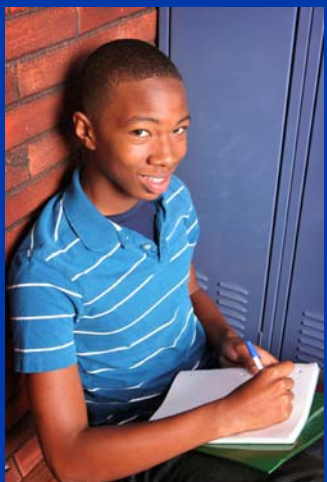


Tempe's Strategic Plan to Target Underage Drinking & Drug Use

A Community Initiative
Spring 2009



In Partnership with the City of Tempe and Communities In Schools of Tempe & Kyrene
Tempe Community Council

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EXECUTIVE SUMMARY

Tempe residents and local professionals spent six months on the Underage Drinking and Drug Use Community Planning Committee studying data, resources, national trends and studies, as well as current policies in Tempe. The goal of the committee was to create a strategic plan which would guide the underage drinking and drug use prevention activities in Tempe for the next three to five years. This committee included a broad mix of people with both personal and professional experience with the impacts of drugs and alcohol use. The planning was underwritten by a grant the City of Tempe received from Magellan Health Services.

Committee members reviewed data from the Tempe Police Department, Maricopa County Juvenile Court, the 2006 *Arizona Youth Survey*, and the *Arizona's Safe & Drug Free Schools Report*. National data on the economics and health consequences of underage drinking and drug use were also presented and discussed. Four focus groups were held with local teens in order to get additional information on teen attitudes towards drugs and alcohol, how drugs and alcohol are obtained, and what keeps young people away from these substances. To ensure input from Tempe's largest minority group, three community focus groups for parents were held in Spanish in neighborhoods with high Latino populations. An on-line survey was implemented to gather additional information from teens. In addition, a panel of youth attended one of the Community Planning Committee meetings to address specific questions from committee members.

Relevant findings from the data reviews includes that juvenile arrests for both drugs and alcohol have been increasing over the past several years. In addition, the average age of first-time use of alcohol in Tempe is lower than the state average of 12.8 years of age. The majority of youth reported that they obtained alcohol and drugs from older friends, peers and family members. Participants in the focus groups identified, "the desire to fit-in with their peer group" as the most common factor influencing their use of alcohol; and "more direct pressure from friends" as the main factor in using drugs.

After studying the data, input from focus groups, national trends, and engaging in in-depth discussions, committee members identified four main issues related to Tempe's underage drinking and drug use and recommended the following target solutions to address them:

Issue #1 Lack of community knowledge about the extent, trends, availability and consequences of underage drinking and drug use

Solutions

- Increase community awareness through a local campaign using tools created by local youth
- Increase educational opportunity for parents and other adults to gain knowledge about underage drinking and drug use
- Expand current community workshops (No Parent Left Behind) focusing on drug and alcohol prevention to include all areas of the city and put additional information on-line

Issue #2 Fragmented availability of prevention education for youth

Solutions

- Create a continuum of prevention activities for youth in Tempe ages 5-18
- Increase the availability of prevention counselors, especially at the high school level
- Address need for Spanish-speaking family counselors in the community
- Expand opportunities for youth to make changes in community norms through peer leadership programs

Issue #3 Adults are providing alcohol to youth

Solution

- Hold adults accountable for providing alcohol to minors through a keg registration ordinance

Issue #4 Lack of community focus on the basic principles needed to resist poor choices

Solutions

- Launch a community leadership campaign that incorporates the principles reflected in character education
- Create a community climate that supports postponing alcohol consumption until legal to do so

INTRODUCTION

Underage drinking and drug use is a problem in Arizona. It has long been recognized as a serious issue by the federal government which has enacted many enforcement policies, funded significant research on prevention, and even engaged in a "war on drugs." Those most at risk for trying alcohol and drugs for the first time are our nation's youth. The use of alcohol and illicit drugs by youth has a tremendous impact on our nation's health, economic, and justice systems.

National Perspective

Research from the National Institutes of Health indicates that people who begin drinking before age 15 are four times more likely to develop alcohol dependence during their lifetime than people who begin drinking at age 21¹. In 2007, the U.S. Surgeon General released the *Call to Action to Prevent and Reduce Underage Drinking*. This report stresses that, for the most part, parents and other adults underestimate the number of adolescents who use alcohol, how early drinking begins, the amount of alcohol consumed, and the many risks that alcohol consumption creates for adolescents. The U.S. Surgeon General's report sites the following adverse outcomes of underage drinking²:

- ▼ Annually about 5,000 people under age 21 die from alcohol-related injuries
- ▼ A significant role in risky sexual behavior, including unwanted, unintended, and unprotected sexual activity and sex with multiple partners, which increases the risk for unplanned pregnancy and of contracting sexually transmitted diseases, including HIV
- ▼ Increased risk of physical and sexual assault
- ▼ Is associated with academic failure
- ▼ Can cause a range of physical consequences, from hangovers to death, due to alcohol poisoning
- ▼ Can cause alterations in the structure and function of the developing brain, which continues to mature into the mid-to-late 20's and may have consequences reaching far beyond adolescence

The use of illicit drugs also places an enormous burden on the physical, social and economic health of this country. According to the Centers for Disease Control and Prevention, 8.3% percent of people 12 years of age and over have

¹ Hingson, R.W., Heeren, T., Winter, M.R. (2006) "Age at drinking onset and alcohol dependence: age at onset, duration, and severity." *Archives of Pediatric Adolescent Medicine*, 160, 739-46.

² U.S. Department of Health and Human Services. *The Surgeon General's Call to Action to Prevent and Reduce Underage Drinking*. Rockville, MD: U.S. Department of Health and Human Services; 2007. Available at www.surgeongeneral.gov/topics/underagedrinking.

used an illicit drug within the past month³. Substance abuse has been called "the nation's number one health problem" by the Robert Wood Johnson Foundation. According to their report⁴:

- ▼ The annual economic cost of substance use to the U.S. economy is estimated at over \$414 billion
- ▼ At least half of adults arrested for major crimes — including homicide, theft, and assault — tested positive for drugs at the time of their arrest
- ▼ Among those convicted of violent crimes, approximately half of state prison inmates and 40% of federal prisoners had been drinking or taking drugs at the time of their offense
- ▼ There are more deaths, illnesses, and disabilities from substance use than from any other preventable health condition; one in four deaths is attributable to alcohol, tobacco and illicit drug use
- ▼ Of newly diagnosed HIV cases in the U.S., 32% occur in injection drug users or people who have had sexual contact with them
- ▼ Drug use and alcohol are factors in the placement of more than 75% of children in foster care

Decades of efforts have made very slow progress in addressing substance use issues. Only recently has there been a concerted effort to bring this issue to the direct attention of local citizens and engage them in finding solutions to the costs associated with substance use in their community. Upon receiving available grant monies for this project, Tempe Community Council gathered community members and organizations to better understand the impact of underage drinking and drug use in the Tempe community and to discover how to best address this issue.

