probation officers.

Gaps

1. Lack of alternative sentencing options, such as a drug court.
2. Needed restructured probation department. Had over 120 adult offenders to be managed by one full-time adult probation officer and two juvenile probation officers with 28 cases.
3. Mandatory drug testing did not exist.

Goal

Hold drug offenders more accountable by supervising medium to high risk drug offenders more intensely.

The following lists the activities pursued by prosecution/adjudication and probation in terms of holding drug offenders more accountable.

Prosecutor/Adjudication:

- Developed an at-risk teen diversion program for first time offenders.
- Provided training to law enforcement on narcotic search warrants.
- Implemented drug court in the second year of funding, 2007.

Prosecution developed an at-risk teen diversion program for first time offenders. A teen offender now enters a three to six month program that is similar to supervised probation. If the teen successfully finishes, the prosecutor does not continue prosecution. The program was researched at the high school and then brought to CBPSI partners for acceptance, formalization, and backing. Money was saved that would have been spent on court costs and any additional expenses were absorbed by the prosecutor's budget. Additionally, the prosecutor provided training to law enforcement on narcotic search warrants.

Drug Court:

The CBPSI grant provided funding for urinalysis testing allowing a judge and treatment provider to start a drug court in 2007. A year later, the drug court was formally sanctioned and funded by the Idaho Supreme Court. The CBPSI grant also helped provide Phase-up Medals for participants, training for administrators, and funds for court officials to attend drug court implementation meetings.

Many members of the criminal justice system and the treatment sector were involved in the drug court. The probation officers for Lemhi County had an active role in supervising and holding offenders accountable. The Salmon Police Chief was added to the drug court panel as a voting member. In addition, because treatment is a key component of the drug court, services of treatment providers were utilized.

Probation:

- Implemented random drug and alcohol testing for probationers.
- Restructured the probation department.
- Began using a risk assessment to classify high and low risk offenders.
- Conducted a multi-disciplinary clinical assessment before sentencing.
- Drug and alcohol testing.

A part-time probation officer was hired by the CBPSI grant to administer a risk assessment tool for new probationers to ensure of proper classification and treatment. After assessment, probationers would be directed to complete treatment from among the following: inpatient treatment, intense outpatient treatment with a referral to drug court, education classes, early intervention, or outpatient counseling. Juveniles were often directed to a Cognitive Self Change (CSC) program. When qualifying probationers could not enter the drug court (due to operating capacity of 15), probationers were treated as if they were in drug court. For instance, probationers would call in every morning and take a minimum of three alcohol and drug urinalysis tests per week.

By the end of the third year, the part-time probation position was upgraded to full time. In addition the part-time Salmon Probation Officer was granted a more permanent presence in Salmon. Monitoring of probationers was assisted by a state probation officer, bringing local probation, state probation, and law enforcement together. Similarly, a plan was developed to have probation and law enforcement work concurrent shifts during peak times for alcohol violations.

Estimated Impact

In determining the success of offender accountability measures, SPD tracking sheets were obtained. SPD tracked information from each drug or alcohol violation along with court system and treatment information. Information was also obtained from CBPSI quarterly reports.

In 2006, the first year of drug and alcohol testing, less than half of the probationers were being tested and 11% - 25% of the tests were positive for drugs or alcohol. During the second year, the number of drug and alcohol tests increased to 338 between July and September of 2007 and only 3% of were positive for drugs or alcohol.

Quarter	Case Management plans	New probationers	Drug/ Alcohol tests	Positive tests	In Drug Court	*Alcohol education class
2005: Oct-Dec	-	-	2	-	-	-
2006: Jan-Mar	43	43	28	25%	-	-
Apr-Jun	48	48	36	6%	-	-
Jul-Sept	81	81	17	24%	-	-
Oct-Dec	-	-	45	11%	-	-
2007: Jan-Mar ^a	-	-	26	8%	-	-
Apr-Jun	40	40	26	8%	8	12
Jul-Sept	19	19	338	3%	13	-
Oct-Dec ^b	-	-	-	-	14	-
2008: Jan-Mar	11	11	349	4%	15	-
Apr-Jun	12	12	225	3%	16	-
Jul-Sept	20	20	288	0%	13	43
Oct-Dec	12	25	352	2%	13	44
2009: Jan-Mar	10	10	280	2%	14	-

*First time DUI offenders take an 8 hour class taught by probation

a. Both adult and juvenile probation officers resigned and lost licensed counselor

b. This was a short quarter

Data comes from submitted Quarterly Reports. " - " means the information is unknown

Treatment

The following provides a summary of treatment resources existing prior to the grant, gaps identified through initial meetings between stakeholders, goals of the project and a review of milestones achieved. Quarterly and annual reports provided by CBPSI were used for this analysis. Idaho Department of Health and Welfare provided treatment numbers for patients wholly or partially funded through state or federal dollars.

