Introduction

This report provides the findings for the Utah Board of Juvenile Justice (UBJJ) Outcome Evaluation Monitoring Project for 2008. Outcomes monitoring projects are system wide efforts to gather and analyze data on the impact of prevention and intervention programs. The goal is to assess and improve outcomes for at-risk and delinquent youth. Monitoring systems also assist in establishing accountability for the expenditure of public funds. This evaluation is designed to provide practical tools that UBJJ board members and program directors can use to guide the development of effective quality programs.

The evaluation uses a widely accepted theoretical model, reliable and valid survey instruments, and a cost-effective delivery system which allows outcome assessments across a range of primary prevention and intervention programs.

The evaluation is designed to provide helpful guidance to UBJJ members and programs on the following four questions:

• Is the program needed?
• Is the program using empirically based practices and principles?
• Does the program target youth who can benefit?
• Is the program working?

The Utah Board of Juvenile Justice only funds new programs. Therefore the evaluators have sought to balance the rigor of science with the difficulties that occur during program development. With this in mind, the evaluation should not be viewed as a definitive test or report card of program effectiveness. It is valid as a tool for improving programs. Towards this end, feedback on each program is provided with specific indications of what appears to be working along with recommendations for improvement. Programs may also use this report for documentation of initial impact in order to successfully obtain long term funding.

The Risk and Protective Factor Model

The UBJJ Outcome Evaluation Monitoring Project is guided by the Risk and Protective Factor Model. This approach has identified factors that put youth at risk for or protect from the problem behaviors of substance abuse, delinquency, violence, teen pregnancy, and school dropout. The model is based upon the work of Dr. J. David Hawkins, Dr. Richard F. Catalano, and their colleagues at the University of Washington. These researchers have reviewed more than 30 years of findings on the predictors of problem youth behaviors. They categorize these risk and protective factors into those arising from the community, the family, the school, and within the individual and their peer interactions.

Evaluation Overview

In order to answer the evaluation questions listed in the introduction, information is collected on the components of each program, how closely program components match best practices, the characteristics of the youth at the start of the program, and the changes exhibited by the youth at the end of the program.

The above information is gathered using three tools:

• Risk and protective factor indices: This tool provides a comprehensive database of risk and protective
indicators for Utah youth and assists in empirically
guided funding allocation.

• Effective programming guides: This tool summarizes
best practices to facilitate quality program
implementation and improvement.

• Outcome assessment measures: This tool assesses fit
of program services to participants at program start
and measures participant changes at program end.

Programs are evaluated by first developing a model
that specifies which risk or protective factors are
targeted. After specifying the program targets, the
rationale for picking a particular factor is supported
using relevant data from the risk and protective
indicator tool located online at
www.juvenile.utah.gov. The tool provides a
comprehensive resource to assist in prioritizing
funding choices and program planning. Information
from more than 20 sources of data relating to the
needs of Utah youth is included. Information on risk
and protective factors can be accessed using topical
guides focusing on specific issues, populations, and
geographical regions or by individual risk and protec-
tive factors.

Next the degree to which the components of funded
programs follow empirically supported principles is
assessed using guides from the effective program
principles tool. This tool consists of research based
guidelines on interventions and principles presented
as concise summaries and checklists. Summaries have
been or are currently being developed for such topics
as effective prevention and intervention principles,
social skills training, female specific programming,
methods for recruiting and retaining high risk youth,
and effective rural programs. The summaries are
distillations of research reviews that take into
account the adaptations needed in specific settings of
the programs UBJJ funds.

After the program model and the intended effects
have been identified using the procedures above, the
degree to which the appropriate youth were
recruited and the changes these youth exhibited after
the program is measured. Two approaches for
measuring these areas are used. The first design is
termed the standard evaluation as most programs are
reviewed under this approach. A second design,
termed the individual evaluation, was developed for
programs that are not suited for the standard
evaluation.

This year the statistical procedures for measuring
changes in survey scores from program start to
program end were modified to be more sensitive and
conservative. Given these changes, comparisons with
last year’s report of the number of program targets
showing statistically significant changes should not be
made. More information about the procedures used
to compute change is available from the Utah
Criminal Justice Center at (801) 581-5738.