³ Centers for Disease Control and Prevention, National Center for Health Statistics, DHHS Pub. No. 2009-1232, March 2009.

⁴ *Substance Use: The Nation's Number One Health Problem*, Robert Wood Johnson Foundation publication, 2001.

TEMPE'S RESPONSE

City Demographics

Tempe is one of the smaller cities in Maricopa County. City limits encompass approximately 40 square miles with a population of 167,141⁵. Tempe is home to the main campus of Arizona State University, the second largest university in the country. The U.S. Census Bureau estimates that there are 33,663 people under the age of 18 living in Tempe. Tempe is served by two elementary districts; Tempe Elementary School District No. 3 and Kyrene Elementary School District No. 28; and one high school district, Tempe Union High School District.

Tempe is very diverse, both economically and ethnically. The average Tempe family has changed rather dramatically in the past decade. More than 19% of Tempe's population lives below the federal poverty line and Tempe has the highest poverty rate of any larger Maricopa County city⁶. In the Tempe Elementary School District, 65% of students receive free or reduced lunch. Tempe's Hispanic population has increased from 18% in 2000 to 22% in 2007⁷. Approximately 25% of Tempe households speak a language other than English⁸.

Beginning the Process

The City of Tempe applied for and received a grant from Magellan Health Services to undertake a comprehensive, community-based planning process. Tempe Community Council was the lead agency for this process. A group of five community leaders, with no specific ties to existing drug and alcohol activities, were asked to serve on the Steering Committee. The Steering Committee took on the task of identifying and collecting data, determining how to convene interested community members, identifying an impartial facilitator, and addressing the existing gaps in the available data.

Preliminary work done by the Steering Committee included the decision that there were too few Tempe high school students who participated in the most recent Arizona Youth Survey (less than 200 out of 8700 high school students) and recommended that part of this survey go on-line in an attempt to gather additional information for the upcoming planning process. The Steering Committee selected the most relevant questions and a survey was set up using SurveyMonkey.com.

To obtain further information from the Tempe community, the Steering Committee determined a need to hold small focus groups for youth and parents directly affected by underage drinking and drug use. The committee developed questions to ask the youth participating in the focus groups.

⁵ U.S. Census, American Community Survey, 2007.

⁶ U.S. Census, American Community Survey, 2007.

⁷ U.S. Census, American Community Survey, 2007.

⁸ U.S. Census, American Community Survey, 2007.

The Steering Committee then selected Piurek & Associates to facilitate the six-month community planning process that took place from November 2008 to April 2009.

A final task of the Steering Committee, as requested by the funder, was to identify individuals who represented specific segments of the community to form a planning committee. In addition to the requested representation, the committee recommended the inclusion of members of the recovery community and representatives from all three Tempe school districts to better complete a community planning committee.

Gathering the Community

An article was published in the *Arizona Republic* on October 29, 2008, (Appendix A) inviting all interested citizens to participate in the planning process. Twenty-one individuals responded to this request; 14 others were asked to attend also due to their role in the community.

The Community Planning Committee members represented Tempe's diverse composition, including individuals from a variety of minority groups as well as a variety of ages (ranging from 18 to 70 years old). Members expressed a variety of reasons for participating in the strategic planning process; however, a common thread of all members was expressed as a desire to help children and youth. In addition, some members had personal experiences with drug and alcohol use and wanted to use this understanding to help make a difference in the lives of others. There were also a significant number of parents of both elementary and high school students who were concerned about their children's futures. This group included parents who were also involved with serving youth in a professional capacity.

The six-month process was completed by a 33-member planning committee representing the following community sectors:

- **Education**—Tempe Union High School District, Tempe Elementary District, Kyrene School District, Arizona State University (ASU), and Tempe Accelerated (a charter school)
- **City**—Tempe Municipal Court, Tempe Social Services, and Tempe Police Department
- **Nonprofit Sector**—Chicanos Por La Causa, Tumbleweed Center for Youth Development, Peer Solutions, and Association for Supportive Child Care
- **Healthcare & Mental Health**
- **Business & Finance**
- **Faith Community**
- **Tempe Residents**

The first planning meeting was held in November 2008 for the purpose of developing a strategic plan to prevent underage drinking and drug use in Tempe.

The Community Planning Committee met for two hours each month from November 2008 to April 2009 with the goal of:

"Identifying what, as a community, we want to do to prevent youth alcohol and drug use."

Planning Process Overview

The task presented to the Community Planning Committee was to develop the priorities to be addressed by the Tempe community to reduce underage drinking and drug use.

A team of experienced, independent facilitators of Piurek & Associates led the committee through discussions to assist in processing the vast amount of information needed to make critical decisions.

The planning process focused on the following steps:

- Step 1: Reviewing relevant data, resources and best practices
- Step 2: Considering focus group information
- Step 3: Brainstorming prevention strategy recommendations
- Step 4: Prioritizing and selecting final recommendations

The Steering Committee noted that two important groups of individuals were not well-represented in the planning process: youth, and those who speak Spanish as their primary language. As a result, focus groups were planned so that these voices could be represented in the process. A facilitator was contracted to conduct focus groups with youth over a three-month period. A second facilitator, from Chicanos Por La Causa, was contracted to conduct focus groups with Spanish-speaking parents.

The Planning Committee was provided with the data compiled and reviewed by the Steering Committee. Early discussions focused on what was happening in Tempe (and nationwide) which might influence the increase in alcohol and drug use.

In addition to the collection of available data provided, those individuals who conducted the focus groups presented their findings to the Planning Committee at one of the meetings, and addressed questions that were raised. A representative from ASU presented the results of their annual student survey on alcohol and drugs, and one of the Steering Committee members involved in its development presented the results of the on-line survey.

