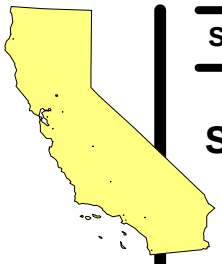


CALIFORNIA

STATE PREVENTION SYSTEM

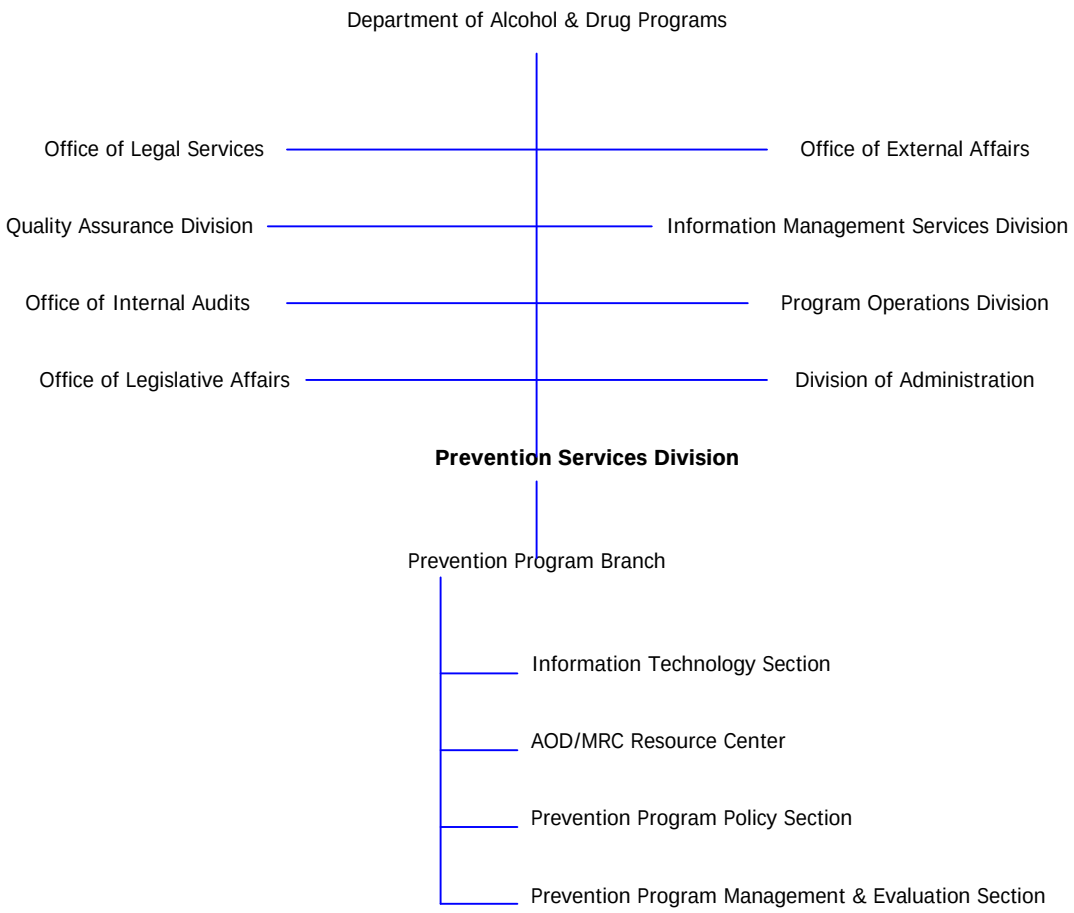
Structure and Organization

The California Department of Alcohol and Drug Programs (ADP) is a freestanding ATOD department that is organized into nine major divisions, including a Prevention Services Division. The Department's theoretical framework for prevention follows the Center for Substance Abuse Prevention's (CSAP) six strategies. Within these strategies, the Prevention Services Division provides statewide leadership, resource development, demonstration projects, and technical assistance to alcohol and other drug programs operating at the local level. The Prevention Services Division also gives priority to programs working with high-risk youth, parents, communities, and special populations including ethnic minorities, women, the elderly, and the disabled.

ADP contracts with 18 different prevention agencies to provide an array of statewide prevention services. These services include statewide media campaigns promoting healthy drug-free lifestyles, technical assistance to special populations, technical assistance and resources regarding environmental prevention and drug-free workplaces, prevention conferences and events for youth, and a contract with the State health services agency for implementation of certain provisions of the Synar Amendment.