Prior Existing Resources

One State Licensed Clinical Counselor

Gaps

1. Lack of adequate treatment services.
2. Minimal referrals to treatment from courts and probation.
3. Underutilization of state treatment money allocated to Lemhi County
4. Lack of multi-disciplinary clinical assessments to address criminogenic, mental health, and substance abuse issues in treatment plans.
5. Needed training for providers in evidence based treatment practices.

Goal

Increase accessibility to treatment and utilize available state dollars.

CBPSI activities to increase accessibility for treatment:

- Trained additional counselor to handle more clients.
- Developed formal treatment for substance abuse offenders and increased treatment options.

- Developed treatment evaluations for qualifying offenders, allowing for specific treatment recommendations including: drug court, anti-abuse, education classes, inpatient treatment, education, outpatient treatment, intense outpatient treatment, Pre-SRT, SRT, early intervention, MATRIX, MRT, CSC, and Juvenile SRT.

As shown in Table 5, the initiative was successful in increasing treatment availability. In 2006, only 15 people were utilizing state or federal dollars for treatment and only seven were probation or court directed. In 2008, treatment providers served 82 clients. Sixty-two people started treatment, increasing 148% from the 25 individuals treated in 2007. Over half (in 2008) were court or probation ordered and 12 successfully completed treatment.

State Funded Treatment	2006	2007	2008	2009*
Started treatment	15	25	62	30
Clients served in a year	-	29	82	76
Probationers/Parolees served	10	26	61	55
Probation/Court directed	7	21	37	25
Treatment Completed	1	2	12	14
Left against advice including drop-out	4	6	9	11

Data does not include all clients in treatment

Data comes from the Department of Health and Welfare

*2009 - First half

Through the efforts of CBPSI, there is now increased accountability and adherence to conditions of probation, court orders, and completion of treatment. At the end of the third year, a treatment provider said treatment options in Salmon had “doubled, if not tripled.” However, funding from Health and Welfare for outpatient treatment was still underutilized in Lemhi County.

Another development was an increase in treatment plans developed for probationers referred to treatment. The following provides treatment plan successes:

- Increased the amount of probationers assessed for treatment from 23% in 2006 to 100% in 2008-2009.
- Offenders given probation are now directed to treatment, increasing from 10 to approximately 50 clients during the three year grant period.
- By the end of March 2009, 51 probationers had successfully completed treatment.

Views on Performance

Survey of Members of the Lemhi-Salmon Integrated Community Based Problem Solving Initiative

In December 2008, the Idaho State Police Statistical Analysis Center surveyed members of the CBPSI regarding project successes, struggles, and overall impact. The survey was created using an online application, “Survey Monkey.” A webpage link was emailed twice to members of CBPSI, encouraging participation. Initially, however, only 16 out of 43 potential respondents completed the survey. It was determined that many respondents from the rural community of Salmon shared the same e-mail address and respondents didn’t realize participation was necessary from all members.

In March 2009, the old list of potential respondents was updated and new potential respondents who had been or were involved in the project were added. In the e-mail solicitation, it was explained that anyone who had filled out the survey previously should not fill it out again. In addition, if more than one potential respondent shared the same e-mail address the subject line and e-mail narrative contained the respondent’s name. Out of the 83 members receiving an e-mail, 43 responded (after receiving a third e-mail reminder), resulting in a 51.8% response rate. Table 7 shows the number of respondents by project area. Questions and answers to the survey are provided in Appendix A.

Table 7. Role in CBPSI:	N	%
Law Enforcement	13	30.2
Prosecution or Probation	3	7.0
Education	7	16.3
Treatment	6	14.0
Other government agency	4	9.3
Faith-Based	3	7.0
Other community organization	7	16.3
Total	40	100.0

Rating the Accomplishments of CBPSI

- All (100%) respondents believed that Lemhi County still had a drug abuse problem after implementation of CBPSI. However, 95% believed the community was “better off today” due to the initiative.
- 44% of respondents thought the drug abuse problem had decreased, however only 28% felt drug availability had decreased.
- 63% felt alcohol abuse had stayed the same and 35% thought alcohol abuse had decreased.
- The majority of respondents considered the performance of the initiative to be fair, good, or excellent in deterring first time drug use (90%), reducing teen drinking (80%), and reducing the progression from casual use to addiction (88%).
- Most participants (91%) believed the project activities were relevant to what was happening in the community.
- Since their involvement with CBPSI, the majority of respondents believed resources for parents had increased (77%) and the initiative had improved services and programs for substance abuse “a lot” or “to a great extent” (76.2%).