Summary of Planning Sessions

Below are the highlights from the six planning sessions:

- November 3, 2008 - Committee members were oriented to the project, received a brief data presentation and participated in a facilitated work session. The work session focused on discussing: *"What do you think is contributing to the rise in youth alcohol and drug use in our community?"* Members considered the areas of school, community, family, social environment and media.
- December 2, 2008 - Committee members received education regarding past and current prevention initiatives as well as alcohol and drug trends. In addition, they worked in subgroups to identify prevention strategies they wanted to include in the future strategic plan.
- January 6, 2009 - Committee members received information regarding environmental strategies and best practices, including what is being done in other cities to prevent underage drug and alcohol use. The Tri-Ethnic Community Readiness Assessment was completed and a work session conducted. The work session focused on discussing environmental and individual strategies and identifying possible strategies to explore in more detail at upcoming sessions.
- February 3, 2009 - The committee session focused on youth perspectives regarding alcohol and drug use. This included a presentation of results from a survey administered to teens, input from teen focus groups held in Tempe high schools, and hearing directly from a panel of five youth on their ideas and thoughts regarding prevention of underage alcohol and drug use. A summary of results was received from the Spanish-speaking focus group. The Coalition Functioning Instrument, a Magellan requirement which evaluates the coalition process, was completed. The group began the brainstorming process to identify strategies to reduce underage drinking and drug use in Tempe.
- March 3, 2009 - The committee focused further on brainstorming individual and environmental prevention strategies for implementation in Tempe. Recommendations were discussed in great detail and ranked by priority.
- April 7, 2009 - Committee members reviewed all the suggested actions and, using a consensus process, determined the final recommendations. Members were invited to stay involved in future planning and implementation efforts as work progresses.

Following the planning session, the following actions were taken to share the recommendations and move forward to obtain funding to begin implementation:

- May 4, 2009 - Committee recommendations were presented to the Tempe Police Department command staff to initiate dialogue regarding possible opportunities with existing grants.
- May 5, 2009 – Committee recommendations were submitted to Magellan Health Services for consideration for funding.
- May 18, 2009 - Committee recommendations were presented to the Tempe City Council's Education Partnerships Committee.

TEMPE DATA

Drug and Alcohol Use Among Tempe Youth

The Arizona Youth Survey (AYS) is administered by the Arizona Criminal Justice Commission every other year to 8th, 10th and 12th grade students. The survey is voluntary and anonymous. In Tempe, more than 600 8th graders took this survey. The results are presented in *Figure 1*⁹. According to the AYS, middle school students most often report using alcohol as their substance of choice. In addition, nearly 20% state that they have used alcohol in the past 30 days. By comparison, nearly 7% used marijuana and almost 8% used another kind of drug during that same 30-day period. Due to the fact that fewer than 200 of the roughly 8,700 high school students took the AYS in 2006, the Steering Committee determined that not enough students took the survey to consider the results relevant. In order to address this gap, the Steering Committee selected the most relevant questions from the AYS and put them on-line in January 2009. The results of this survey and the youth focus groups are provided further in this report.

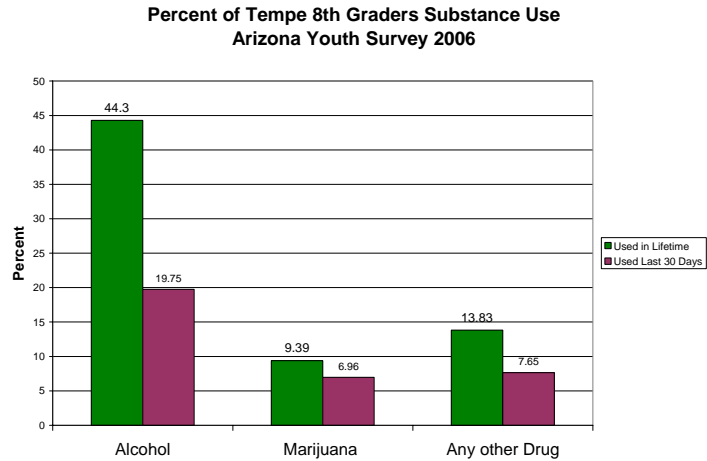


Figure 1

Impact of Youth Substance Use on the Justice System

In addition to future health issues, youth who use alcohol or drugs run the risk of involvement with law enforcement. For the past four years, arrests for drug use and possession have increased among every age group of youth (*Figure 2*). During 2007, the Tempe Police Department cited 266 juveniles for liquor law violations and referred 112

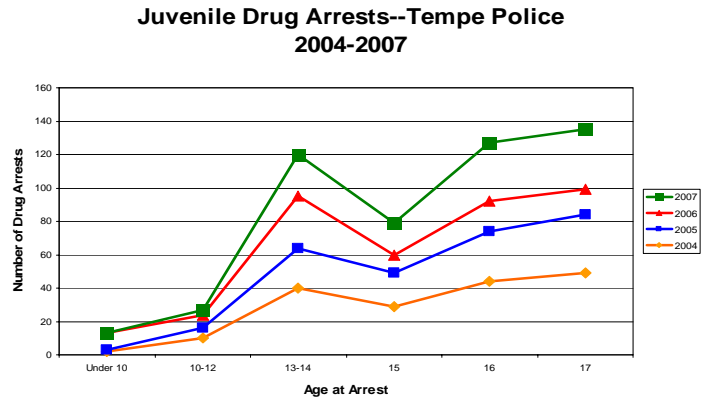


Figure 2

⁹ Arizona Youth Survey; Arizona Criminal Justice Commission, 2006, by special request.

for marijuana possession and sales¹⁰. Also in 2007, 1,223 juveniles residing in Tempe were referred to the Maricopa Juvenile Court and drug offenses accounted for 8% of those referrals. Tempe Union High School District, which has five schools located in Tempe, had the second highest number of referrals among high school districts in Maricopa County; with 9% of those for drug violations. Tempe Elementary School District has the third highest percent of referrals out of 27 elementary school districts in Maricopa County; 13% of those referrals are for drug violations¹¹.

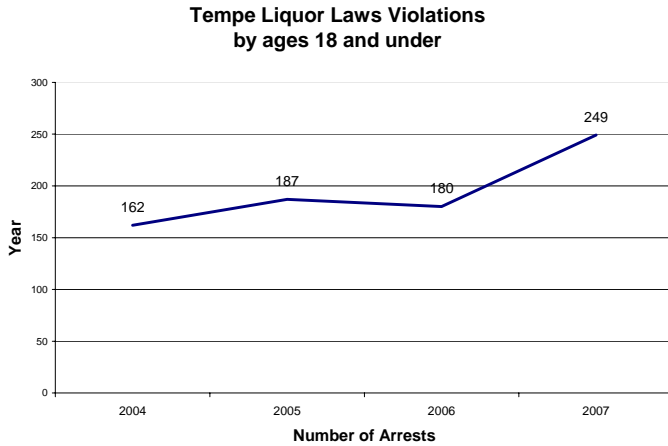


Figure 3

2004-2007¹². Some of this increase can be attributed to increased enforcement by the Tempe Police Department. Their Youth Alcohol Squad was created to increase enforcement of party hosts who provide alcohol to minors.