Standard Evaluations

UBJJ funded programs are included in the standard
evaluation if the primary interventions target youth
who are 11 years or older and last longer than one
month. Programs that serve youth younger than 11
years old or are primarily family or parent focused
are included in the individual evaluation approach.
Multiple measures are used to assess change in the
standard evaluation approach. The first is based upon
scales from the Prevention Needs Assessment survey
which is used by the State Office of Education to
measure the risk and protective factors of Utah
youth. Measures are administered to every youth
entering a UBJJ funded program using either paper or
internet versions.

Final evaluations were completed this year for: Child
and Family Empowerment and The Dream Team.
Results from final Risk and Protective Factor changes are presented in this report.

Evaluations began this year for Uintah Basin, Connections, Choices, South Salt Lake Mentoring and PRI for Kids. For these programs, the 6 month process evaluations are presented.

Detailed evaluation results for individual programs can be accessed via the program specific links at www.evaluationportal.com. For login information call the Utah Criminal Justice Center at (801) 581-5738.
The Dream Team

Target Population:
Female Youth in Ogden who live in low income, high crime neighborhoods.

Program Type: Intervention

Average Length of Program: 4.9 Months

Youth Completing Program: 29%

Evaluation Period: 30 Months

Percent of Targets with non-negative change: 100%

Percent of Targets with Positive Change: 0%

Summary

Results suggest the program has succeeded at targeting youth who may benefit from interventions across the domains for which the Dream Team program provides services. The targeting of female youth has been successful as 100% of participants are female. The rate of youth completing the program (34%) is below the acceptable rate, however, this is in part due to problems with the online survey system which resulted in post surveys not being recorded.

Overall, three of the twelve of program targets showed positive changes. This means a risk factor targeted by the program significantly decreased (or a protective factor significantly increased) by program end. The rest of program targets showed no change. Although a target that shows no change is not ideal, taken within a developmental context, it suggests a moderately positive outcome. Most risk factors increase and protective factors decrease as a youth matures. Significantly delaying or stopping this increase, therefore, is helpful. Another way of viewing this issue is the following: commonly, risk factors that are not targeted by a program will show significantly negative results due to the increase that occurs with increasing age. No factors showed negative changes.

Risk and Protective Factor Changes: The Dream Team

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<th>Positive Change</th>
<th>Negative Change</th>
<th>No Change</th>
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<tr>
<td>Community Opportunities for Involvement</td>
<td>Low Neighborhood Attachment</td>
<td>Low Neighborhood Attachment</td>
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<td>School Academic Failure</td>
<td>High Community Disorganization</td>
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<td>Low School Commitment</td>
<td>Community Rewards for Involvement</td>
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<td>School Rewards for Pro-social Involvement</td>
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<td>Attitudes Favorable to anti-social behavior</td>
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<td>Social Skills</td>
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School Risk Factors

Peer and Individual Risk
**School Protective Factors**

- **Percent With Protection**

**Family Protective Factors**

- **Percent With Protection**
Community Protective Factors

- Pre
- Positive Change
- No Change
- Negative Change
- State Average

Percent With Protection

- Community organizing leadership
- Community health involvement
**Child and Family Empowerment**

**Program Type:** Selective  
**Average Length of Program:** 1.9 Months  
**Youth Completing Program:** 67%  
**Evaluation Period:** 33 Months  
**Percent of Targets with non-negative change:** 100%  
**Percent of Targets with Positive Change:** 0%

**Summary:**

Child and Family Empowerment provides culturally sensitive intervention services to Polynesian females from Salt Lake County. The program components are focused on psychological problems, behavior, difficulties, academic performance, and protective community factors.

Results suggest the program has succeeded at enrolling the targeted Polynesian female population and that these youth are in need of interventions for multiple problem behaviors. The rate of youth completing the program (67%) is acceptable.

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**Risk and Protective Factor Changes: Child and Family Empowerment**

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<td>Depression</td>
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Community Protective Factors

School Risk Factors
Community Risk Factors

Family Risk Factors
Peer and Individual Risk

Percent At Risk

Peer and Individual Protective Factors

Percent With Protection
Note: this program began in Jan of 2009. Only the six month process evaluation was conducted. Program improvement will be assessed at the 1 year evaluation.

**Six Month Evaluation**

Conducted July, 2009

**Target Population:**
1. Only NOJOS levels 1 and 2.
2. Only probation youth.

**Primary Service:**
For all youth: individual counseling.

For NOJOS level 2: group counseling.