California's prevention services delivery system is implemented on two levels: Through State-administered programs/contracts, and through State contracts with all 58 counties. The majority of SAPT prevention funds are allocated to the counties, which are given the responsibility to determine how these funds will best meet the needs within their local jurisdictions. Therefore, the majority of prevention programming occurs at the local level.

Organizational Chart



FUNDING AND RESOURCES

(See last page of profile for relevant endnotes.)

Year (FFY)	State Funding	SAPT Funding	20% Set-aside
1993	N/A*	$152,246,288	$39,382,514
1994	13,634,390	158,842,557	31,768,511
1995	12,246,618	164,135,903	34,327,180

*Data not available from State.

Allocation of Funds

CSAP Strategy	FFY 1993	FFY 1994	FFY 1995
Information Dissemination	$11,753,006	$12,283,329	$12,801,082
Education	11,753,006	8,151,652	8,229,389
Alternatives	11,057,771	2,398,273	3,067,305
Problem Identification and Referral	1,322,213	1,899,969	1,824,236
Environmental	2,086,158	675,338	439,149
Community-based Process	1,116,536	3,852,883	3,765,830
Other*	293,824	2,507,067	4,200,189

*A portion of California's expenditures in the "other" category included Resource Development activities and Synar Amendment compliance.

Resource Spending	FFY 1993	FFY 1994	FFY 1995
Planning, Coordination, and Needs Assessment	$2,614,000	N/A[1]	N/A[1]
Quality Assurance	1,150,595	N/A[1]	N/A[1]
Training (post-employment)	N/A[2]	N/A[2]	N/A[2]
Education (pre-employment)	N/A[3]	27,800	N/A[3]
Program Development	491,000	1,078,000	1,253,000
Research and Evaluation	600,000	600,000	2,224,000
Information Systems	N/A[4]	N/A[4]	N/A[4]

Substate entities receiving set-aside funds for prevention service delivery

- 18 prevention agencies
- 58 counties
- 265 mentor programs
- 775 community-based organizations*

*As of 1996.

Average amount of grant/contract:

- FFY 1993 – N/A[5]
- FFY 1994 – $75,547
- FFY 1995 – N/A[5]

Per-capita 20% set-aside spending (population):

- FFY 1993 - $1.07
- FFY 1994 - $0.99
- FFY 1995 - $0.92

Staff/Volunteers designated and supported by set-aside funding and level:

- FFY 1993 -
  - State: 12 FTE
  - Regional: N/A[6]
  - Local: N/A[6]
- FFY 1994 -
  - State: 12 FTE
  - Regional: N/A[6]
  - Local: N/A[6]
- FFY 1995 -
  - State: 13 FTE
  - Regional: 6.5 FTE*
  - Local: 23,500** Volunteers

*Number of FTE's assigned to work with specific county prevention coordinators.
**Approximate number of statewide mentors.

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PROGRAMS AND SERVICES

Definition of Prevention:

According to the *Framework for Preventing Alcohol and Drug Problems*, a document produced by the State's Department of Alcohol and Drug Programs, prevention is a process which is continually evolving. The *Framework* is aligned with the public health prevention model and strongly supports community-environmental prevention strategies. It has a very decided emphasis on systems theory, emphasizing that effective prevention actions engage a wide range of community interests affected by AOD-related behaviors.

In May 1998, the Department conducted a statewide survey of 1,200 persons in prevention to focus on revitalizing the *Framework* and interest in prevention. Survey results were presented at a one-day Prevention Summit in July 1998, which began a process that culminated in the **California Prevention Collaborative,** which wrote *The California Prevention Platform – A Framework for the Future* (1998). It consists of nine guiding principles and eight specific planks that together establish a consensus by which the members will focus prevention actions.[7]

Does the State have prevention plan?

Yes, *Framework for Preventing Alcohol and Drug Problems* (1991). Also, *The California Prevention Platform – A Framework for the Future* (1998).