Prevention/Intervention

- 79% felt prevention/intervention efforts to combat substance abuse were “good” or “excellent.”
- 81% believed prevention/intervention efforts had increased since CPBSI.
- Most respondents (71%) believed community awareness of substance abuse had increased “a lot” or “to a great extent.”
- Slightly over half (52.4%) thought children will avoid developing substance abuse problems “a lot” or “to a great extent.”

Offender Accountability

- Over half (55%) of respondents felt CBPSI performed “good” or “excellent” in enhancing offender accountability through the judicial process system.
- 56% rated probation efforts in combating substance abuse as “good” or “excellent.”
- 51% rated prosecution as “good” or “excellent” in efforts to combat substance abuse.

Treatment

- 67% rated treatment partners as “good” or “excellent” in efforts to combat substance abuse
- 68% felt treatment was provided to probationers needing it.
- 67% of respondents believed treatment availability had increased.

Law enforcement

- 74% of respondents rated law enforcement efforts to combat substance abuse as “good” or “excellent.”

Law enforcement officers were asked additional questions:

- 100% agreed or strongly agreed that the project utilizes resources and information from other organizations, i.e. training workshops.
- 77% agreed to strongly agreed that different approaches to solving substance abuse problems were considered.
- 85% felt CBPSI increased capabilities to investigate higher level drug cases.
- 77% felt CBPSI had increased ability to dismantle drug networks.
- 58% felt drug trafficking had decreased.
- 85% indicated intelligence sharing had been “good” or “excellent.”
- 100% felt collaboration between law enforcement agencies had increased.
- 92% felt communication between law enforcement agencies had increased.

Collaboration Between Organizations

According to respondents, the initiative’s biggest impact was increasing communication and coordination between groups.

Since their involvement with the initiative, the majority (81%) of respondents said that communication and collaboration (86%) between organizations concerned with substance abuse problems had increased “a lot” or “to a great extent.”

- Most participants (63%) felt collaboration between groups outside of CBPSI had increased.
- Most (67%) felt collaboration between the police and community groups had increased “a lot” or “to a great extent” (67%).
- Respondents felt that their input was valued (84%), that everyone was treated equally (85%), and that other organizations in the initiative were almost always or always easy to work with (79%) as well as respond to them in a timely manner (72%).
- 98% of respondents rated themselves as being strongly committed to CBPSI.
- 93% of respondents agreed they were able to work with organizations they had not had a chance to work with prior to the initiative.

The following areas were rated as “good” or “excellent” in communication and information sharing with organizations in the initiative:

- prevention-intervention (79%),
- law enforcement (75%),
- treatment (62%),
- probation (56%),
- and prosecution (51%).

Respondent Views on Areas for Improvement, What is Working Best, Successes, Obstacles, and New or Unanticipated problems

1. Areas needing improvement in combating substance abuse problems in Lemhi County included:
 - community and/or parental education,
 - consistency and/or aggressiveness of the judiciary system (i.e. arresting and prosecuting offenders)
 - intervention efforts in elementary school,
 - addressing issues in the home,
 - addressing the root causes of abuse like poverty and inequality.
2. Best things working in the program included: collaboration, communication, and being able to work with different groups. Prevention, treatment, education and the drug court were also mentioned.
3. Successes listed by participants included: education of youth, parents, and the community; ability to work with other organizations on the same problem; having role models for sixth graders; the SRT program; and the drug court.
4. Biggest obstacle to the effort included permissive attitudes toward teen drinking by the community and parents. Other obstacles included: ability to attend meetings, scheduling conflicts, not enough time to devote to the program, and the volatility of funding.
5. Controversy over teen drinking was discussed as a new unanticipated problem to the project. Other unanticipated problems included: amount of turnover in SPD, lack of support for law enforcement efforts by some members of the community and parents, not reaching the parents in need of education, not having enough treatment providers, and keeping a balanced approach in the adversarial system

Conclusion

The Lemhi-Salmon: Integrated Community Based Problem Solving Initiative (CBPSI) illustrates how a small community can use progressive measures to fight drug and alcohol abuse. CBPSI was successful in forming partnerships between law enforcement, prosecution, courts, probation, community organizations, treatment and the faith-based community. With continued collaboration and development of innovative ideas, the City of Salmon and the County of Lemhi will make great strides in combating substance use and addiction in their community. As suggested by the Lemhi County Prosecutor (in a quarterly report) : “Salmon is unique in that the effects of the grant have a significant impact on the entire town/county, not just a small neighborhood, as you would find in (a bigger city). The changes within our community affect the entire community, not just a small portion or section of it.”

