Final Report

Evaluation of Implementation and Outcomes:

Montana Strategic Prevention Framework – State Improvement Grant and the Montana Community Change Project

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REPORT FOR
The Strategic Prevention Framework - State Incentive Grant

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BUREAU OF BUSINESS AND ECONOMIC RESEARCH
The University of Montana

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MONTANA COMMUNITY CHANGE PROJECT
FINAL PROCESS EVALUATION
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EXECUTIVE SUMMARY

This evaluation of Montana's SPF SIG project on alcohol abuse focuses on data driven analysis of a) outcomes and b) the process or steps in the implementation of community-based strategies and interventions. Ultimately, outcomes are based on a reduction in binge drinking behavior with an emphasis on underage binge drinking and drinking and driving.

This report identifies and analyzes a number of positive outcomes from Montana's SPF SIG project and the community-based environmental strategies and actions as a result of the Montana Community Change Project (MTCCP). Project outcomes analyzed in this evaluation are based on a variety of indicators and data sources which document a significant contribution from MTCCP to the problem of alcohol abuse in Montana. These outcomes focus on state and regional patterns and are conditional on the second evaluation component, the process evaluation of program implementation. The process evaluation focuses on implementation fidelity to overall strategies and goals of the SPF SIG framework.

OUTCOMES

The outcomes of binge drinking and drinking and driving are based on alcohol consumption and high risk behaviors, law enforcement activities, alcohol-related vehicle crashes, and changes in cultural norms and attitudes in communities that participated in MTCCP.

Binge Drinking

1. Rates of student binge drinking in MTCCP counties were reduced including rates for American Indian students. Prior to 2010 their rates were significantly higher compared to the state and other non-MTCCP rural counties; by 2010, after a year of full program and strategy implementation, the rates in MTCCP counties had converged with those statewide and in non-MTCCP rural counties.

2. Binge drinking rates by seniors in MTCCP high schools dramatically decreased by 2010 to converge with the rates of high school senior binge drinking for the state and for other rural counties.

3. Significant declines in student binge drinking within MTCCP counties were accompanied by improvements in attitudes, community norms, and law enforcement efforts within MTCCP communities.

Drinking and Driving

1. MTCCP counties were significantly above state and other rural rates of student drinking and driving in 2008. Two years later, by which time MTCCP counties were in full implementation of their environmental strategies, student drinking and driving rates including American Indian student rates had declined significantly in these counties and were essentially equal to other rural counties and slightly above state rates.

2. The pattern of convergence between MTCCP rates, other rural, and the state as a whole also can be seen in student responses on riding in a car with a driver who has been drinking. The good news about riding with someone who has been drinking is the decreased rates reported by Montana students and the convergence of MTCCP county rates with other parts of the state. MTCCP counties reported significantly higher rates of riding in a vehicle with a drinker in 2008 but their reported rates dropped significantly to slightly above other rural counties and the state by the 2010 survey year.

Alcohol-Related Vehicle Crashes

1. During the period covered by this evaluation, 2008 to 2010, Montana's alcohol-related vehicle crashes and fatalities were affected by a number of factors in addition to the environmental strategies and interventions implemented by MTCCP communities. State agency policies and programs and changes in the amount of highway travel by Montanans also affected vehicle crash trends.

2. Statewide the number of alcohol-related vehicle crashes in Montana decreased in 2009 and 2010. MTCCP interventions within selected communities had some impact on these state-level outcomes.

3. Percentage decreases between 2009 and 2010 in alcohol crashes within the MTCCP counties were significantly larger than the percentage decrease in statewide rates of alcohol-related crashes.

4. Percentage decreases in alcohol-related fatalities within MTCCP counties as a group were significantly greater between 2009 and 2010 exceeding the statewide rate of decline.

5. The Montana Department of Transportation's proactive emphasis on highway safety, the Montana Department of Justice along with the Montana Highway Patrol policies and programs to reduce drunk driving on the state's roads and highways,

and the impact of economic recession on vehicle miles travelled were all factors affecting alcohol-related vehicle crashes in addition to the SPF SIG program.

Community Cultural Norms and Attitudes

1. Perceptions of unfavorable attitudes by parents to their children for drinking increased over the years leading up to and including 2010, and improvement in student perception of their parent's view on their drinking as very wrong. This improvement was especially pronounced in MTCCP counties.

2. MTCCP high school students reported a significant increase in their self-perception of drinking being wrong. This indicator increased 7 percentage points to 40% of students reporting in Montana's Prevention Needs Assessment survey.

3. Through the Media Advocacy work, MTCCP has increased the knowledge about the problems associated with alcohol abuse. However, as seen in the Statewide Perception Survey, Montana voters have still to completely embrace the fact that community norms and attitudes support continued alcohol abuse.

Law Enforcement

1. Statewide there was an increase in DUI arrests between 2006 and 2009.

2. MTCCP counties followed this state trend with significantly greater increases in the number of DUI arrests in 2008 and 2009. The 382 increased number of DUI arrests within MTCCP counties accounted for the major portion of Montana DUI arrests between 2008 and 2009 with MTCCP's increased numbers offsetting decreases in the number of DUI arrests in urban counties.

3. The significant increase in DUI arrests in MTCCP counties coincides with 2009 as the first year of active implementation of environmental strategies implemented at the community level by Montana's SPF SIG.

4. This positive outcome is one of the underlying contributing factors to Montana's downward trend in alcohol-related vehicle crashes.

5. All MTCCP communities but one had concrete examples of increased law enforcement. There was a wide variety of activities that made up these examples; the most frequently mentioned is the increased or initiated compliance checks.

Policy

1. MTCCP successfully impacted policy decisions related to the SPF SIG priorities. The 2011 Montana State Legislature passed eight new alcohol-related laws and a total of 45 specific changes were made in MTCCP counties to address high-risk behavior associated with alcohol.

