



Baraga County Communities That Care

Action Plan

2015-2016

Baraga County Communities That Care Member and Supporters

*Denotes Workgroup Chair

Luanne Beaudry	Kate Beer	Dianne Bennick
Nancy Besonen	Tim Brennan	Pat Butler
Nikki Collins	Rebecca Crane*	Becky D'Agostino*
Cherie Dakota	Pam Dove*	Patti Dove
Ryan Dove	Gael Filpua	Pamela Franti
Ashley Giddings	Dr. Sharon Gilliland	Heather Greutz
Nancy Haapa	Margie Hale	Oedith Harris
Olivia Harris	William Harris	Kimberly Hendrickson*
Breanna Hoffman	Heather Jahfetson	Carol Lee Jestila
Linda Kinnunen	Lynn Krahn	Kim LaBerge
Sherrie Larson*	Fr. Corey Litzner	Jim Loyd
Chris Lynum	Taryn Mack	Chad Mager
Holley Makela	Meghan Maki	Carrie Meyer
Susan Newman	Jamie Palmer*	Kristi Palmer
Cynthia Parker*	Marsha Pharr	Amy Poirer
Dan Roblee	Richard Sarau	Missy Scroggs
Wanda Seppanen	Michele Serafin	Ray Sharp
Kerri Sikkila	Cathy Stanaway	Brandt Tembreull
Cecelia Tembreull	Janet Tembreull	April Thor
Dr. Promila Timothy	Todd VanDyke	Elizabeth Veker King
Katie Waara	Kevin Weir	Bernie Weissman
Heather Wilhelm	Joyce Zipse	

I. Executive Summary

II. Introduction

- A. Purpose and use of the plan**
- B. Prevention science overview**
- C. Description of community involvement**
- D. Summary of community planning results**
 - 1. How community -level outcomes were drafted**
 - 2. How programs were selected**
 - 3. How program-level outcomes were drafted**
 - 4. How systems-change strategies were identified**
- E. How to use the plan**

III. The Community Action Plan

- A. Community profile**
 - 1. Data collection efforts**
 - 2. Prioritization process**
 - 3. Areas of strength**
 - 4. Concerns**
 - 5. Existing resources**
 - 6. Gaps, issues and barriers**
 - 7. Recommendations**
- B. Community planning results**
 - 1. Community-level outcomes**
 - 2. Selected programs, policies and practices**

3. **Program-level outcomes**
4. **Preliminary evaluation plans**
5. **Preliminary implementation plans and budgets**

IV. Conclusions and recommendations

- A. **Summary of key findings**
- B. **Recommendations for next steps**

Executive Summary

This plan describes the ways to address the priority risk factors identified in Baraga County's *Communities That Care* (Baraga County CTC) effort. The *Communities That Care* system is a way for members of a community to work together to promote positive youth development. The system was developed by Dr. J. David Hawkins and Dr. Richard F. Catalano. Their research has identified risk factors that predict youth problem behaviors and protective factors that buffer children from risk and help them succeed in life.

Baraga County developed its outcome-based plan after the Risk- and Protective-Factor Assessment work group analyzed baseline data and helped the community choose two risk factors as priorities for community action: *low commitment to school* and *high perceived availability of drugs and alcohol*. The Resources Assessment and Evaluation work group then completed an assessment of the youth-development and prevention resources that target these in April, 2015.

The drafting of this document, the Baraga County *Communities That Care* Action Plan, was the next step in the *Communities That Care* process. In August, 2015, members of the Community Board and community organization representatives attended the Community Planning Training. They drafted community-level outcomes to help define the desired changes for Baraga County and measure progress toward those outcomes. Community-level outcomes include behavior and risk- and protective-factor outcomes.

This community group selected preliminary programs, policies and practices at the Community Planning Training and finalized their selections at the two day training. Program-level outcomes were also finalized at these meetings. These consist of implementation outcomes, which will measure the way in which the programs will effect change, and participant outcomes, which will measure the extent of the desired change.

The following are the programs, policies and practices selected:

- To address the risk factor *low commitment to school*, Baraga County CTC selected the program Big Brothers/Big Sisters of America.
- To address the risk factor *low commitment to school*, Baraga County CTC selected the program Positive Action to be implemented in the schools.