Differences in alcohol and drug use by youth can be seen in various areas of Tempe. Within a one-year period, five Tempe high schools reported varying rates of possession and use. At one school (Marcos de Niza), there was a significant increase, a slight increase at three schools (Tempe, McClintock and Corona del Sol), and one school (Compadre) showed a decrease (Figure 4). Marcos de Niza High School reported more than double the number of incidences over the previous year. The Arizona *Safe and Drug Free Schools Report* documents

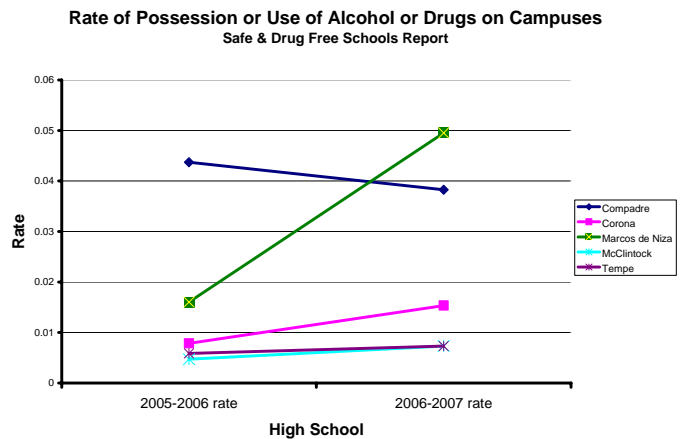


Figure 4

¹⁰ Tempe Police Department, Annual Crime Statistics, 2007, by special request.

¹¹ Maricopa County Juvenile Court, Annual Court Report, 2007 by special request.

¹² Tempe Police Department, Annual Crime Statistics, 2004-2007 by special request.

incidences of use or possession of drugs or alcohol on school campuses¹³. While one-year changes are not necessarily indicative of a trend, the significant differences are noteworthy.

It is clear from the data presented that youth in our community have access to drugs and alcohol and are coming to the attention of the criminal justice system and school authorities in increasing numbers. The increase is being seen at earlier ages. Youth 10 years old and younger are using and being found in possession of drugs and alcohol.

¹³ *Safe & Drug Free Schools Report*, Arizona Department of Education, 2006-2007.

FOCUS GROUPS AND ON-LINE SURVEY

Youth Focus Groups

Focus groups were held with Tempe youth from November 2008 through January 2009 to gain additional insight into the issue of alcohol and drug use. Questions probed how youth obtain alcohol, what they felt were the risks associated with drugs and alcohol, what keeps youth from using substances, and what they feel are the best approaches to keep youth from using substances. Fifty teens, ages 14-18, participated in one of the four focus groups. The questions asked in the focus groups are included in Appendix C.

Findings from the group discussions include:

- Finding #1** Beer, marijuana, and prescription drugs were the most commonly reported substances used by participants.
- Finding #2** Participants recognized the potential dangers of alcohol use to themselves and others, but identified personal judgment as the factor mitigating the risk.
- Finding #3** Older friends, peers and family members are the most common sources of alcohol and drugs reported by participants.
- Finding #4** Participants identified the desire to fit in with their peer group and direct pressure from friends, as the most common factors influencing their use of alcohol or to use drugs.
- Finding #5** Participants reported involvement in extracurricular activities and having goals for the future as the strongest deterrents to using drugs and alcohol.
- Finding #6** Participants feel supported by adults and peers who take an interest in their lives, listen to them, talk to them and encourage them to succeed.
- Finding #7** Observing, directly or through the media, the impacts of drugs and alcohol on people's lives made the strongest impression on participants' knowledge of and attitude toward using drugs or alcohol.

Throughout the focus group sessions, participants referred back to the influence of their own experiences and relationships with family and friends. These experiences created polar opposite impressions; for some, they had a deterrent effect on the desire to experiment with drugs and alcohol, and in others they generated attitudes that underestimated the risks associated with drugs and alcohol.

Spanish-Speaking Parent Focus Groups

Three focus groups were held with Spanish-speaking parents between September 2008 and January 2009. Thirty-four people from three neighborhoods participated. These neighborhoods are located in North Tempe, on the east side near the Escalante Center and on the west side at Scales Elementary. A summary of the major findings is below:

- All participants stated that substances use among young people was a problem in their neighborhood.
- The perceived community support that young people received varied greatly from "they are ignored," to an awareness that programs are provided at the community centers and by specific agencies.
- Awareness of substance use prevention programs was very limited.
- Parents felt that children should first learn about substance use prevention ranging from the time they can understand to 12 years old.
- All participants expressed a need for more prevention services or programs.
- Prevention services in Spanish were identified as a need by all groups.
- Participants mentioned that parents and activities were the best ways to keep kids away from drugs and alcohol.
- A specific strategy stated in all groups was that young people will listen to "speakers who had problems using."

Tempe Youth On-Line Survey

An on-line survey was opened to Tempe youth in January 2009. The survey consisted of 37 questions taken directly from the AYS; 64 students participated in the survey. Major findings helped the community shed light on two important questions about where young people get alcohol and what keeps them away from drugs and alcohol.

1. *How do young people in our community get alcohol?*

32 students stated they obtained alcohol:

40%	At a party
16%	Older family members
12%	Took it from home
12%	Gave someone money to buy it
9%	Someone not related to me gave it to me
6%	Parent gave it to me
3%	Some other way
1%	N/A

2. ***If you are not currently using drugs or alcohol, what keeps you away?***

54 students responded (multiple answers could be checked)

70.4%	Future goals
68.5%	Family
61.1%	Have seen what happens to others
50%	Consequences to health
50%	Sports
35.2%	Legal consequences
35.2%	Other activities engaged in

Contributing Factors

Youth are more likely to use alcohol and other drugs when they perceive the harm to themselves to be negligible. Many youth in our focus groups indicated they did not perceive alcohol use to be harmful as long as individuals could “stay in control” and they did not drive while intoxicated. Data from the 2006 AYS confirms this view as almost half of Tempe’s 8th grade students do not perceive alcohol and drug use as risky. In addition, approximately one quarter of Tempe’s 8th graders have attitudes favorable toward drug use. Notably, more than one quarter of Tempe 8th grade students indicated they intend to use drugs in the future. One young man made the statement that adolescents are going to drink and the best action adults can take is to teach them to drink in a way that is the least dangerous to themselves and to others.