2. Some communities did not see actual policy decisions during the lifetime of the project but, it would appear, that support for change is growing with the potential for future decisions to address alcohol abuse.

PROCESS

The Process Evaluation looks at how well the SPF SIG model was implemented in Montana, with the assumption being that fidelity to the model and to the IPS approach would result in successfully reducing the negative effects of alcohol abuse. The process outcomes stated in the MTCCP Logic Model are based on surveys and interviews of MTCCP Staff and volunteer Strategy Team Leaders, on the Community Readiness Assessments, Site Visit Reports, Workbooks, and Workplans.

Strategy Team Building and Efficacy

1. A significant paradigm change is required to change the entrenched approach of modifying the behavior of an individual with alcohol problems to addressing the community conditions that allow for alcohol abuse. However, overall it appears that MTCCP was successful in building the networks in communities to initiate this paradigm change.

2. The culture of drinking was so entrenched that to speak out was an invitation to ridicule by segments within the community that resisted change. The formation of Strategy Teams gave a place for those who desired change to get involved with policy decisions.

3. By 2010, the strategy teams were instrumental in implementing ten new local polices, nine existing policies or ordinances were or are being revised and strengthened or successfully targeted for increased enforcement, and 10 new court enforcement mechanisms were put in place.

4. Based on the findings in both the 2009 Strategy Team Surveys and Strategy Team Leader Interviews, a shared vision was built within the teams.

Greater Participation by Community Residents in Policy Decision Making Processes

1. MTCCP contributed to the increase in citizen participation but was not solely responsible for this increase. There was much focus on alcohol abuse in Montana during years of the SPF SIG grant which was not attributable to MTCCP. The untimely death of State Troopers and other victims of drunk drivers pushed the dialogue about drinking and driving into a whole new realm.

2. Fifteen individuals associated with SPF SIG efforts gave testimony during the Law and Justice Interim Committee implementation of Senate Joint Resolution 39.

Increased Community Awareness

1. MTCCP regions and communities were successful in their media advocacy efforts with significant coverage of the problems around alcohol abuse. The six MTCCP regions generated 702 earned media stories.

2. Large majorities of Montana voters continue to support community action to control unsafe and irresponsible alcohol use.

3. Although Montanans continue to be concerned about the use of alcohol in the state, and particularly about drinking and driving, a change in this concern between 2008 and 2010 was not evident from the Statewide Perception Survey results. Results showed a variance in increased awareness within the different MTCCP regions.

Increased Effectiveness of Prevention Efforts

1. Prevention efforts as a whole have benefitted from SPF SIG but a complete interface has not happened yet between the traditional treatment approach and the environmental approach to addressing binge drinking/drinking and driving.

2. The changes to the way the federal government apportions the Block Grant will help this integration but the reduced amount of money going to the states through the Block Grant will result in fewer communities having the staff and resources to continue the work done under MTCCP.

Cultural Competency

1. The Inclusivity and Cultural Awareness Surveys conducted for all three years showed steady improvement in applying culturally competent practices. However, it will take longer than five years to change the deeply entrenched Montana drinking culture.

2. Differences in generational attitudes to alcohol abuse were harnessed successfully in some communities to push for positive change.

Sustainability

1. Although still tenuous, the potential for SPF SIG sustainability exists.

2. The local Strategy Teams are not as well entrenched as they could be except where they have been integrated with DUI Task Forces or other community coalitions. However, the commitment of local leaders is evident and they will determine the extent of local ownership and thus sustainability.

3. Resource expansion is a problem with the reduction in funding through the Block Grant but local groups are working hard at finding other sources of funding to continue the work.

4. Increased law enforcement has been a major factor in the success of SPF SIG and there is no reason to think that this will not continue in the communities where the local law enforcement has embraced the efforts. Statewide efforts are sustainable especially after the legislative changes made during the 2011 session.

Overall Observation

Certainly MTCCP is an important part of the changes that we have seen in Montana, although it is difficult to identify the exact proportion attributable to the community environmental strategies that have been effectively implemented during the life of Montana's SPF SIG grant. Directly connecting the MTCCP efforts to the reductions in some of the long-term outcomes is problematic since there were other non-MTCCP initiatives in play during 2008-2010. However, the significant number of successes and changes in key consumption and consequence indicators show that the federal investment in Montana's SPF SIG has resulted in positive change.

As this Report shows, the MTCCP efforts have contributed in many ways, not the least of which appears to be that citizens are no longer willing to tolerate the consequences of drunk driving and other negative results of alcohol abuse. Giving a voice to citizens who before were muzzled by the perceived community support for Montana's hard drinking culture is a significant sustainable achieved result of the MTCCP efforts. These voices will save lives, save money, and contribute to healthier communities.

INTRODUCTION

In 2006, the Office of Governor Schweitzer directed the Montana Addictive and Mental Disorders Division (AMDD) to begin working on the Strategic Prevention Framework State Incentive Grant (SPF SIG) from the Substance Abuse and Mental Health Services Administration's (SAMHSA) Center for Substance Abuse Prevention (CSAP).

Overview of SPF SIG

Montana developed overall goals to guide its work; these goals are based on the overall SPF SIG goals developed by the Center for Substance Abuse Prevention (CSAP).

Overall SPF SIG Goals:

- To prevent the onset and reduce the progression of substance use, including underage drinking.
- To reduce substance-related problems in communities.
- To build prevention capacity/infrastructure at state and community levels.

Montana SPF SIG Goals:

- To build prevention capacity and infrastructure at the state and community levels in Montana.
- To prevent the onset and reduce the progression of substance use and abuse in Montana using a public health model.
- To prevent the onset and reduce the progression of substance abuse, including childhood and underage drinking in Montana.

Likewise, the Center for Substance Abuse and Prevention has identified several principals as the foundation for the SPF SIG.

The CSAP's Goals and Guiding Principles for the SPF SIG:

> "To prevent the onset and reduce the progression of substance abuse across the lifespan by taking a public-health approach."