The following systems-change strategies were selected by Baraga County CTC from among the best practices to address the risk factor *perceived availability of drugs*:

- Local youth groups and community coalitions will provide alcohol, tobacco and other drug use prevention materials on an ongoing basis to members of the Chamber of Commerce for use in their employee communications.

- Baraga County CTC will provide families with children under 18 with messages regarding parents' role in reducing the availability of alcohol, tobacco and other drugs prior to high profile community events that normally involve alcohol.

Introduction

Purpose and use of the plan

Baraga County Communities That Care Coalition (Baraga County CTC) presents its 2015-2017 Community Action Plan. This plan describes the results of the work completed thus far in Baraga County's Communities That Care effort. It will describe the changes we want for our community, the programs, policies and practices that will be implemented to address the community's identified priority risk factors, and the outcomes that will measure the progress toward our community's vision.

Baraga County implemented the Communities That Care process to create a safe, healthy, desirable, supportive and diverse community that provides the protective factors which support our youth, families, community members and local organizations. We will pursue and achieve this mission by:

- Building a strong family foundation
- Connecting families to schools
- Encouraging healthy beliefs and clear standards for acceptable behavior
- Supporting collaboration among community resources.

Prevention science overview

In March of 2014, Baraga County began implementing the *Communities That Care* prevention-planning system. Developed by Dr. David Hawkins and Dr. Richard Catalano of the Social Development Research Group in Seattle, Washington, the *Communities That Care* system is a way for members of a community to work together to efficiently and effectively promote positive youth development and prevent youth problem behaviors such as substance use, delinquency, teen pregnancy, school drop-outs, violence and teen suicide. It is based on their research, which has identified risk factors that predict youth problem behaviors and protective factors that buffer children from risk and help them succeed in life.

Community involvement

The Baraga County CTC Board is comprised of community members from public and private institutions including local government, education, health, law enforcement, schools, local business and private social services.

Key Leaders who have been involved in the Communities That Care process for Baraga County include the Administrator of Baraga County Memorial Hospital, representatives of the Michigan State Police, the Probate Court judge, the school superintendents of both school districts, and representatives of the social service agencies serving Baraga County.

There have been several organizations that have helped with the development of the Communities That Care process in Baraga County. Baraga County Memorial Hospital has provided facilities for many of the CTC meetings, meals for attendees and facilities for some of the Communities That Care training sessions. It has acted as financial fiduciary for the first year and generously allowed staff to participate. The Substance Abuse Coalition was instrumental in bringing Communities That Care to Baraga County. As part of their prevention effort, Baraga County Shelter Home has put a great deal of time and effort into the development of the coalition and is providing fiduciary services. Dial Help has provided key personnel and expertise in grant-writing and website production.

The community plan

A key goal of the Communities That Care process is to develop a Community Action Plan that builds on the data-based assessment of a community's priorities, strengths and resources. The plan focuses on the priority risk factors and draws on community resources and strengths. It also addresses resource gaps, issues and barriers by recommending new tested, effective programs or systems-change strategies.

The Baraga County plan accomplishes this goal by identifying specific desired outcomes for each selected program, policy or practice; for the priority risk factors on which the plan is focused; and for adolescent problem behaviors. It describes how each selected program, policy and practice will work to bring about the desired change in Baraga County's youth and presents preliminary recommendations for how these programs will be implemented in the community. Finally, it discusses systems-change strategies that will help with implementation.

How the information was collected and drafted

Baraga County developed its outcome-based plan after the Risk- and Protective-Factor Assessment work group analyzed baseline data and helped the community choose two risk factors as priorities for community action: *low commitment to school* and *high perceived availability of drugs and alcohol*.

Baraga County CTC first drafted community-level outcomes, which consist of behavior and risk-factor outcomes. Community Board members drafted these outcomes at the Community Planning Training in August, 2015. Program selection also took place in August with Baraga County CTC Board members selecting four programs/actions to address the identified priority risk-factors.