Target populations for prevention services:[8]

- Pregnant women
- Elderly
- Persons with disabilities
- Children of alcoholics and drug abusers
- Psychiatrically disabled
- School drop-outs
- IV drug users
- HIV-infected persons
- Parents/families
- Homeless persons
- Persons with multiple diagnoses
- Persons in criminal justice system
- Youth/adolescents
- Women with children
- Gay/lesbian
- General population

Total Number served:[9]

- FFY 1993 – N/A
- FFY 1994 – N/A
- FFY 1995 – N/A

Programs funded: *

Type	Number of Programs/Number Served **			Programs
	FFY 1993	FFY 1994	FFY 1995	
Information dissemination	185	N/A***	399	Technology/information transfer via State Resource Center; information dissemination on drug-free workplace programs
Education	129	N/A	439	Native American Women's media campaign; Partnership for Drug-Free California media campaign; dissemination of research findings via State Resource Center; outreach/training to youth and communities via cadre of technical assistance contractors; High-Risk Youth Set-Aside projects; provision of technical assistance on environmental techniques for cities; CA Mentoring Initiative
Alternatives	49	N/A	286	Community Drug-Free School Zones projects; Friday Night Live programs; Club Live programs; Drug-Free Workplace projects (county-based)
Problem identification and referral	32	N/A	254	Programs to identify, engage, and provide services to specific target populations (e.g., persons with physical disabilities, out-of-school youth, minorities) in critical need of AOD services
Environmental	14	N/A	196	Drug-Free Workplace Program; programs designed to strengthen environmental factors that support health-enhancing behavior
Community-based	71	N/A	N/A	Programs to empower communities to advocate for and involve themselves in the promotion, marketing, and policy development processes of AOD prevention services

* It should be noted that there is overlap among these numbers. Many counties report that a single prevention program provided by a single agency will deliver services that span several strategies. Therefore, a single program may appear several times in the overall total for prevention providers. This fact should be considered when examining the above data.

In addition, funding that is disseminated to the State's 58 counties by the Department of Alcohol and Drug Programs consists of a mix of funding streams: Federal Block Grant funds, Medicaid funds, Drug-Free Schools funds, and other Federal and State funds.

** Figures – when available from State – indicate number of programs in each Federal prevention strategy area. No reporting of total number of individuals served is performed at the State level.

*** N/A=Data not available from State.

DATA COLLECTION ACTIVITIES

Results currently available on prevention programs funded by the 20% set-aside (including needs assessments and data collection):

As of late 1996, the Department of Alcohol and Drug Programs began working with a contractor to establish a system to collect Federally-mandated prevention program information. This collected information was to be aligned with the Center for Substance Abuse Prevention's (CSAP) six primary prevention strategies. This reporting mechanism, Prevention Activities Data System (PADS), was implemented January 1, 1998; it provides information in the following categories:

- Target populations
- Ethnic groups
- Number of individuals served (directly and indirectly)

The Department predicts that such information will be helpful in evaluating the cost effectiveness of various prevention programs. Each county will submit this report on an annual basis, beginning in July 1998.

Needs Assessments

Each county determines its own needs based on many factors, including the county's size, whether it is urban or rural, and the types of AOD-related problems assessed in the county. Needs may be identified through county plans, alcohol and drug advisory boards, the county boards of supervisors, citizen's groups, or coalitions.

In addition, CSAP has funded ADP to conduct needs assessments for five projects:

- In-school youth survey – This study involves a revised in-school survey in conjunction with a secondary analysis of existing surveys in order to improve the reliability and validity of existing information on the nature and extent of statewide and sub-regional adolescent substance abuse. Issues of concern include ethnic differences and risk factors for substance abuse.
- Out-of-school youth survey – This study consists of a secondary analysis of existing field surveys conducted between 1992 and 1994. It is being conducted to assess the relationship between dropping out and adolescent substance abuse. Issues of concern include correlation of demographic sub-groups and substance abuse, behaviors related to reasons for dropping out, consequences for alternative education programs, and relationships to criminality, gang membership, etc.
- Elderly population study – This study synthesizes data from existing sources, including the California Highway Patrol and Office of Statewide Health Planning and Development (OSHPD). Specifically, the study expands analyses of existing data to focus on the elderly population and to develop information about the relationship between substance abuse and other behaviors, as well as awareness and utilization of resources by the elderly.
- Native American population study – This study synthesizes data from existing sources in order to gain a better understanding of issues related to Native American substance abuse,

- including those of prevalence, risk and protective factors, needs assessment, and policy planning.
- Homeless population study – This study includes, in addition to a literature review, secondary analysis and synthesis of existing studies, and focused street culture field interviews of homeless adolescents. Its aim is to fill information gaps concerning the growing homeless population.

Data Collection

PADS, the pilot project described above, has been implemented. It will capture prevention data on a statewide basis for the State's varied prevention programs.