Guiding Principles:

- Substance abuse prevention should be integrated with other health prevention and wellness promotion activities.

- A state's substance abuse system should be data-driven, from the identification of problems and priorities, to monitoring and surveillance, to evaluating outcomes.
- Communities should be full partners in this initiative, and given flexibility in how they develop their substance abuse prevention infrastructure.

SPF SIG Framework:

Montana SPF SIG goals were operationalized through the SPF SIG Framework illustrated in Figure 1. CSAP identified this framework as:

> Examining, interpreting, and applying data are essential processes that help the States to (1) **assess** problems and set priorities, (2) evaluate and mobilize **capacity** to address them, (3) strategically **plan** prevention efforts and make funding decisions, (4) guide the selection of appropriate and effective strategies for **implementation**, and (5) monitor key milestones, **evaluate** initiatives, and adjust prevention efforts as needed.

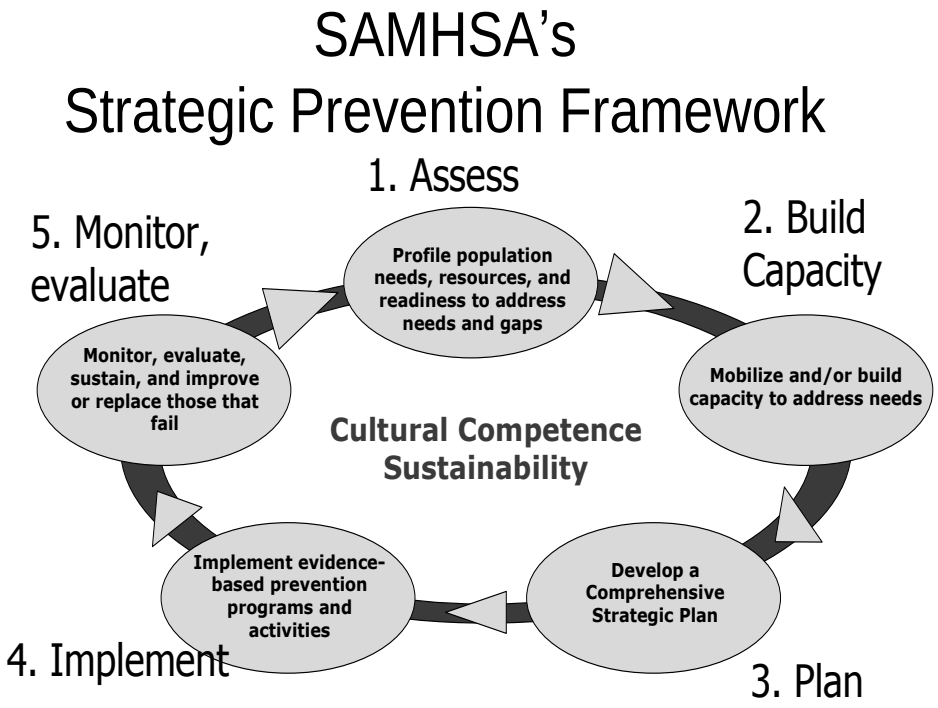


Figure 1 SAMHSA's Strategic Prevention Framework

Montana State Epidemiological Workgroup

Montana's Comprehensive Needs
Assessment for Substance Abuse Prevention:

The Montana State Epidemiological Workgroup (SEW) first met in January 2007. They spent the next year and a half using a comprehensive data-driven process to determine priorities to recommend as the target of Montana's SPF SIG. The Montana SEW (listed in Appendix A) produced an initial report which outlined the nature, magnitude, and distribution of consumption and consequences of Alcohol, Tobacco and Other Drugs (ATOD). The purpose of that report was to inform decisions of the Governor's Office and the State Workgroup and to make recommendations in its development of a strategic prevention plan. This plan became the roadmap for awarding grants to identified communities to develop and implement community prevention plans that address the identified priority.

The Montana SEW's Charge:

- ✓ Identify key data constructs and indicators for understanding state-level substance use patterns and related consequences.
- ✓ Examine and describe consequences and consumption data in the form of an Epidemiological Profile outlining their nature, magnitude, and distribution.
- ✓ Provide a baseline and set the stage for ongoing data monitoring efforts.

Process for Determining Priorities:

Montana's Epidemiological Workgroup undertook the process of conducting a comprehensive needs assessment consisting of the following steps. For further details, the 2007 Report***** (Seninger and Herling) gives a comprehensive explanation of each step.

1. Identify data sources.
2. Develop and collect database of sources for ATOD consumption and consequence patterns.
3. Develop initial list of consumption and consequence indicators.
4. Develop criteria for selecting priorities.
5. Apply initial narrowing criteria.
6. Apply second narrowing criteria to determine refined list of consumption and consequence indicators.

7. Determine pattern of relationship between consumption and consequences to identify priority substances and/or substance-specific problems.
8. Develop recommendations for state priority(s) and rationale.

Based on the above process, the Montana SEW recommended the following target and secondary areas of concern to be the focus of Montana's SPF SIG:

Primary Target:

Binge drinking with an emphasis on underage binge drinking. Binge drinking refers to having five or more drinks on any one occasion.

Area of Concern:

Secondary level of prevention efforts should be drinking and driving with an emphasis on teenagers and young adults. This is based on the fact that not only are students and adults binge drinking but they are getting in cars and being injured or killed and injuring or killing others.