Work was focused next on drafting program-level outcomes, which consist of implementation and participant outcomes. Implementation outcomes describe the way in which the programs effect change; participant outcomes describe the desired changes in knowledge, attitudes, skills and behaviors that the program will produce for participants. Community Board members drafted preliminary outcomes at the Community Planning Training.

Baraga County CTC also discussed systems-change strategies at the Community Planning Training. Preliminary systems-change strategies were drafted by the members present at the Community Planning Training. The systems-change strategies were selected to address the findings of the

assessment completed by the Risk- and Protective-Factor Assessment work group and the Resources and Assessment Evaluation work group.

Various members of the BCCTC drafted the plan in August, 2015 and presenting their finished work in September, 2015.

How to use the plan

The Community Action Plan is intended to help guide participants at the Community Plan Implementation Training to develop implementation, evaluation and budgeting plans for the selected programs, policies and practices. Participants developing these plans should use this plan to develop:

- Funding strategies by tying funding plans to outcomes and reevaluating funding priorities as outcomes are monitored
- Implementation plans for the programs identified in the plan
- Evaluation plans for programs by first monitoring the short-term program-level outcomes and then longer-term community-level outcomes.

Community Profile

Data collection efforts

The Risk- and Protective-Factor Assessment work group collected and analyzed data on Baraga County. Then, with input from the community, they identified priority risk factors to address, as well as community strengths to build on. The Community Assessment Report details the results of this work.

The assessment was completed using the *Communities That Care Youth Survey* and archival data. The Communities that Care Youth Survey was administered to students in grades 6, 8, 10 and 12 in all schools in Baraga County in November, 2014. To get the most complete picture of our community, the Risk- and Protective-Factor Assessment work group also collected archival data from public records to measure risk factors and problem behaviors not covered by the survey.

Prioritization process

Based on the analysis of the data and input from the community, the following risk factors were identified for community attention:

- *High perceived availability of drugs and alcohol*
- *Low commitment to school*

These risk factors were selected as priorities for prevention action primarily because data indicated that they are significantly above national averages in Baraga County.

Areas of Strength

The data from the 2014 *Communities That Care Youth Survey* revealed that young people in Baraga County are motivated to follow society's expectations and standards. In particular, young people reported high levels of the protective factor "Belief in Moral Order" and low levels of the risk factors "Rebelliousness" and "Gang Involvement". Students throughout the county are not changing homes and schools very often. Graduation rates are higher in Baraga County than the statewide averages. Baraga County should work to build on these strengths while enhancing other protective factors in its prevention efforts.

The Resource workgroup found that there are many agencies that have implemented great programs within our community. These programs are run by caring, dedicated, and hardworking staff. More specifically, there are four evidenced based programs that agencies have provided in Baraga County in the past:

- Toward No Drug Abuse
- Botvin's Lifeskills
- Strengthening Families
- Michigan Model for Health.

There are providers already trained to provide these programs and potential for funding to continue them.

Concerns

The data from the 2014 *Communities That Care Youth Survey* revealed the following data regarding substance use in the last 30 days as reported by students:

	Grade 6	Grade 8		Grade 10		Grade 12	
	Baraga Co. Students	Baraga Co. Students	BH Norm	Baraga Co. Students	BH Norm	Baraga Co. Students	BH Norm
Alcohol	7.0	13.2	12.7	36.4	27.2	53.2	40.0
Cigarettes	0	5.2	6.1	16.9	11.8	17.5	18.7
Chewing Tobacco	1.7	13.0	3.5	28.6	6.6	20.6	8.3
Marijuana	0	6.7	7.2	15.6	17.6	21.0	22.6
Inhalants	3.6	2.6	3.2	3.9	1.7	0	1.0

The BH Norm is a measure developed to provide communities with a comparison point based on the results from communities all over the country. The data show that substance use among the students in Baraga County is higher than the norm and, in some cases, significantly higher.

Existing resources

Based on the information collected from surveys, the Resources Assessment and Evaluation Work Group reports:

- There are few programs in Baraga County that address our priority risk factors.
- The programs that are offered in Baraga County have not been evaluated for effectiveness. Of those that have received evaluations, very few have met the rigorous criteria for “tested and effective”.