**Secondary Service:**
Family counseling (for youth whose assessment indicates this need)

**Is the Core Curriculum Evidence Based?**
Program does not use a specific curriculum. There are some cognitive elements of the program that are evidence based (relapse prevention), but there is a lack of behavioral skills being taught.

**Completion Criteria:**
Completion of all components in the program workbook.

**Program Director Qualified:**
The program director has a strong background for this specific type of program. 10+ years working with youth in a counseling setting. NOJOS full provider. LPC.

**Program Director:**
Selects Staff: n/a

Trains Staff: n/a

Supervises Staff: n/a

Provides Direct Service: Yes

**Staff Trained on Program:**
The Director does not employ other staff at the time of evaluation.

**Staff are regularly supervised on Delivery Skills:**
n/a

**Staff have and know the program ethical guidelines:**
n/a

**Background checks completed:**
n/a

**Inclusionary and Exclusionary Criteria:**
This program is designed to target:
1. Only NOJOS levels 1 and 2.
2. Only probation youth.
There is no written or disseminated exclusionary criteria at this time. The director indicated that the exclusionary criteria are:

1. No youth with violent histories.
2. No youth with severe intellectual disabilities.
3. No youth with a history of secure care in the juvenile system.

Is the Target Population Entering the Program?

From director reports and case files, the program is only enrolling youth within the target population.

Recommendations for Improvement:

The Choices program has several strengths in the way that it has implemented its treatment model. Choices has only been enrolling the specific target population to its program. In addition, the program director is both qualified and experienced in the area of sexual offender treatment and counseling. The director is closely involved in the administration of the program, and would likely continue to be even after the addition of another staff member. The director also demonstrated a positive therapeutic alliance with the youth attending the group. The program also benefits from differential levels of services depending on the NOJOS level of the youth entering the program.

The treatment model used by the Choices program might be characterized as a relational approach with an emphasis on thoughts and feelings. The group therapy sessions were described and observed to be process groups. It is recommended that this program increase in behavioral components. Specifically, this program should increase the amount of time that youth spend learning skills that they need to demonstrate in active ways (i.e. beyond just verbalization) and must then be practiced in increasingly difficult situations.

It is recommended that the youth have either a work or school requirement in addition to the actual program administration. This would add to the amount of structured time that the youth have during their week (should be about 35-50 hours of therapeutic tasks, work and school). The target population appears to be entering the program. To continue this positive trend, the director should formally write and disseminate the exclusionary criteria that he has already developed to ensure that the probation officers or judges that refer youth do not send anyone who is inappropriate for the program. There did not appear to be a formal process for rewards or punishers. The director should develop a list of appropriate rewards and punishers for a range of situations. In addition, he should also write a policy that details how and when consequences should be given.
South Salt Lake

Note: this program began in Jan of 2009. Only the six month process evaluation was conducted. Program improvement will be assessed at the 1 year evaluation.

Six Month Evaluation

Conducted: April 2009

Target Population:
Youth and families attending Lincoln Elementary

Primary Service:
Tutoring and drug abuse and violence prevention. The Too Good for Drug and Too Good for Violence and Early Steps reading curricula are used.

Youth learn interpersonal skills such as: resisting peer pressure, goal setting, decision making, bonding with others, having respect for self and others, managing emotions, and effective communication and social interaction. Program also focuses on reducing risk factors and increasing protective factors with regard to ATOD and behaviors.

Secondary Service:
Service learning projects and Strengthening Families classes

Is the Core Curriculum Evidence Based?:
Yes. Too Good for Drugs/Violence and Strengthening Families are listed on the SAMSHA empirically supported programs list.

Completion Criteria:
80% attendance for tutoring sessions and Too Good for Drugs classes. Participation in six or more service learning projects. One session of strengthening families. 70% or greater on skills test for Too Good for Drugs curriculum. Increase Oral Reading Fluency score on standardized annual academic test by a five percentile points (DIBELS).

Program Director Qualified: Program Director not available at time of evaluation.

Staff Trained on Program:
Not all staff are trained on the Too Good for drugs and Too Good for Violence curriculum.

Staff are currently being trained on multicultural issues using the Utah refugee Internet-based training system (five hours).