***** Montana's Comprehensive Needs Assessment for Substance Abuse Prevention 2007 Steve Seninger, Ph.D. and Daphne Herling

Montana Context

Montana is the fourth largest state in the United States encompassing 145,552 square miles. The state has 56 counties ranging in size from 719 square miles to 5,529 square miles; 46 counties are considered frontier, eight are considered rural, and two are considered urban. There are seven American Indian Reservations and 11 American Indian tribes occupying 8.4 million acres. All but two reservations are located in eastern Montana. According to the 2010 census, Montana's resident population is 989,415 and population density is 6.2 people per square mile. The population is split almost equally between urban (54%) and rural (46%). Just over 33.5% of Montana's people reside in the seven population centers of Billings, Great Falls, Missoula, Helena, Bozeman, Kalispell, and Butte/Silver Bow. The remainder of the population is dispersed in small towns, communities, and on farms and ranches.

Census 2009 updated population race/ethnicity and ethnic breakdown data can be found in Table 1 below.

Race/Ethnicity	% Of 2008 Population
White	89.4
American Indian & Alaskan Native	6.4
Hispanic	3.1
Asian	0.6
Black	0.4
Other	0.1

Table 1: Annual Estimates of the Resident Population by Race/Ethnicity in Montana (U.S. Census Bureau, 2010)

Demographics and Family Characteristics

Between 2000 and 2009, Montana's population grew by 7.3%; however, the state continues to see a decline in the number of children. In the same period, the total number of children under age 20 fell by 3.4%, and this figure represents a lessening in the decline over the last few years. The number of white children fell by 6.2%. The population of American Indian/Alaska Native under age 20 remained unchanged over the decade.

Social and Economic Context

In 2009, the median household income was $43,948 in Montana. With the US economy in recession, Montana's unemployment rates have fared well compared to the national rate; in 2011 Montana's rate was 7.4% compared to the national rate of 8.7%.

The rate of Montanans living in poverty grew from 13% in 2000 to 14% in 2008. Poverty rates for Montana's children ages 0 – 17 are even higher at 19%. The group representing the largest share of children in poverty (27%) is kids under six years of age.

Education

Two major data sources used in this report, the Prevention Needs Assessment (PNA) and Youth Risk Behavioral Survey (YRBS), are school-based surveys. They are voluntary surveys administered by the local school district. There are 829 schools in Montana ranging in size from less than 50 students (336 schools) to over 500 students (50 schools). With the declining number of school-age children in the state, public school enrollment numbers have declined by 8.4% since 2000.

Substance Abuse in Rural and Small Town America*

Montana's story on substance abuse can be set in the context of national research looking at illicit drug use and alcohol use across the nation in rural and small town America. Problem behaviors associated with substance abuse include failure to fulfill major role obligations at work, school, or home; legal problems stemming from dysfunctional interpersonal and social relations; and hazards to health and life. The prevalence of these problem behaviors changes with the substance abuser's age. Dramatic increases in both drug and alcohol abuse occur between 12 to 17 years of age and in young adults. The most significant number is the high use of alcohol among males ages 18 to 25. Until that age, the use of alcohol or illicit drugs between males and females is similar. Then there is a three-fold increase in alcohol abuse and a doubling of drug abuse by young adult males from their young teens to their young adult years. Increases for female teens and young adults are less dramatic.

Some Significant Conclusions from the Carsey Institute Report are:

- Alcohol abuse far exceeds illicit drug abuse. The only group at an equally high risk for both is American Indian youth (age 12-17).

- Alcohol abuse is a serious problem among rural youth (age 12-17), and this risk for alcohol abuse is exacerbated when parents are absent from the household.

- Young adults (age 18-25) show the highest rates of alcohol and illicit drug abuse, and it is in young adulthood that gender differences emerge. Twenty-two percent of young adult men have an alcohol abuse problem compared to 12% of young adult women. Nine percent of young adult men have a drug abuse problem compared to 6% of young adult women.

- Less educated young adults (age 18-25) are more likely to have an illicit drug abuse problem.

- Unemployment appears to be an especially crucial marker for illicit drug abuse for all ages.

- Unmarried young adults and adults in rural areas are more likely to have alcohol and illicit drug abuse problems than are their married counterparts.

***** Source for this section: The Carsey Institute, "Substance Abuse in Rural and Small Town America." (www.carseyinstitute.unh.edu). This section was included in the 2007 SEW report, it is included again as it remains the benchmark for research on alcohol abuse in rural America.

MONTANA COMMUNITY CHANGE PROJECT OVERVIEW

Montana's DPHHS issued a Request for Proposals and awarded SFP SIG grants to 23 Montana communities to address the substance abuse priorities approved by the Governor's Office and the State Workgroup.

As the project was rolled out the name was revised to be more user-friendly. Instead of SPF SIG it was called the Montana Community Change Project (MTCCP). For the purposes of this Report, when referring to the federal grant and its requirements the project is called SPF SIG, when referring to the Montana implementation of the federal SPF SIG, it is called MTCCP.

MTCCP Communities and Regions

For the purposes of this Report, the MTCCP communities shall refer to the Montana counties and reservations receiving funding through the SPF SIG Grant. There are 23 MTCCP communities, contained within six regions in the state. The communities and their corresponding regions are listed in the chart below.

County/Reservation	Region
Blackfeet Reservation (Browning), Cut Bank/Seville and Heart Butte *(Pikanni Action Team)*	Blackfeet Housing
Silver Bow, Madison, Beaverhead, Deer Lodge and Powell Counties *(Southwest Montana Community Change Project)*	Butte-Silver Bow County Health Department
Sheridan, Roosevelt, Richland, Dawson and Wibaux Counties, and Fort Peck Reservation *(Eastern Montana Community Change Project)*	District II Alcohol & Drug Services
Flathead Reservation, Lake, Mineral, Sanders and Lincoln Counties *(Northwest Montana Community Change Project)*	Flathead Reservation & Lake County Coalition for Kids, Inc.
Hill, Blaine and Phillips Counties *(HELP)*	Havre HELP Committee
Jefferson County, Whitehall and Boulder *(Jefferson County)*	Jefferson County Sheriff's Department

MTCCP was funded to address the alcohol abuse problems identified as Montana's priority substance abuse issue by Montana's Epidemiological Workgroup (Seninger and Herling 2007 Report). Specifically, the MTCCP was charged to reduce

the consumption and consequence indicators of binge drinking and drinking and driving with an emphasis on preventing underage binge drinking and underage drinking and driving.