COMMUNITY READINESS AND CURRENT RESOURCES

Tempe's Readiness to Address the Identified Issue

Members of the Community Planning Committee were asked to identify a minimum of four individuals who "had their finger on the pulse of the community" to be interviewed by a committee member using the Tri-Ethnic Community Readiness Assessment (Appendix B). The individuals interviewed included a school principal, the CEO of a nonprofit planning agency, a community-based counselor, and a retired state judge. None of these individuals were part of the Community Planning Committee and all were Tempe residents. Two evaluators from the Pima Prevention Partnership rated the interviews and graded Tempe an overall rating of 4.8 on a scale of 1 to 10.

In an excerpt from the evaluation report, the evaluators stated, "The overall readiness score for City of Tempe is a 4, indicating that they are in the Pre-Planning stage. In this stage, at least some community members recognize that there is a local problem and something should be done about it. Yet, some in the community do not believe that there is a need to address this problem. Tempe has some identifiable leaders and ongoing programs. However, the efforts may not be focused, broad enough to reach many sectors of the community, or not specific to the identified issue. At this time, the community is still moving towards being ready to develop strategic plans."¹⁴ This statement concurred with the overall perception of the committee members.

According to the report provided by the Pima Prevention Partners, communities in Stage 4 typically have individuals in the community who do not believe there is a need to address underage drinking. The interviews conducted for this purpose indicated that some people still need basic information about underage drinking or increased awareness about the efforts that have already started. According to the readiness evaluation, "while some media and data are available to distribute information about local efforts, they may not be reaching enough of the community. Most of the interviewees identified lack of funding as a significant barrier in getting information and services to the community. Additionally, it may be useful to review existing programs to identify populations that have not been reached as effectively, and thus may be less ready for change. This initial awareness-building stage is necessary to lay the foundation for Stage 5: Preparation."

Stage 5 of community readiness suggests that there are active community leaders who are working in earnest on the issue. To move Tempe into this next stage, members of the City of Tempe's Committee for Youth, Family and Community (CYFC) will create a youth-led marketing campaign to help raise the level of community concern about underage drinking so that the community will be better prepared to support future action during fiscal year 2009-2010.

¹⁴ The Partnership Evaluation Services, *Community Readiness Assessment: Tempe, 2009*.

Existing Community Resources and Assets

Another part of the planning process involved the review of the anti-drug and alcohol use programs and resources currently available to Tempe youth. The following resources were identified by the Steering Committee and added to by the Planning Committee:

Enforcement

- A strong Tempe police and City prosecutor enforcement of liquor law, false ID and DUI violations
- Tempe and ASU police work closely to address underage drinking
- Tempe Police Department participates in the Covert Underage Buyer Program
- Tempe Police Department's Youth Alcohol Squad has increased attention to underage drinking, especially near the ASU campus

Policies

- City of Tempe's sign ordinance restricts the size and content of advertisements, including those of alcohol
- City of Tempe's loud party ordinance gives Tempe police added authority to cite hosts who provide alcohol to minors
- City of Tempe scrutinizes special events held in Tempe prior to furnishing alcohol permits; events with alcohol are fenced in and include security/alcohol violation enforcement
- Transit stations do not allow advertising, including any alcohol ads
- There are a limited number of drive-up window liquor stores in Tempe

Schools

- Tempe high schools have part-time (10 hours per week) prevention counselors on each campus
- Every middle school in Tempe has an after-school prevention program called All Stars
- Two elementary schools offer the Too Good for Drugs program
- Both Tempe and Kyrene Elementary School Districts have purchased school-based prevention curriculum (Second Step and Project Alert); use of these curricula varies by school
- A concerted effort has been made to locate public schools in neighborhoods away from alcohol outlets
- High school-level health classes require drug and alcohol prevention instruction; usually during sophomore year.
- Red Ribbon Week is celebrated on most school campuses each year

Community-Based Activities

- City of Tempe offers a peer leadership program which serves high school students at a local community center
- Communities in Schools of Tempe and Kyrene (CIS) and the Tempe Union High School District sponsor the No Parent Left Behind

program which hosts two annual workshops focused on alcohol and substance use

- CIS works to bring additional prevention resources to Tempe schools including family resource centers, parenting classes, and dropout prevention programs
- Boys & Girls Club of the East Valley provides the Skills Mastery and Resistance Training (S.M.A.R.T.) to their members
- Peer Solutions holds the STAND & SERVE program on three Tempe high school campuses

Overall, the Community Planning Committee members believed that Tempe had many strategies already in place to address underage drinking. They also agreed Tempe police were proactively addressing this problem.

The two issues of concern were:

1. Not all children had access to programs that would directly address drug and alcohol use.
2. There was a sense that programs were disjointed and could do a better job of working together.

RECOMMENDATIONS

The Planning Committee initially logged all recommendations proposed and are listed in Appendix D. Upon refinement and consensus, activities helped the committee determine which issues were vital. The following are their final recommendations that Tempe should focus its efforts to reduce underage drinking and drug use:

Issue #1	Lack of community knowledge about the extent, trends, availability and consequences of underage drinking and drug use
Solutions	<ul style="list-style-type: none"> • Increase community awareness through a local campaign using tools created by local youth • Increase educational opportunity for parents and other adults to gain knowledge about underage drinking and drug use • Expand current community workshops (No Parent Left Behind) focusing on drug and alcohol prevention to include all areas of the city and put additional information on-line

Issue #2	Fragmented availability of prevention education for youth
Solutions	<ul style="list-style-type: none"> • Create a continuum of prevention activities for youth in Tempe ages 5-18 • Increase the availability of prevention counselors, especially at the high school level • Address need for Spanish-speaking family counselors in the community • Expand opportunities for youth to make changes in community norms through peer leadership

Issue #3	Adults are providing alcohol to youth
Solution	<ul style="list-style-type: none"> • Hold adults accountable for providing alcohol to minors, e.g., through a keg registration ordinance

Issue #4	Lack of community focus on the basic principles needed to resist poor choices
Solutions	<ul style="list-style-type: none"> • Launch a community leadership campaign that incorporates the principles reflected in character education • Create a community climate that supports postponing alcohol consumption until legal to do so

APPENDIX A

Arizona Republic Article

410 MIDWINTER VOLUME 25, 2009

OPINIONS

TEMPE REPUBLIC

Your voice counts

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Please include your name, address and phone number. Please limit letters to 200 words and columns to 400 words.