Staff are regularly supervised on Delivery Skills:
Information not available at time of evaluation.

Staff have and know the program ethical guidelines:
Ethical guidelines are not in place. The evaluators will send the program information on ethical guidelines for paraprofessionals. The program will also look for resources.

Background checks completed: Yes.

Inclusionary and Exclusionary Criteria:
Exclusionary criteria are not in place. The program will develop a written list of criteria.
Is the Target Population Entering the Program?

Not enough youth enrolled at time of evaluation to make this judgment.

Recommendations for Improvement:

Risk and protective factor targets need to be chosen.

Exclusionary criteria need to be developed.

The program director needs to be directly involved in some service delivery such as teaching a session and rating staff competencies to teach a session.

All staff should be trained on Too Good for Drugs/Violence curriculum.

The staff need to be assessed regularly on skills while delivering the program. The Too Good for Drugs/Violence and Strengthening Families curricula have checklists for this purpose. Staff responsibilities during other program activities should be assessed in the same manner.

A procedure for the youth to provide input and suggestions on the program should be implemented.

Skills sheets measuring knowledge gain during Too Good for Drugs/Violence should be used.
Connections

Note: this program began in Jan of 2009. Only the six month process evaluation was conducted. Program improvement will be assessed at the 1 year evaluation.

In January, Connections will switch its treatment model from ‘Colors of Success’ to Aggression Replacement Training (ART).

Six Month Evaluation

Conducted: May 2009

Target Population:

Based upon interviews with staff, referral sources, and program literature, the target population is not clearly specified. Written information from the program variously states the program is a drug abuse prevention program, targets at risk youth, and works with first and second time offenders. The program accepts youth 12 to 17 years old. Parents are required to participate.

Primary Service:

Life Skills group one hour weekly for 12 weeks.

Secondary Service:

Parenting classes 2 to 3 hours weekly for 12 weeks. Two home visits are conducted.

Is the Core Curriculum Evidence Based?:

The curriculum is based upon the Colors of Success program and an amalgamation of a material from different websites (e.g. OJJDP). Much of this material originates in evidence-based sources. Although the colors of success curriculum is widely used, it has not been studied for effectiveness.

Completion Criteria:

Not gathered yet.

Program Director Qualified:

The program director is a strength of the program. She has the appropriate educational credentials and extensive experience working with at risk and court involved youth.

Program Director:

Selects Staff: Yes

Trains Staff: Yes

Supervises Staff: Yes

Provides Direct Service: Yes

Staff Trained on Program:

The program has a structured training program that includes didactic instruction on program curricula, observing program delivery, mentoring, didactic instruction on legal and ethical guidelines.

Staff are regularly supervised on Delivery Skills:

Supervision is a strength of the program. Supervision meetings are held weekly with discussions of individual youths progress. The program director also assesses some service delivery skills through unannounced observation of the adolescent group.

Staff have and know the program ethical guidelines:

The staff are trained on ethical guidelines that include an understanding of appropriate relationships between staff and youth, confidentiality, detection of
child abuse or neglect, child reporting laws, and emergencies.

**Background checks completed:** Yes

**Inclusionary and Exclusionary Criteria:**

Based upon interviews with staff, referral sources, and program literature, the exclusionary criteria are clearly specified in the parent manual but have not been communicated to referral sources and other program staff.

Written information from the program variously states the program is a drug abuse prevention program, targets at risk youth, and works with first and second time offenders.

**Is the Target Population Entering the Program?**

This information has been deferred until a clearly defined target population and exclusionary criteria are in place.

**Recommendations for Improvement:**

Target population: Given limited resources, the program should limit the type of youth it targets. It is specifically recommended that the program target youth who are appropriate for either a selective or indicated program (but not both). Selective Programs target specific subgroups at greater risk for problem behaviors due to their age, gender, family history, and place of residence. Participants in selective prevention services are not assessed for specific individual risk factors. Program activities are designed to address the identified risk and/or protective factors of the targeted group. Indicated programs targets individuals exhibiting early signs of problem behaviors. If the program chooses to focus on these individuals, it should seek to obtain a PSRA or PRA summary from the juvenile court. This risk assessment can and should be used to guide interventions such as participant goals. The program should also be trained on this instrument to a level where the staff can understand the meaning of the risk levels and individual domains. Once the target population is clarified, this information should be communicated to referral sources using written inclusion and exclusion criteria. The exclusionary criteria should include the list located in the parent manual in addition to any criteria that are developed based upon the current recommendations.