We have many programs in Baraga County that do not meet criteria for being tested and effective in reducing our identified risk factors. However, understand this report is not indicating that these programs have not been effective in addressing other risks. Nor is it insinuating that our program providers or school staff are not doing a good job with our youth. To the contrary, Baraga County has many programs addressing our youth needs that we believe are making a difference and many caring staff members that have the best interests of our youth at heart.

Gaps, issues and barriers

Even though there are many wonderful programs active in Baraga County at this time, the Resource workgroup found that very few are evidenced-based model programs. Of those that are (Michigan Model, Toward No Drug Abuse, LifeSkills Training, Strengthening Families) some only briefly touch on our chosen priority risk factors. For the programs that do address our risk factors, there is very limited

programming actually occurring in Baraga County at this time. There are several reasons given for this including:

- lack of funding
- lack of time in the school curriculums
- the need to spread resources between 3-5 counties served by the organizations that offer programming
- suboptimal coordination between prevention providers
- insufficient measurement of the quality/fidelity of the programs implemented
- Lack of training for providers/teachers/volunteers.

Recommendations

Based on the results of the community assessment, the Resources Assessment and Evaluation Work Group recommended that we should:

- Enhance the collaboration and communication between existing programs, especially those that target our priority risk & protective factors.
- Where possible, assist existing programs in finding opportunities to evaluate their effectiveness.
- Once a program has been evaluated, review ways to address gaps, barriers, and issues that limit the number of youth who benefit from those programs.
- Select new tested and effective programs, policies, or practices to address the risk factor *Low Commitment to School* to supplement the current resources.
- Select new tested and effective programs, policies, or practices to address the risk factor *High Perceived Availability of Drugs*.

Community Planning Results

Community level outcomes

Baraga County developed outcomes for the following risk factors:

- *Low commitment to school*
- *High perceived availability of drugs and alcohol*

Risk factor: low commitment to school

Behavior outcomes are meant to identify the changes that need to be made in behaviors to reach the Baraga County community vision. The outcomes will help measure changes in the problem behavior of alcohol and chewing tobacco usage. The following behavior outcomes were drafted to help identify the changes that need to be made:

- To decrease alcohol usage as measured by 8th grade students reporting alcohol usage within the last 30 days on the *Communities That Care Youth Survey* from a baseline of 13.2% to 8.2% by 2020.
- To decrease chewing tobacco usage as measured by 8th grade students reporting chewing tobacco usage within the last 30 days on the *Communities That Care Youth Survey* from a baseline of 13% to 8% by 2020.

Risk-factor outcomes are meant to identify the changes Baraga County needs to make in its priority risk factors to achieve the previously described behavior changes. The following risk-factor outcome was developed to describe this desired change:

- To decrease school problems as measured by 8th grade students reporting a low commitment to school on the *Communities That Care Youth Survey* from the baseline of 52.6% to 8% by 2018.

Selected programs, policies and practices

To address the risk factor *low commitment to school*, Baraga County CTC selected two programs: Positive Action and Big Brothers/Big Sisters.

Positive Action

Positive Action is a school-based social emotional learning program for students in elementary and middle schools to increase positive behavior, reduce negative behavior, and improve social and emotional learning and school climate. The classroom-based curriculum teaches understanding and management of self and how to interact with others through positive behavior, with school climate programs used to reinforce the classroom concepts school-wide. Several factors made this selection sensible:

- Risk factors addressed by the program
- Costs

- It supports the school goal of getting more community members involved in school
- It requires a minimal amount of teachers' time.

Positive Action (PA) is a school-based program that includes school-wide climate change and a detailed curriculum with lessons 2-4 times a week—approximately 82 15-30 minute lessons per grade 7 and 8. Lessons for each grade level are scripted and age-appropriate. All materials necessary to teach the lesson are provided including posters, puppets, music, games, and other hands-on materials integrated into the lessons. Students' materials include activity booklets, journals and other lesson aids. The content of the program is included in six units that form the foundation for the whole program. The first unit teaches the philosophy of the program and the Thoughts-Actions-Feelings about Self Circle, and provides an introduction to the nature and relevancy of positive and negative actions/behaviors. Units 2-6 teach the positive actions for the physical, intellectual, social and emotional areas. There are two school-wide climate development kits (elementary and secondary) and a Counselor's Kit. The contents delivered through the climate development and counselor kits reinforce the classroom curriculum by coordinating the efforts of the entire school in the practice and reinforcement of positive actions.