The Institute for Public Strategies (IPS) www.publicstrategies.org was contracted to provide technical assistance to the state as it developed Montana's strategy for implementing the SPF SIG; and to the communities once funding had been awarded. The Environmental Prevention Implementation Model developed by IPS was used to advance environmental initiatives in each funded community. This is an approach that identifies and works to change the elements within the environment of a community that support or condone unhealthy or unsafe decisions. It focuses on community systems as opposed to individuals, and is based on the fact that individuals do not make decisions regarding their health and safety solely on the basis of personal characteristics. The collective culture or attitude within a community is also a determining factor.

This model, illustrated in Figure 2, is made up of five interdependent strategies that have been used effectively to create a shift in community norms and standards. The strategies that make up the IPS Environmental Prevention Model include: Media Advocacy, Intentional Community Organizing, Applied Data and Research, Policy Development, and Enforcement. These strategies were used collectively to advance the environmental initiatives identified as part of the solution to binge and underage drinking in each funded community.

Figure 2: Representation of the Environmental Prevention Implementation Model Developed by IPS to Guide the MTCCP Communities.

A key part of the theory used by the MTCCP and implemented in the communities through technical assistance by IPS is that increased public awareness + increased law enforcement will lead to reductions in the identified problems and thus

fewer negative consumption and consequence indicators. This approach has been shown to be effective by Voas, et al. (1997) and is visually represented in Figure 3 below.

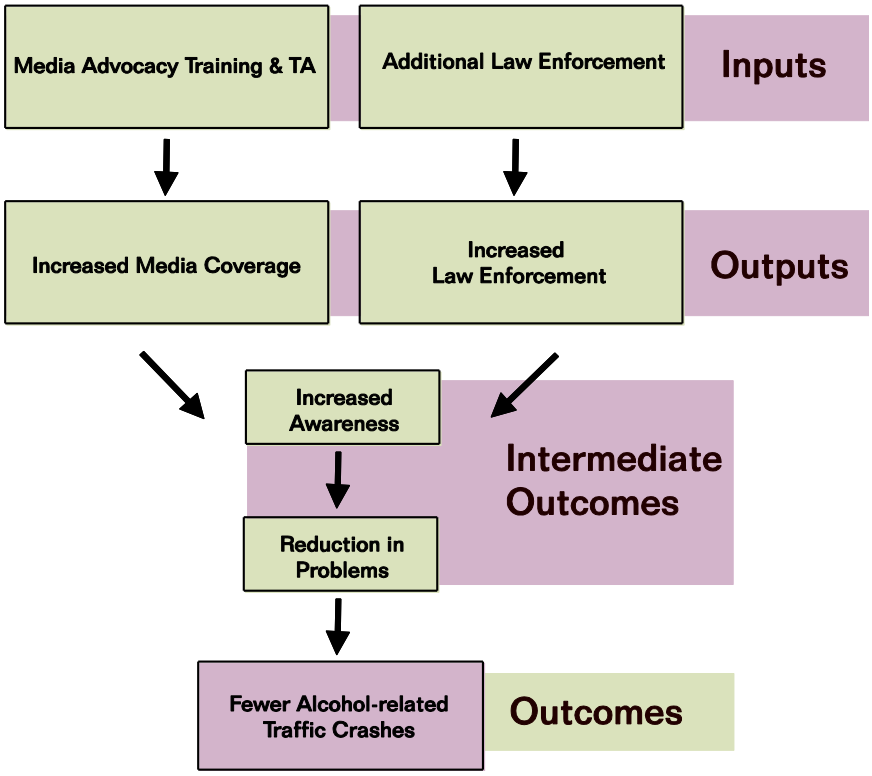


Figure 3: Theoretical Background to MTCCP Approach as Informed by Research Conducted by Voas, et al. (1997)

Timeline of Community Work

Grant contracts were awarded to communities in January 2008. The MTCCP communities spent most of 2008 on the assessment, capacity building, and planning phases of the SPF SIG Framework. Prior to Step 1, communities hired, trained and established local staff. A brief timeline of major SPF SIG Framework activities follows:

1. **Needs Assessment**
   - Complete Workbooks (June 2008)
2. C**apacity Building**
   - Build local relationships (July 2008 on-going)
   - Build local strategy teams (October 2008 on-going)
3. P**lanning**
   - Attend training on environmental strategies (July 2008)

- Complete Workplans (October 2008)
- Complete Community Readiness Assessments (November 2008)

4. I**mplementation**

   - Identify environmental prevention initiatives (November 2008)
   - Refine environmental prevention initiatives (August 2009)
   - Implement environmental prevention initiatives (earliest October 2008 through May 2011)

5. **Evaluate** initiatives, and adjust prevention efforts as needed.

   - Provide information for first, second, and final year process evaluations (2008 through 2010)

Project Adjustments

Changes in MTCCP funding and exogenous events surrounding the project have to be considered in this final evaluation Report. There were several such instances during the lifetime of the project and the major ones are listed below with a brief summary. Although changes are to be expected during the span of a five-year project, these adjustments are listed so their cumulative impacts can be assessed. Thus we've added brief comments to each summary to address the potential impacts on the MTCCP. The comments are based on discussions with MTCCP Staff, IPS staff, and DPHHS staff. It is part of human nature to have personality conflicts resulting in tension and challenges, and to pretend that this was not the case for MTCCP would be disingenuous. However, for a five-year project with multiple levels of reporting, oversight, and responsibility the fact that the project kept moving forward is testimony to staff commitment.