You can help keep kids off drugs, alcohol

How many young people are using drugs and alcohol in Tempe?

According to the 2006 Arizona Youth Survey:

» Nearly 22 percent of Tempe's eighth-, 10th-, and 12th-graders used drugs in the last 30 days.

» Eighteen percent experienced binge drinking in the last two weeks.

» Forty-three percent didn't think drug use was risky.

Data is less specific for Arizona State University students, but a 2004 survey of Arizona colleges found that students under 21 drink more than those over 21, with freshmen drinking the most of any class.

Not surprisingly, drug and alcohol arrests are up markedly in Tempe since 2004.

And smoking, drug use and drinking are perennial subjects young people want to address during annual Youth Town Hall meetings.

Students to make a 12-hour commitment over six months to help create a drug and alcohol abuse prevention plan specifically targeted for Tempe's young people.

TCC is gathering data and experts to help with the process but is making efforts not to let the data or the experts color the process.

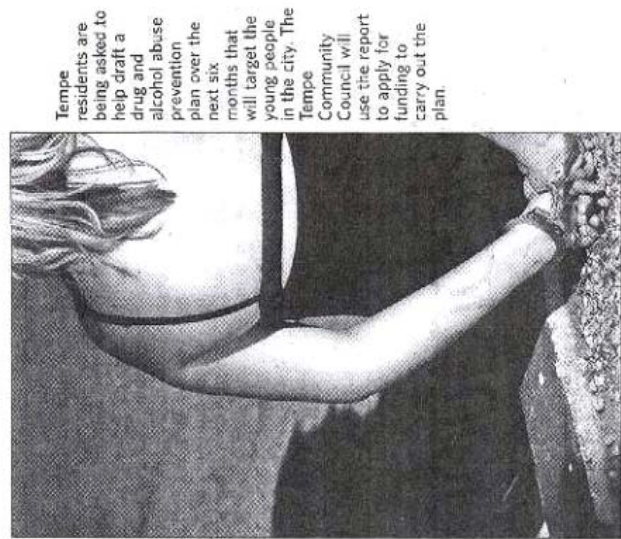
They want the prevention plan to be rooted in reality, to speak the language of youth in Tempe.

That's why it's so important for a broad swath of parents, coaches, neighbors and — let's not forget — middle-school, high-school and college-aged students to get involved.

Oh, and one last thing: Your work won't be part of some telegenic good plan that'll collect dust on a shelf.

Once the report is completed this spring, it'll be used to apply for funding to carry out the recommendations.

If we all do our part, we can help insulate this community from the ill effects of drug and alcohol abuse.



JEFFREY LOWMAN/THE REPUBLIC

Tempe residents are being asked to help draft a drug and alcohol abuse prevention plan over the next six months that will target the young people in the city. The Tempe Community Council will use the report to apply for funding to carry out the plan.

APPENDIX B

Tri-Ethnic Community Readiness Assessment



Community Readiness Assessment

City of Tempe – Tempe Drug Abuse/Underage Drinking Prevention Steering Committee





Community Readiness Score Results

Date of Report: 3/5/2009
Community: City of Tempe
Overall Readiness Score: Stage 4

Description of Relevant Stages and Recommended Goals:

- **Stage 3: Vague Awareness**
 - **Strategy:** Initiate events for people to take part in at a local level, seek out new and different supporters and key stakeholders reaching out to those community members who have not previously participated in the coalition or the coalition's activities.
 - **Goal:** Increase community capability to address prevention locally by getting those community members not in-the-know, in-the-know.
- **Stage 4: Pre-Planning**
 - **Strategy:** This is the time to bring all possible ideas to the table to engage and maintain community momentum. Review existing efforts and solicit new and different ideas from community members to create excitement around planning efforts.
 - **Goal:** Solidify concrete ideas to address the problem by bringing clear presentations of possible strategies/programs/activities to community members.



Pima Prevention Partnership, Inc., www.thepartnership.us

City of Tempe Community Readiness Score Report Summary



Overview:

The Community Readiness model provides an assessment of how ready the City of Tempe's community is to initiate change. Communities, like people, are at many different stages of readiness for change, and this readiness can be a major factor in determining whether prevention programs/interventions/education can be effectively sustained and supported by the community. Even the best prevention or awareness efforts can fail if the community is not invested or accepting. Knowing how ready the community is to initiate change will help the Tempe Drug Abuse/Underage Drinking Prevention Steering Committee:

- Develop an effective strategy specifically designed for their community
- Identify types of prevention, education or intervention efforts that are appropriate to initiate in their community
- Instill community ownership and build cooperation among systems and individuals
- Encourage community investment
- Identify existing resources and possible obstacles

Matching a strategy to a community's level of readiness is absolutely essential for success. Strategies must be challenging enough to move a community forward in its level of readiness. However, efforts that are too ambitious are likely to fail because community members will not be ready or able to respond.

Scoring Process Overview:

Two raters independently review each transcript from your key informants. Each interview is scored on six different dimensions of community readiness (see Table 1). It is important to note that the scores provided are not based on individual answers to specific interview questions. Instead, the scores are based on information that is provided throughout the interview. Then, the two raters work together to develop consensus ratings, i.e., agreed-upon scores for the six dimensions for each interview. The consensus ratings are combined and averaged to calculate the community's final readiness score.

Your evaluator will have your community's scoring sheets and can provide more detailed information regarding the scoring process.

Table 1. Dimensions of Community Readiness

Dimension A: Community Efforts	Current efforts, programs, and policies to address the issue
Dimension B: Community Knowledge of Efforts	General community knowledge about local efforts and their effectiveness, and the extensibility of efforts to all segments of the community
Dimension C: Leadership	The support of appointed leaders and influential members of the community
Dimension D: Community Climate	The prevailing attitude of the community towards the issue - ranging from helplessness to responsibility and empowerment
Dimension E: Community Knowledge of Issue	General community knowledge about the causes of the problem, its consequences, and how it impacts the community
Dimension F: Resources Related to the Issue	The availability of local resources to support prevention efforts - including people, time, money, and space

Overall, the interviewer(s) from City of Tempe conducted interviews well, resulting in responses that provided adequate data to assess the community's readiness. All interviews met criteria for rating and appeared complete. Appropriate interviewees were identified, although, it is recommended that coalition members or individuals working closely with the coalition not be selected as respondents as their experience with the target issue may not be reflective of the average community member. Interviewees seemed knowledgeable of the community and were able to share detailed information about the targeted issues of underage drinking and drug use. However, the issues of underage drinking and drug use can be fairly broad. As a result, the overall readiness ratings are a combination of how ready the community is to tackle underage drinking and how ready they are to address illegal drug use (issues that may have different readiness scores when considered separately).