Assessment of Staff Skills: It is recommended that the program director create a structured checklist of staff skills that can be used during observation of staff performance in groups. This checklist should include an assessment of generally desired behaviors and attitudes, such as providing frequent and enthusiastic praise and frequent role-plays or other practice opportunities. In addition, the checklist should assess the degree to which the staff correctly follows each lesson plan.

Logic Model: An underlying theory of how and why the specific interventions are likely to decrease or prevent problem behavior in the future should be clearly specified. Core Services: cognitive behavioral components should be included as part of the core curriculum. List how many Strengthening Families sessions will be offered. It is not clear whether the parenting skills group uses the Strengthening Families curriculum. Program should clarify whether the Spirit of Culture and Strengthening Families will be used as designed or adapted. Significant adaptations should be discouraged as this breaks the integrity of the conditions under which these programs were designed and tested. Develop written exclusionary criteria. Completion Criteria needs to address more than just attendance in program. It should contain skills acquired. Specify what changes will identify youth successfully completing the program. These changes could include completing homework, showing skill acquisition or behavioral changes. Should specify achievement based changes such as acquiring skills, no additional court involvement or homework completion. The program director should
have some type of regular involvement in program
delivery and staff supervision such as teaching a
session and rating staff competencies to teach a
session. The director should schedule regular
observations of staff skills in delivering program
components and score using a rating form.
Uintah Basin Youth Services

Note: this program began in Jan of 2009. Only the six month process evaluation was conducted. Program improvement will be assessed at the 1 year evaluation.

Six Month Evaluation

Target Population:
At-risk Native American and female youth in Duchesne and Uintah Counties aged 11-18

Primary Service:
"Voices" gender specific program.
"Thinking for Change"

Secondary Service:
Receiving Center/ Primary Prevention Programs

Is the Core Curriculum Evidence Based?:
Thinking for Change is designed for recidivism reduction in a court referred population.
"Voices" is a developmental program with no research.

Completion Criteria:
Currently based on percent of classes attended. Need to base of skill acquisition.

Program Director Qualified: Yes

Staff Trained on Program:
No. Insufficient training on program curricula. Need clinical training on thinking for change.

Staff are regularly supervised on Delivery Skills:
No. Need a clinically training individual to check adherence to thinking for change using structured checklist of curriculum delivery.

Staff have and know the program ethical guidelines:
Yes. Yearly training with a test.

Background checks completed: Yes.

Inclusionary and Exclusionary Criteria:
None at time of assessment.

Is the Target Population Entering the Program?
No. Mix of low, mod and high risk on PSRA.

Recommendations for Improvement:
Strengths:
The Uintah Basin program has many strength. The program that director has a related education and significant experience with the treatment population. The program has ethical guidelines that are clear and formally written. The youth in the program have regular supervision while attending the groups and the youth do not have unstructured time together. Finally, the staff members are highly motivated and
expressed great interest in implementing recommendations.

Areas for improvement:

It is first recommended that the Uintah Basin Program clarify the program’s role as a prevention or intervention program, and choose a model that meets those criteria.

If an intervention program:

If Uintah Basin would like to focus on intervention, clear criteria should be made on who will be accepted into the program, clear exclusionary criteria should also be outlined and followed. It is a strength of the program that staff members currently assess risk level using the PSRA, however, while the PSRA evaluates the risk level of the individual, needs should also be evaluated. It is recommended the staff be trained in the use of the PRA in lieu of the PSRA, as it will evaluate both risk and need.

A model appropriate for the needs of the population should be used. It appears that the best curriculum currently used is ‘Thinking 4 Change’. This model has been evaluated with an offender population and shows promising results. It is a strength that the staff members are familiar with the model and would be a beneficial model to use as an intervention (though a different evidence based model, designed for an offender population could be used also). It is recommended that all staff be thoroughly trained in the model and the theoretical basis behind the model. It is also recommended that risk and need be assessed and then youth placed in groups accordingly, separating low risk youth from medium and high risk youth and the manual for the selected model be followed closely.