Evaluation

Two funding mechanisms in California stipulate the requirements (i.e., the provision of quality prevention, treatment, and recovery services) each county must meet. These funding streams are:

- The Certification and Assurances section of the annual county plan and budget
- The Negotiated Net Amount Contract

In addition to the counties' monitoring plans, the State may:

- Conduct periodic program site visits
- Request periodic progress reports
- Conduct program participant satisfaction surveys

SUPPORT SERVICES

Training and Technical Assistance:

California's Department of Alcohol and Drug Programs engages a private contractor, the EMT Group, to provide technical assistance services for AOD prevention programs, at no cost to the prevention service provider. This technical assistance is available to:

- Community-based and environmental prevention strategies
- Prevention strategies for ethnic groups of color communities
- School-based strategies
- Prevention strategies for specific populations
- Program planning, evaluation, and research

In addition, the Department has recently funded a mentoring technical assistance contract to provide technical assistance specifically designed for mentoring programs throughout the State.

Some community-based training initiatives include:

- Institute for Community Organization, which collects groups of community-based project directors in four regionalized 2 1/2 day technology-transfer workshops.
- The Soul Surveyors, a Faith Initiative Project designed to train clergy and lay leaders to identify AOD problems within their congregations and spheres of influence.

California also provides a "Prevention Training Workshop Series," which consists of day-long workshops throughout the State.

Certification Activities:

Certification in California is voluntary and is based on local program decision making. There are many statewide organizations involved in the assurance of continued professionalism in the field of alcohol and drug abuse prevention; the Department of Alcohol and Drug Programs supports these. Two organizations in particular are:

- The California Association of Alcohol and Drug Abuse Counselors, which participates in the International Reciprocity Consortium.
- California Association of Alcohol and Drug Educations, which is concerned with continuing education of alcohol and drug programs professionals.

Endnotes

1 N/A=Data not available from State. During the three reporting years, the Department was not able to report the exact level of funding for specific resource development activities as defined in the guidelines. State and county budgeting and fiscal reporting systems in use at that time were not designed to capture activities in ways necessary to meet categorical requirements. However, the State was able to isolate specific contracts and categorical subvention funds which were used as a basis for some of the activities listed under Resource Development.

2 According to the State, training most probably occurred, however the Department was unable to identify specific activities or training due to a lack of systems to capture and report the data.

3 The Department believes that funds were not used to pay for fellowships or scholarships for substance abuse in accredited academic programs.

4 Data collection activities were funded under the Block Grant. However, data collected on clients included admission and discharge data.

5 It is not consistent with California's methodology for distributing the SAPT 20% set-aside to determine the average grant or contract. Instead, the Department of Alcohol and Drug Programs states that it is more appropriate to demonstrate the allocation methodology California uses to "subgrant" its 20% set-aside SAPT funds. "Subgranting" the SAPT 20% set-aside to the 58 counties is determined by the California Health and Safety Code, which requires the Department to make allocations of State and Federal funds based upon each county's population. The statute also requires the Department to assure counties that have a population under 100,000 that they will receive a minimum allocation of funds that is not less than the base established in FFY 1984-85. In addition, the Department allocates Federal funds in accordance with the Federal set-aside requirements.

6 Numbers verifying regional and local staff/volunteers funded by the SAPT 20% set-aside for FFY 1993-94 are not available. Additional staff are funded by the Federal Department of Education's Safe and Drug Free Schools and Communities Act Grant.

7 *The California Prevention Platform – A Framework for the Future* has been endorsed by an increasing number of major California prevention organizations, each adding credibility and emphasis to carrying out the *Framework*. Each endorsing organization maintains its autonomy in carrying out its normal prevention activities in its own unique manner. The Platform offers a means to collectively determine approaches to advance major prevention issues; each party will engage to the degree and in a manner appropriate for their respective organization.

8 There is no single targeted population in California's prevention programs. Prevention dollars are utilized to prevent the use/abuse of alcohol and other drugs in all age groups, ethnic groups, and communities, with emphasis on high-risk youth, parents, communities, and special populations (including culturally diverse populations). Local county administrators identify their specific needs, which vary from county to county.

9 Since California previously collected only the total number of dollars spent by strategy in each county, this information is not available. On January 1, 1998, the State implemented a data collection system (PADS, described in text above) that will identify the number of persons served directly and indirectly.