City of Tempe's Community Readiness Score:

The overall readiness score for City of Tempe is a 4, indicating that they are in the Pre-Planning stage. In this stage, at least some community members recognize that there is a local problem and something should be done about it. Yet, some in the community do not believe that there is a need to address this problem. Tempe has some identifiable leaders and ongoing programs. However, the efforts may not be focused, broad enough to reach many sectors of the community, or not specific to the identified issue. At this time, the community is still moving towards being ready to develop strategic plans.

Table 2. Average Ratings of Community Readiness by Dimension

Dimension	Average Rating (Scale of 1 to 9, with 9 being the highest)
Dimension A: Community Efforts	6.4
Dimension B: Community Knowledge of Efforts	4.3
Dimension C: Leadership	4.8
Dimension D: Community Climate	3.1
Dimension E: Community Knowledge of Issue	4.5
Dimension F: Resources Related to the Issue	5.6
Overall Readiness Score	4.8
Overall Stage of Readiness	Stage 4: Pre-Planning

Appropriate Goals and Strategies:

When a community is in Stage 4, it is appropriate to apply environmental strategies that are applicable to stage 4, stage 3, stage 2 and stage 1. Specifically, this is the time for a coalition to broaden sector representation and continue efforts to raise awareness about the issue and coalition efforts within the community.

- **Stage 1: No Awareness of the need for prevention**
 - **Goal:** Raise local community awareness of the need to plan for prevention programs and initiatives.
 - **Strategy:** Engage in community wide awareness activities and educational campaigns, including one-on-one discussions, regarding the benefits of underage drinking and drug use prevention and education.

- **Stage 2: Denial/Resistance of the need for prevention**
 - **Goal:** Localize the need to plan for youth alcohol and drug use prevention and education
 - **Strategy:** Highlight the potential consequences associated with ignoring the problem or resisting change. Use descriptive local incidents or activities (i.e. success stories, program highlights, opportunities, the extent of use, availability of the drug) to make the issue more relevant to concerns of the community and leadership. Raise awareness of the benefits of prevention work and education as well as what it will take to sustain existing programs and efforts.

- **Stage 3: Vague Awareness of the need for prevention**
 - **Goal:** Increase community capability to address prevention locally.

- **Strategy:** Initiate events for people to take part in at a local level, seek out new and different supporters and key stakeholders. Reach out to segments of the community that still have low awareness about the problem or need additional information.
- **Stage 4: Pre-Planning**
 - **Goal:** Solidify concrete ideas to address the problem.
 - **Strategy:** This is the time to bring all possible ideas to the table to engage and maintain momentum. Solicit new and different ideas from community members to create excitement around planning efforts. Inform them about potential strategies, programs, and activities by delivering presentations.

Implications for Strategic Planning:

Overall Readiness. The interview ratings indicate that the Tempe community is at the high end of Stage 4: Pre-Planning. Often, community leaders and segments of the community that are more advanced want to move on to strategic planning. However, it is important to continue addressing the needs related to earlier stages to build a sustainable community prevention effort. The interviews indicated that some people still need basic information about the issue, or increased awareness about the efforts that have already started. While some media and data are available to distribute information about local efforts, they may not be reaching enough of the community. Most of the interviewees identified lack of funding as a significant barrier in getting information and services to the community. Additionally, it may be useful to review existing programs to identify populations that have not been reached as effectively, and thus may be less ready for change. This initial awareness building stage is necessary to lay the foundation for Stage 5: Preparation. In Stage 5, the community would be working to gather data on the targeted issue and community resources and assets through a needs assessment process. Because the most effective needs assessment will gather information from a broad range of sources, it is important to have that initial community awareness and support developed in Stages 3 and 4.

Areas of Success. Based on information from the key informant interviews, there were two dimensions where community readiness was more advanced: Existing Community Efforts (Dimension A) and Resources Related to the Issue (Dimension F).

Dimension A: Community Efforts. All of the interviews indicated that efforts have been implemented in the Tempe community. Specific efforts identified included: Community Bridges, Magellan Health Services, DARE and other school-based prevention programs, and enforcement of laws, such as curfew violations. Many of these identified efforts have reportedly been in place for several years and are ongoing. Such efforts indicate that community leaders and agencies demonstrate concern about the issue and have some steps to address the problems. However, interviewees also indicated that some gaps in efforts exist. Many programs are not coordinated nor have plans for expansion. Others do not appear to clearly address substance abuse issues. Additionally, concerns about budget cuts and lack of funding reportedly threaten the longevity of prevention efforts. There is an ongoing need to ensure sustainability of prevention programs, and address

gaps within the larger community. Yet, it is also important to recognize the successful implementation of current youth substance abuse prevention programs. The schools and agencies who are delivering programs deserve recognition for their achievements.

Dimension F: Resources Related to the Issue. Despite reports that funding is a continual issue for prevention programs, interviewees were able to identify multiple resources available in the community to support efforts. School leadership, law enforcement, and faith-based organizations were specifically named as supports, as well as general references made regarding agency and organizational efforts, volunteer services, grant opportunities, donations, and coalition activities. One interviewee noted that while broad support may exist, time and staffing limitations continue to impact implementation of efforts. A second interviewee further indicated that youth alcohol and substance use is “not really a priority funding-wise.” In order to address the target issue, it will be important for Tempe to continue recognizing the supports and resources already available in the community and focus on developing ways to sustain these resources over time.

Areas to Focus on. The dimensions in which there was less readiness for change reflected some of the challenges within the broader community. Responses about Community Knowledge about underage drinking and drug use (Dimension E) and Community Knowledge about Efforts (Dimension B) indicated that there are segments of the community with relatively high knowledge and awareness while others are more resistant to change. Moreover, inconsistencies exist in the level of commitment to the issue that the community is aware of on the part of leadership (Dimension C: Leadership). Overall, the Community Climate (Dimension D) for implementing prevention programs needs additional work.