A) Timeframe for Community Implementation of SPF SIG Project:

- SPF SIG was funded as a five-year project with some states receiving a one-year no-cost extension. States receiving funding often had different timeframes for completing their state Needs Assessments through their Epidemiological Workgroups, and then awarding funding to communities to conduct their Needs Assessment and to begin implementation. Communities in different states had at the least three years and at the most five years to do their work under the grant. Montana communities had 3 ½ years to make their mark.

Comment: MTCCP communities were awarded grants in January 2008 with the first orientation conference for all MTCCP Staff being held in February 2008. The next nine months were spent assessing the communities' needs, building capacity within the local communities to support the project, and conducting planning activities. Throughout this time intensive trainings were

held for staff and community leaders in environmental prevention strategies which was a new paradigm to most of them. Thus actual implementation – beginning to work on specific policy changes – did not begin until 2009.

Many of the MTCCP Staff feel that if they had had that extra year or so, it would have made a difference in getting some policies passed or getting strategy teams to a more self-sustainable level. However, without the training and pre-implementation community preparations it is doubtful that the project would have had the impact it did given the paradigm change required from the traditional approach to treatment and prevention.

B) EMTCCP/Wibaux County:

- In 2010, the board of directors of the District II Alcohol & Drug Services (EMTCCP Fiscal Sponsor) requested that SFP SIG funding be discontinued for MTCCP efforts in Wibaux County. A video produced by IPS and the local coalition was the tipping point in a contentious relationship between MTCCP and some community members.

Comment: The fact that there was controversy around MTCCP should not be a surprise, and, in fact, was specifically mentioned as a finding in previous research on local action in other communities outside of Montana relating to alcohol policies:

"Local alcohol policies generate controversy. Such controversies occurred in each of the three experimental communities. Unless the local citizens who are supporting and leading efforts to implement special policies are prepared for opposition, the enthusiasm of local groups can be reduced. As opposition grows in response to a local alcohol policy, for example, to restrictions on new alcohol outlets, local volunteers can feel torn between wanting to be 'good neighbors' and wanting to reduce alcohol problems in the community" (Holder, et al. 1997).

However, the fallout from the Wibaux County matter was far beyond that experienced in any other MTCCP communities and resulted in all efforts being terminated. The MTCCP efforts in Wibaux County had seen several successes up to that point, so to lose the momentum was unfortunate. This is especially so given that Wibaux County ranked in the top five worse counties in five out of the seven indicators tracking the negative consumption and consequence indicators used to determine the Montana SPF SIG priorities.

C) NWMTCCP Fiscal Sponsor Change, PC as Program Officer:

- In late 2009, The Coalition for Kids removed itself as the fiscal sponsor of the NWMTCCP after some tensions and challenges emerged. A separate 501(c)3 was created to be the fiscal sponsor for all NWMTCCP counties except the Flathead Reservation.

Comment: At the time of this change, NWMTCCP was reported to be building momentum; the change created tension and friction and diverted attention from the goals of the project.

- In late 2009, fiscal agency status was awarded directly to the Flathead Reservation program.

Comment: Oversight for the Flathead Reservation program remained with the Project Coordinator of the NWMTCCP. No significant impacts were reported.

D) Policy Considerations:

- Exploration of certain policies related to alcohol taxes was discontinued at the state level.

Comment: A statewide policy solution of raising alcohol taxes was no longer available as a possible tool. Research has shown that raising alcohol taxes is an evidence-based strategy for reducing alcohol consumption, thereby reducing alcohol-related vehicle crashes. (Wagenaar, et al. 2010)

- IPS involvement with state-level advocacy was discontinued.

Comment: The Common Sense Coalition members no longer benefited from IPS experience. However, state-based local voices became the primary spokespeople for the policy change efforts.

E) Changes in State Oversight:

- In November 2009, changes were required in the approval process for media advocacy. The use of issue briefings as an education tool was discontinued.

Comment: The intent was to encourage staff to use community spokespeople instead of staff being the primary spokespeople. Although this was a positive in terms of sustaining a community presence it inhibited branding of the MTCCP name as a "go to" media source on alcohol abuse. MTCCP Staff

perceived this as a "silencing" of their voices in what they could/could not say.

- The AMDD staff person directly overseeing the SPF SIG was changed at the end of 2009. More oversight from DPHHS ensued.

Comment: There was loss of valuable institutional knowledge which, perforce, changed some aspects of the MTCCP approach. Additionally, local MTCCP Staff no longer had a single point person to whom to direct questions.

- In mid-2009, site visit interviews and reporting for the Pikanni Action Team was changed. The MTCCP Staff from that region were required to come to Helena to directly report to AMDD.

Comment: The additional travel requirements were challenging to the PAT members, but they resolved their scheduling conflicts and regular Site Visit Reports were conducted. However, group reporting was seen to be less successful than interviews conducted one-on-one with local staff. IPS resumed travelling to Browning to conduct at least one site visit during the last six months of the project.

Handling the MTCCP tribal contracts and relationships differently than other MTCCP contracts gives a perception of cultural challenges. However, the presence of a cultural tension was a reality.

F) Notification of Temporary Project Suspension:

- On July 15, 2010 AMDD issued termination letters to each of the SPF SIG Projects as Montana had not received Federal approval for the one-year no cost extension to complete the project by May 31, 2011. When Montana officially received the Grant Award Notice granting the one-year no cost extension, an e-mail notification was sent August 9, 2010 to officially announce this information.

Comment: Even though the project did not get terminated, receipt of the letters had a discouraging impact on MTCCP Staff, creating a reported sense of apathy about the project. However, Site Visit Reports after this incident did not show significant reduction in work efforts and MTCCP continued to have successes at the local level.