It is recommended that this program add behavioral components to its treatment model. Specifically, this program should increase the amount of time that youth spend learning skills that they need to demonstrate in active ways (i.e. beyond just verbalization) and must then be practiced in increasingly difficult situations. It is recommended that the youth have either a work or school requirement in addition to the actual program administration.

There did not appear to be a formal process for rewards or punishers. A list of appropriate rewards and punishers for a range of situations should be developed. In addition, there should be a written policy that details how and when consequences should be given.

If the program were to choose this path it would be recommended that a clinical supervisor with experience in the model or experience with offender youth oversee the program and supervise the staff members running the groups on a regular basis.

Lastly, clear completion criteria should be developed based on skill acquisition and not amount of time spent in the program.

If a prevention program:

If Uintah Basin should choose to focus as a prevention program a model should be chosen that is evidence based and meets the needs of the youth. It
should also be made clear that the prevention programs are distinct from any intervention/counseling programs. One of the current curriculum used, Voices appear to be a good program for the development of young women, however there does not appear to be research supporting its use to prevent delinquent behavior.
Green River Community Center (formerly PRI for Kids)

Note: this program began in Jan of 2009. Only the six month process evaluation was conducted. Program improvement will be assessed at the 1 year evaluation.

Also, this program has ceased using the PRI treatment model and has re-applied for funding to implement the ‘Too Good for Drugs’ model, which is a SAMSHA model program that has been shown to be effective for the age group that this center serves.

Six Month Evaluation
Conducted Sept. 2009

Target Population:
Youth at risk for substance abuse

Primary Service:
Prime for Life (PRI) Substance abuse

Secondary Service:
None identified.

Is the Core Curriculum Evidence Based?:
PRI is not designed for youth. The PRI website engages in deceptive advertising that makes it appear to be an evidence based program. The PRI curriculum itself has mixed results in the literature, from studies with poor methodology (Karamitros, 2006), to others showing no effect of treatment (Hallgren et al, 2009). It is currently under review by SAMSHA but is not a SAMSHA evidence based program. The few effects from PRI (also called PFL) showed some effect in binge drinking college students, with the effects limited to severe drinkers (Oswalt et al, undated). There is some possibility that for low risk, very young youth, this program could have a similar effect to drug education programs (increasing drug use).

Completion Criteria:
Attendance.

Program Director Qualified:
No. Program director does not have a B.A. in a helping profession. Director has experience working with youth.

Program Director:
Selects Staff: Yes.
Trains Staff: No.
Supervises Staff: No.
Provides Direct Service: Yes.

Staff Trained on Program:
Yes. Staff are required to attend PRI training.

Staff are regularly supervised on Delivery Skills:
No formal assessment of delivery skills.

Staff have and know the program ethical guidelines:
No formal ethical guidelines.

Background checks completed: Yes.

Inclusionary and Exclusionary Criteria:
No youth with active substance abuse problems or clinical levels of psychological problems.
At the time of visit there was no exclusionary criteria in place, youth were all from families with substance abuse problems and low parental monitoring.

Is the Target Population Entering the Program?

Yes.

Recommendations for Improvement:

The PRI curriculum was designed for intervention with adult substance abusers. This curriculum contains some subject matter that may be inappropriate for 10 year old youth (calculations of how many drinks an individual should have in a week, what to do when leaving prison and craving a drink etc.) and other information that wasn’t relevant (the importance of having a job).

The PRI curriculum itself has mixed results in the literature, from studies with poor methodology (Karamitros, 2006), to others showing no effect of treatment (Hallgren et al, 2009). It is currently under review by SAMSHA but is not a SAMSHA evidence based program. The few effects from PRI (also called PFL) showed some effect in binge drinking college students, with the effects limited to severe drinkers (Oswalt et al., undated). There is some possibility that for low risk, very young youth, this program could have a similar effect to drug education programs (increasing drug use).

It is recommended that The Green River Community Center adopt a prevention program designed for youth in their target age range (8-12). The SAMSHA website will have a list of vetted, empirically supported programs that will address the risk factors that this program is looking to target. It would be best if this curriculum included behavioral components (i.e. chances for youth to practice the positive behaviors they are being taught).

Completion for the program should be based on acquisition of skills, not just attendance.

The behavior management of the group should be a formal process that involves reinforcers that are directly tied to positive behavior. The behavioral management plan should be formal and understood by both staff and youth.