The primary drug of concern for the Salmon community appears to be alcohol. According to the treatment database from Idaho Department of Health and Welfare, most clients in Salmon receive treatment for alcohol. Out of 78 clients, 73% were receiving treatment for alcohol abuse. Other primary substances included: marijuana (9%), methamphetamine (9%), and other amphetamines, opiates, and synthetics (8%). In addition, a perception exists in the community that underage drinking is not a problem. With the exception of 8th graders, a higher percentage of students in Salmon compared to Idaho students felt their parents approved of them having more than four drinks once or twice a weekend. Also, a higher percentage of Sophomores and Seniors in Salmon (compared to Idaho) replied they either got alcohol directly from a parent, had an adult buy them alcohol, or bought the alcohol themselves.

Future Projects for CBPSI

Recognizing the full extent of alcohol and drug use in the Lemhi/Salmon community, CBPSI applied for and were awarded a Recovery Act Byrne/JAG grant in 2009. CBPSI developed a Phase II plan to strengthen existing activities, address underage drinking, and become completely self-sufficient. Based on the success of the SRO/narcotic investigator in the SPD, the project hired a full-time SRO/narcotic investigator in the LCSO. The new plan also provides funding for a part-time probation investigator, a part-time prevention teacher and teen assistant for an after school program, and a part-time prevention coordinator in the school district. The goal is to impact the availability and use of cigarettes by juveniles; juvenile and adult illegal drug use; underage drinking and DUI issues; and specifically focusing on deterring first time users.

To address the issue of underage drinking in Salmon, an Underage Drinking Initiative for students in grades 6-12 has also been implemented. This project educates students and the community on the dangers of underage drinking and choosing a healthy lifestyle. Project activities include: a media campaign, increasing parent involvement and education, student education and leadership activities, and a “Community Alcohol Personality” survey.

Recommendations:

1. Target Younger Children in Prevention Efforts

In 2008, between 10-16% of 8th, 10th and 12th grade students in Salmon, Idaho, said they had their first full drink of alcohol at the age of 10 or younger, and another 6-21% said their first full drink was at age 11 or 12. Focusing prevention efforts on younger grades may help decrease the 20-33% of students who drink before age 12. In addition 62% of 8th graders, 57% of 10th graders and 51% of 12th graders in Salmon felt alcohol and drug education should begin in 3rd grade or less. Drinking at a younger age increases the odds of forming an addiction to alcohol by 43% (or by 58% if a history of addiction exists in the family) (Grant and Dawson, 1997).

2. Use Evidence Based Programs

As evidenced by the School Climate Survey, the perceived risk involved with binge drinking seems related to heavy alcohol use. Prevention efforts highlighting the effects of binge drinking may lower the amount of abuse in Salmon. However, current prevention efforts would be more effective if evidence based programs were chosen, such as Positive Action, Start Taking Alcohol Risks Seriously (STARS) for Families, or other SAMSHA or CSAP programs.

3. Target Adults in Underage Drinking Prevention Efforts

A higher percentage Salmon students (compared to Idaho) believed their parents approve of them drinking alcohol or smoking marijuana. In addition, 57% of students surveyed said they usually got their alcohol from a parent who knew, an adult bought it for them, or they bought it. Prevention aimed at adult misperceptions of youth alcohol abuse should be investigated. Be the Parents.org provides a number of videos and articles addressing how to teach parents about youth alcohol abuse and can be found at: <http://www.betheparents.org/affiliates/>. Prevention measures could be as simple as encouraging parents to lock the liquor cabinet.

4. Reach Out to Recovering Addicts

A forum of youth and adult recovering addicts may enlighten the initiative on ways to address and prevent substance abuse in Lemhi County.

5. Involve Youth in Finding Alternatives

Students in Salmon and Lemhi County can provide input on creating fun, alternative activities to replace parties with alcohol as forms of entertainment for youth.