Positive Action includes a Community Kit which can be implemented prior to and during the implementation of the school-based program.

Big Brothers/Big Sisters

Big Brothers/Big Sisters of America is a structured mentoring program typically targeting youth ages 6 to 18 from single-parent homes. The core of the program is the matching of a mentor and youth for one-on-one interaction. Mentoring takes place three to five hours a week over the course of a year or longer. Specific goals and activities are defined at the beginning of each relationship with the assistance of a case manager. Several factors made this selection sensible:

- Risk factors addressed by the program
- Costs
- Resources included with the program

There is a rigorous screening process for volunteers who wish to become mentors. This process includes a written application, a background check, an extensive interview and an extensive home assessment. Youth assessment includes a written application, interviews with the youth and parent/guardian, and a home assessment. The assessment process helps to ensure the creation of a mutually satisfying relationship between the mentor and youth.

Preliminary implementation plans and budgets

Positive Action

A Positive Action Community kit will be purchased in August, 2015. The cost will be covered under the current PFS grant funding. Baraga County CTC will implement the kit over 3 months starting September, 2015. A Baraga County CTC work group will be formed to coordinate the implementation of the kit and

the in school messages. The schools will initiate research on the school portion of the program anticipating a projected start time of Fall, 2016.

Big Brothers/Big Sisters

A Big Brothers/Big Sisters program does not currently exist in Baraga County. The Baraga County CTC will contact the Director of Big Brothers/Big Sisters to determine additional steps required for implementation in Baraga County in September, 2015. Volunteer mentor recruitment efforts will include talking to friends and neighbors, newspaper articles and corporate letters.

Preliminary costs for the program have been determined to be approximately \$1,000 per participant. Plans for obtaining the necessary funding include working with the Funding Work Group and contacting local employers and organizations with a request for donations. Implementation is expected to begin by July, 2016.

The following implementation outcome was drafted for the Big Brothers/Big Sisters program:

- Mentors will provide one-on-one weekly visits for a minimum of 1 hour per week
- Weekly visits will last a minimum of one year
- The program will serve a minimum of 10 children in Baraga County between the ages of 8-15 years old.

Risk factor: high perceived availability of drugs and alcohol

Behavior outcomes are meant to identify the changes that need to be made in behaviors to reach the Baraga County community vision. The outcomes will help measure changes in the problem behavior of alcohol, marijuana and chewing tobacco usage. The following behavior outcomes were drafted to help identify the changes that need to be made:

- To decrease alcohol usage as measured by 10th grade students reporting alcohol usage within the last 30 days on the *Communities That Care Youth Survey* from a baseline of 36.4% to 31.4% by 2018.
- To decrease chewing tobacco usage as measured by 10th grade students reporting chewing tobacco usage within the last 30 days on the *Communities That Care Youth Survey* from a baseline of 28.6% to 21.6% by 2018.
- To decrease marijuana usage as measured by 10th grade students reporting marijuana usage within the last 30 days on the *Communities That Care Youth Survey* from a baseline of 15.6% to 10.6% by 2018.

Risk factor outcomes are meant to identify the changes Baraga County needs to make in its priority risk factors to achieve the previously described behavior changes. The following risk-factor outcome was developed to describe this desired change:

- To decrease the perceived availability of drugs as measured by 10th grade students reporting that availability of drugs and tobacco is easy or very easy on the *Communities That Care Youth Survey* from the current baseline of 70% to 60% by 2018.

Selected programs, policies and practices

There are no developed programs that have been proven to address the risk factor high *perceived availability of drugs and alcohol*. For this reason, the group looked at best practices as defined in research literature.