Community Knowledge about the issue and Knowledge of Efforts. Key informants indicated that not enough individuals are accessing information related to underage drinking and drug use or efforts intended to address these issues. Those who work with youth, particularly parents and school counselors, are more likely to be knowledgeable about the issue. While information is available, “distribution [of it] is slow” and many in the community do not know where to go for help. Additionally, differing levels of awareness and acceptability of the issue impact likelihood that relevant information and data about programs and services will reach those in the community. In general, the interviews indicate that some in the community are aware about the issues, while others continue to have low awareness or may not view the issue as a concern. Even when there is some knowledge about the issue, there seems to be limited access to specific information about the efforts that are available to help address youth drinking and drug use.

Leadership. Interviewees indicated that leaders in the community recognize the need to address underage drinking and drug use, but it may not be a focused priority. On one hand, interviewees identified that “almost all” leaders had “intense concern” and were involved in looking for “evidence-based programs.” Community-wide political efforts were identified, such as Sober Graduation Night, and there was a sense that a number of leaders were involved in these types of efforts. On the other hand, though, two of the

interviewees were less aware of specific leadership responses or positions on underage drinking and drug use. Additionally, they could not name specific elected officials or leaders who may be involved with the issue.

Community Climate. Interviews indicated that the degree to which underage drinking and drug use are issues in the community depends on the values of individual families. Some do not see it as a problem or priority, and others may actually be “tolerant” of underage alcohol use. Furthermore, some interviewees identified that underage drinking is “ok” in some cases and that it is often considered a “rite of passage” with community norms supporting use. However, interviewees also report that some in the community have recognized underage drinking and drug use as an issue, but feel “nobody knows what to do” and that the community “can’t get a grip on it to control it or even manage it.”

Conclusion:

It will be important for the Tempe Drug Abuse/Underage Drinking Prevention Steering Committee to ensure the Tempe community as a whole has moved through Stage 4: Pre-Planning. One way to achieve this may be to place emphasis on goals and strategies appropriate to Stage 4 while also planning for Stage 5 activities. What this means for the coalition is continuing to focus on awareness building and educational activities about underage drinking and drug use while also moving on to gathering information about the target issues through a more formalized needs assessment process. This will enable the coalition to gather data that represents the full extent of community problems, as well as resources and assets, while also ensuring that there is broad support for the prevention plans being developed.

Stages of Community Readiness

Stage 1: No Awareness Issue is not generally recognized by the community or leaders as a problem (it is possible it may not truly be an issue). "Nobody binge drinks here."

Stage 2: Denial/Resistance At least some community members recognize that it is a concern, but there is little recognition that it might be occurring locally. "There's nothing we can really do about it, it's a parenting issue."

Stage 3: Vague Awareness Most feel that there is a local concern, but there is no immediate motivation to do anything about it. "It's just the kids in a sorority or fraternity who are binge drinking."

Stage 4: Preplanning There is clear recognition that something must be done, and there may even be a group addressing it. However, efforts are not focused or detailed. "We have had our first task force meeting!"

Stage 5: Preparation Active leaders begin planning in earnest. Community offers modest support of efforts.

Stage 6: Initiation Enough information is available to justify efforts. Activities are underway.

Stage 7: Stabilization Activities are supported by administrators or community decision makers. Staff are trained and experienced.

Stage 8: Confirmation/Expansion Efforts are in place. Community members feel comfortable using services, and they support expansions. Local data are regularly obtained.

Stage 9: High Level of Community Ownership Detailed and sophisticated knowledge exists about prevalence, causes, and consequences. Effective evaluation guides new directions. Model is applied to other issues.

APPENDIX C

Focus Group Questions

1. Who are the people at your school that you feel really care about you? How do you know they care?
2. What do you see as the risks of drinking alcohol, if any? (Is there high, medium, or low risk?) Do adults in your life see the same level of risk? (higher/lower)
3. What are the best ways for teens to get alcohol? (Most common ways?) (Also probe by type)
4. How many of you have friends who drink alcohol? How many of you may have felt pressured to drink alcohol?
5. How many of you have tried alcohol at least once? How old were you when you first tried it?
6. How many of you have tried alcohol at least once? How old were you when you first tried it?
7. How many of you know people in your own age group who use drugs? How many of you have felt pressured to try drugs?
8. What are the best ways for teens to get drugs? (Most common ways?) (Also probe by drug)
9. Where do you get information about the risks of using alcohol or drugs?
10. What keeps you from using drugs or alcohol?
11. What do you think would help to reduce teen drug and alcohol use?

APPENDIX D

Initial List of All Suggested Actions

Environmental Strategies <i>(those targeted at the community as a whole)</i>	
Policy	
<ul style="list-style-type: none"> • Begin work on state and local policy changes such as a keg registration ordinance to limit minors' access to alcohol • Increase alcohol-free events which involve peer leadership programs 	
Communication	
<ul style="list-style-type: none"> • Conduct media campaign lead by youth to promote being alcohol and drug free • Educate community about the issue of underage drinking and drug use by Tempe youth • Create logo branding of Tempe's anti-drug and alcohol campaign 	
Enforcement	
<ul style="list-style-type: none"> • Conduct community mapping of alcohol/tobacco outlets which are near places where youth congregate • Initiate mandatory bar and restaurant server training on ID checking 	

Individual Strategies <i>(those targeted at specific groups of people such as youth or parents)</i>	
Education	
<ul style="list-style-type: none"> • Weave prevention curriculum into programs (starting at age 5) • Support continuation of peer leadership, All Stars, and Too Good for Drugs programs • Promote peer-to-peer learning to avoid substance use 	
Early Intervention	
<ul style="list-style-type: none"> • Increase availability of prevention counselors at high schools • Incorporate prevention curriculum or prevention counseling as a mandatory component of diversion programs 	

Alternative Activities	
<ul style="list-style-type: none"> • Provide training for all city employees in the importance of character education • Seek funding for multi-generational facilities for youth activities • Increase availability of free after-school programs • Establish a mandatory "homework assignment/project" that encourages parental involvement, which could include: <ul style="list-style-type: none"> ○ Each student or an entire grade level provides information on underage drinking and drug use ○ A "family project" (i.e., art project) displaying the message: " <i>Why I won't use drugs and alcohol!</i>" where peers select the best display that could become the Tempe art slogan for prevention of underage drug and alcohol use • Increase collaboration by: <ul style="list-style-type: none"> ○ Sharing information on resources, programs, activities, etc. ○ Coordinating city efforts/campaign targeting underage drinking and drug use 	