G) High Profile Alcohol-related Deaths and Crashes:

- On March 27, 2009, Montana Highway Patrol Trooper Mike Haynes was killed when an intoxicated driver struck his patrol car head-on on US 93 near Kalispell. (http://www.odmp.org/)

- On August 26, 2008, Montana Highway Patrol Trooper Evan Frederick Schneider was killed in an automobile accident on Highway 2 near Columbia Falls when his vehicle was struck by a drunk driver. (http://www.odmp.org/)

- Former Kalispell state Sen. Greg Barkus was charged with one count of criminal endangerment and two counts of negligent vehicular assault following an August 2009 boat crash onto the shoreline of Flathead Lake. The crash injured all five passengers, including U.S. Rep. Denny Rehberg, R-Mont., and two of his staff members as the group returned from a dinner at The Docks restaurant in Lakeside. Barkus' blood alcohol content was shown to be 0.16.

Comment: The above three incidents involving drinking and driving received an extraordinary amount of media coverage raising the profile of drunk driving. The death of Trooper Haynes became particularly significant when the bartender who served the drinks leading to the crash that killed him was sentenced to four months in jail, far more than the 30 days recommended as part of a plea bargain. This, despite a history of broad reluctance by prosecutors in Montana to charge bartenders in relation to drunken driving crashes.

H) MTCCP Staff Changes:

- Throughout the life of the project, changes took place among local and statewide MTCCP Staff.

Comment: Staff coming and going is a natural part of any five-year project and there is no indication that staff left because they were discontent with working for MTCCP; rather, reasons ranged from career opportunities to normal geographic moves. In actuality there were relatively few such staffing changes for a project this size. The major negative impact was in the need to train new people and bring them up to speed on such a complex, multifaceted project that relied heavily on developing local relationships and local knowledge. Also the requirement that staff live in the community in which they worked added a challenge to finding qualified people.

EVALUATION APPROACH AND METHODOLOGY

As determined by the Theory of Change and Logic Models developed by the University of Montana evaluators for the MTCCP (Appendix B), the desired Long-term Outcomes, Intermediate Outcomes and Short-term Outcomes of the project are:

Long-term Outcomes

- Reduction in binge drinking, especially with underage drinkers;
- Reduction in drinking and driving, especially with underage drinkers;
- Reduction in alcohol-related traffic injuries and fatalities in MTCCP communities;
- Shift in cultural norms toward challenging binge drinking/drinking and driving as normal; and
- Sustainability of efforts though local ownership and resource expansion.

Intermediate Outcomes

- Increased effectiveness of prevention efforts to address binge drinking and drinking and driving;
- Increased knowledge about the external barriers that support continued binge drinking and drinking and driving;
- Improved policy decisions related to binge drinking/drinking and driving (e.g., law enforcement, advertisements, etc.);
- Increased participation of community residents in policy decision making processes that concern substance abuse prevention;
- Increased number of policies related to binge drinking/drinking and driving adhered to and enforced; and
- Sustainable data work by SEW to work on Montana substance abuse prevention.

Short-term Outcomes

- Increased skills demonstrated by coalitions in developing and implementing environmental strategies;
- Coalitions build shared vision, and design, plan and facilitate research;
- Increased awareness regarding binge drinking/driving while drinking in the grantee's counties and in the state;
- Increased understanding of cultural competence as a linchpin for effective community collaboration in prevention activities; and
- Increased networking in communities, service integration, and sharing of resources to address substance abuse prevention.

Quantitative Evaluation Methodology

Evaluation of Alcohol Consumption and Consequences

The quantitative evaluation of Montana's SPF SIG focuses on Montana's priority consumption and consequence indicators. The primary indicators identified by the Epidemiological Workgroup are binge drinking, and drinking and driving, both with an emphasis on teenagers and young adults. These two indicators reflect the consumption and associated risk behaviors of alcohol abuse. Alcohol-related vehicle crashes are a major consequence of the consumption and risk behavior measures.

There are other indicators that were used in this quantitative evaluation of the Montana SPF SIG. Binge drinking by adults, 30-day alcohol use, and riding in a car driven by someone who has been drinking are additional measures of consumption and risk behavior. Changes in these measures, particularly reductions in the percent of persons engaged in these activities could likely reflect the impact of community-based environmental strategies implemented during the SPF SIG project. Such changes are more likely to occur over shorter time periods of one to two years and this encompasses the same time frame in which SPF SIG environmental strategies were actively formulated and implemented through the MTCCP.

Alcohol-related vehicle crashes are influenced by a number of factors, some of which are independent of policy initiatives like the SPF SIG environmental interventions. The price of gasoline affects the amount of miles driven, economic recession in the state economy may reduce highway traffic, and variation in the presence of law enforcement on state roads can also affect the number of crashes. These external factors may influence annual changes in alcohol-related vehicle crashes making it difficult to assess impacts of Montana's SPF SIG on crashes.

Trend Analysis of DUI Citations and Alcohol-Related Crimes

State and county data on DUIs were examined over a six-year period from 2002 to 2009. The data was assessed for trends within MTCCP counties compared to other rural counties in the state. Alcohol-related offenses committed during or after drinking alcohol were also analyzed.

Patterns of change and regional differences were evaluated in relation to population levels and shares of state population to get some idea about per capita rate data for citations and arrests for alcohol-related crimes.

Statewide survey data on MIP offenders and DUI offenders were examined for behavioral and demographic characteristics of the persons with these citations in

Montana. The data covers a three-year period from 2008 to 2010 and includes information on sources of alcohol and consumption rates.

Trend Analysis of Student Alcohol Consumption and Risk Behaviors

Prevention Needs Assessment (PNA) data is used to identify trends in underage drinking and driving and for selected indicators of student perceptions and attitudes related to underage drinking. The primary indicators are binge drinking, 30-day use, drinking/driving, and riding/drinking.

Other consumption-behavior indicators underlie or contribute to student alcohol consumption and risk behaviors. These indicators are more subjective representations of perceptions and attitudes about alcohol consumption and related risk behaviors. Perceptions about the ease of alcohol availability, about the danger of being caught drinking by police or parents, about perceived neighbor's attitudes to student drinking, and self-perceptions about the 'wrongness' for me to drink are PNA indicators that may be impacted by MTCCP environmental strategies.