The group reached the conclusion that underage drinking cannot be successfully addressed by focusing on youth alone. Youth drink within the context of a society in which alcohol use is normative behavior and occasions to use alcohol are pervasive. They usually obtain alcohol—either directly or indirectly—from adults. Efforts to reduce underage drinking, therefore, need to focus on adults as well as youth. The recommended strategy is to create and sustain a broad community commitment to reduce underage drinking. Such a commitment will require participation by multiple individuals and organizations at the community level who are in a position to affect youth decisions—including parents and other adults, schools, community organizations, and youths themselves. The focus is to pursue opportunities to reduce the availability of alcohol to youth, the occasions for underage drinking, and the demand for alcohol among young people.

To address the risk factor high *perceived availability of drugs and alcohol*, Baraga County CTC selected two approaches to foster systems change:

- Delivering messages to adults regarding their role in reducing the availability of substances to youth. Messages will be delivered during the two weeks prior to high profile community events involving substance use such as New Year's, Prom, Graduation and 4th of July. Delivery methods may include media, letters to parents through the schools, newsletters/pay check inserts, parade float, etc.
- Raising community awareness through the business community by providing alcohol, tobacco and other drug awareness materials and support to members of the Baraga County Chamber of Commerce to utilize in their communications with their employees and within their organizations. The materials will be provided by local youth groups and community coalitions and may include posters, educational sessions, pay check inserts, etc.

Program-level outcomes

The following participant outcomes are anticipated for these initiatives:

- Raise adult and youth awareness of the effects of alcohol, tobacco and other drug use
- Create a climate where alcohol free events are desired
- Significantly decrease youth's initiation of alcohol, tobacco and other drug use as measured by pre- and post-implementation surveys of participating youth.

The following implementation outcomes were drafted for these initiatives:

- 80% of families with children under 21 will receive messages regarding their role in reducing availability of substances to youth. Messages will be delivered two weeks prior to high priority

community events involving substance use such as New Year's, Prom, Graduation and 4th of July. Delivery methods may include media, letters to parents through school, newsletters/pay check inserts, parade float, etc.

- Local youth groups and community coalitions will provide alcohol, tobacco and other drug awareness materials and support, on an ongoing basis, over a two year period, to 100% of the Baraga County Chamber of Commerce membership.

Preliminary implementation plans and budgets

Work on both initiatives has begun with the formation of workgroups responsible for implementation and ongoing programming.

The costs associated with both initiatives are variable depending on the actual materials and events chosen by the workgroups. Some things will require very little investment and others will require that funds be raised.

Preliminary evaluation plans

Evaluation of all the programs will be used to ensure that the plans are being delivered with fidelity and to report the program's achievements to Baraga County's community members and funders.

Participant outcomes will be evaluated using the Communities That Care Youth Survey administered in 2014 as a baseline. The Communities That Care Youth Survey will be administered every 2 years. That data will be analyzed and compared with prior years to measure any changes that have taken place.

Conclusion and Recommendations

Summary of key findings

The following are previous key findings that have importance to Baraga County CTC Community Action Plan:

- Baraga County has identified the following risk factors for the community: *low commitment to school* and *high perceived availability of drugs*.

The following are the key findings of the Baraga County CTC Community Action Plan:

- To address the risk factor *low commitment to school*, Baraga County CTC selected the Big Brothers/Big Sisters program.
- To address the risk factor *low commitment to school*, Baraga County CTC selected the Positive Action program.

The following systems-change strategies were selected by Baraga County CTC to address the risk factor *high perceived availability of drugs*:

- Delivering messages to adults regarding their role in reducing availability of alcohol, tobacco and other drugs during the two week period prior to high profile community events involving substance use.
- Raising community awareness by enlisting the help of the business community to deliver substance abuse awareness materials to their employees.

Recommendations for next steps

The following are recommendations for next steps that need to be taken by those responsible for implementing, budgeting and evaluating programs in Phase Five of the *Communities That Care* effort in Baraga County:

- Recruit volunteer mentors for the Big Brothers/Big Sisters of America program.
- Recruit a Baraga County CTC member to act as liaison between the CTC and Big Brothers/Big Sisters.
- Form workgroups to coordinate each of the chosen activities if one is not already in place.
- Determine methods of program evaluation
- Identify future sources of funding, including local, state and federal funding streams and local, state and federal grants.
- Recruit additional members for the Funding Workgroup.