7. Evaluate if More Treatment Options are Necessary

Determine if enough alcohol treatment options exist for non-offenders, such as Alcoholics Anonymous or Narcotics Anonymous programs, and if such services should be expanded.

8. Continue Strong Collaboration and Communication

The CBPSI has developed strong community relationships and all involved partners are communicating well with one another. Strong inter-agency community relationships are important for further success in combating substance abuse within the Lemhi/Salmon area.

Appendix A

CBPSI Survey Questions and Results:

Question: (n=43)	Agree %	Undecided %	Disagree %
Before your involvement with the Initiative, did you feel Lemhi County had a drug abuse problem?	100	0	0
Do you feel there is currently a drug abuse problem in Lemhi County?	100	0	0
In your opinion, is the community better off today because of the Byrne Grant Community Initiative?	95	5	0

Please indicate your level of agreement to the following statements concerning the Byrne Grant Community.	Agree to Strongly Agree %	Neutral %	Disagree to Strongly Disagree %	Don't Know %
I work with organizations that I did not work with prior to the Initiative.	93	5	2	0
Other organizations participating in the Initiative have been uncooperative in helping us address alcohol/drug related problems.	14	12	72	2
I feel that my input is valued.	84	12	5	0
There is not enough communication between organizations.	23	40	37	0
The project activities take into account what is happening in the community.	91	7	2	0
I feel strongly committed to this community Initiative.	98	2	0	0
Everyone in the Initiative is treated equally.	85	7	7	0

How often are the following statements true: (n=43)	Always %	Almost Always %	Neutral %	Nearly Never %	Never %
Other organizations within the Initiative respond to you in a timely fashion.	12	60	26	2	0
Other organizations within the Initiative are easy to work with.	14	65	19	0	2

Please rate each area in their efforts to combat substance abuse in Lemhi County (n=42, 43)	Excellent	Good	Fair	Poor	Very Poor
	%	%	%	%	%
Law Enforcement	30	44	21	5	0
Prosecution	19	33	28	14	7
Probation	21	35	26	7	12
Treatment	21	45	29	5	0
Prevention/Intervention	26	52	19	0	2

Please rate each area in how well they communicate and share necessary information with other organizations. (n=42,43)	Excellent	Good	Fair	Poor	Very Poor
	%	%	%	%	%
Law Enforcement	33	42	21	5	0
Prosecution	19	33	37	7	5
Probation	16	40	26	12	7
Treatment	12	50	31	7	0
Prevention/Intervention	19	60	19	2	0

Since your involvement:	Greatly Decreased	Decreased	Neutral	Increased	Greatly Increased
	%	%	%	%	%
Alcohol abuse has . . .	2	33	63	0	2
Drug abuse has . . .	0	44	51	2	2
Drug availability has . . .	0	28	63	7	2

Since your involvement: (n=42,43)	Greatly Decreased	Decreased	Neutral	Increased	Greatly Increased
	%	%	%	%	%
Treatment availability has . . .	0	2	31	45	21
Resources for parents has . . .	0	2	21	60	16
Prevention efforts have . . .	2	0	16	63	19
Collaboration between groups within the Initiative has . . .	0	2	12	63	23
Collaboration between groups outside of the Initiative has . . .	0	5	33	56	7

Since your involvement with the initiative, to what extent has the initiative: (n =42,43)	Not at all %	A little %	Some %	A lot %	To a Great Extent %	Don't Know %
Increased community-wide awareness of substance abuse problems.	2	5	21	45	26	0
Improved services and programs for substance abuse.	0	10	14	52	24	0
Increased the chance that children and youth in the community will avoid developing substance abuse problems.	0	7	36	36	17	5
Increased police collaboration with community groups concerned with preventing other types of problems (i.e. HIV, teen pregnancy, etc.).	0	5	21	42	26	7
Increased communication and coordination between organizations concerned with substance abuse problems.	0	2	16	51	30	0

Law enforcement officers, please indicate your level of agreement to the following statements concerning the Byrne Grant Community Initiative. (n = 12,13)	Strongly Agree %	Agree %	Neutral %	Disagree %	Strongly Disagree %
The project utilizes resources and information from other organizations, i.e. training workshops.	58	42	0	0	0
Different approaches to solving substance abuse problems are considered.	46	31	23	0	0
Communication between law enforcement agencies has Decreased.	0	0	8	46	46
Drug trafficking has Increased.	0	8	33	50	8
Collaboration between law enforcement agencies has Increased.	46	54	0	0	0

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