Data from past PNA surveys beginning with 2002 and ending with the 2010 survey were analyzed for state and regional trends. State trends for student alcohol consumption are compared to regional groupings of Montana counties. Nineteen counties containing MTCCP projects are grouped in one category, which, with the exception of Silver Bow County, is comprised of rural counties. The 23 Montana communities that are part of the MTCCP are in these nineteen predominantly rural counties throughout the state. As a group, the MTCCP communities are compared to 30 other rural Montana counties comprising a similar 'other rural' group. This two way split offers a comparative analysis of one set of rural counties where there were active environmental interventions as part of the SPF SIG framework against another set of non-intervention rural counties. Both of these groups were also compared to statewide trends for further analysis.

The regional comparisons that were made focus on how the MTCCP group's student indicators changed in relation to the state and to the 'other rural' group. This provides some insight on how MTCCP environmental strategies affected high risk alcohol consumption behavior within the 23 communities contained in the 19 counties compared to other rural counties that did not have environmental interventions from SPF SIG during the period of the project.

Statistical Analysis of Underage Binge Drinking and Environmental Interventions

The PNA indicators used in comparative trend analysis are also used in a statistical analysis of binge drinking behavior and drinking and driving. Student perceptions and attitudes both affect risk behaviors and also reflect the community environment and culture where they live and go to school.

Individual student responses for a number of risk behavior and attitudinal measures from the 2008 and 2010 PNA data bases were analyzed. Large survey samples of more than 18,000 students in each of the two survey years were used to examine age, gender, student perceptions and attitudes as determinants of binge drinking and drinking and driving.

Variables were developed on student perceptions of the availability of alcohol, law enforcement, parent and neighbor attitudes to student drinking behavior, and personal perceptions on the 'wrongness' of drinking while a student. The variables should be influenced by community environmental factors, some of which are targeted by the MTCCP environmental strategies.

Impacts of the different variables on the likelihood or probability of student binge drinking and drinking and driving constitute the main focus of the statistical modeling and estimates. Student age, gender, and the student perception/attitude variables as explanatory variables offer insights to the potential, long-term impact of environmental strategies operating on these variables, hence on the priority issues of binge drinking and dinking and driving.

MTCCP and Regional Patterns of Student Drinking

PNA data on student alcohol consumption and associated risk behaviors is analyzed from the 2002 survey year up to the most currently available, the 2010 PNA survey data. The data for each survey year was aggregated for the 19 MTCCP counties and then compared to both the 30 other non-MTCCP counties and to state-level data based on all 56 counties in Montana.

Core indicators analyzed are binge drinking, drinking and driving by students who were 16 years of age and older, students who rode in a car with a driver who had been drinking, and alcohol use in the past 30 days. Other indicators that represent community environment and cultural norms of alcohol consumption in general and student drinking in particular include perceptions on the likelihood of being caught drinking by parents or by police and the ease versus difficulty of obtaining alcohol.

Self-perception indicators on the acceptability of student drinking by one's neighbors, by parents, and by the student him or herself are measured and analyzed using a 4 point interval scale ranging from VERY WRONG to OK. The self-perception and likelihood of being caught measures were analyzed for all five survey years starting with 2002 and ending with the 2010 PNA survey.

The nine-year period covered by the five survey years is a long enough time perspective to compare MTCCP counties to other regions and identify changes in the indicators in the 19 counties as a group and in comparison to other counties. The core indicators along with community environment-norm indicators offer a good

representation of behaviors, attitudes, and perceptions about alcohol consumption and associated risk behaviors.

Two of the survey years, 2008 and 2010, cover the period when environmental strategies were initiated in MTCCP communities. The 2010 survey year is a particularly good observation period for assessing MTCCP impacts on student alcohol consumption behavior since most communities were in full implementation during that year.

The comparative analysis of MTCCP counties and other rural counties should provide evidence as to the effect of MTCCP on consumption behaviors that are intermediate outcomes and determinants of longer-term effects on outcomes like alcohol-related vehicle crashes.

Vehicle Crash Outcomes

Alcohol-related vehicle crashes are one of the major consequence or outcome measures for the Montana SPF SIG project. Fatal crashes and crashes with injuries due to alcohol are two basic measures analyzed at the state level and for Montana counties.

State data on alcohol-related crashes from 2000 to 2009 are examined for trends and for patterns by age cohorts. County-level data for alcohol-related crashes are measured by five-year moving averages that are updated to the most recent five-year period available.

Nighttime single vehicle accidents between 8 pm and 4 am are another outcome measure examined at the state and county levels. Single vehicle accidents at night are a surrogate measure that includes alcohol impaired drivers who might otherwise not be included in the official alcohol-related crash data reported to the Montana Department of Transportation.

There are some serious limitations to using vehicle crashes related to alcohol as outcome measures for evaluating Montana's SPF SIG. Vehicle crashes are related to a number of macro-level factors outside the purview of environmentally based strategies implemented in MTCCP communities.

Annual data is typically one or two years behind the current year. So, for example, 2010 data is just becoming available for fatal crashes due to alcohol. Final data for 2011 will not be available until June of 2012.

County-level data on alcohol-related crashes with fatalities and with injuries vary dramatically from year to year for Montana's smaller populated rural counties. A rural county may go for one or two years without experiencing any fatal crashes and only a small number of crashes with injuries then have a spike in crash events in the following year. This erratic behavior of crash events for rural counties necessitates five-year

averaging for developing a more accurate picture of trends and patterns for rural counties and groups of rural counties. Five-year averaging combined with a one or two year lag time for data places this kind of measure outside the time frame available to evaluate the effectiveness of MTCCP interventions.

Single vehicle nighttime crash data is not as erratic on a time series basis. Annual data even for small population rural counties show enough events in a given year, a level of occurrence that seems to hold year after year. The somewhat more stable pattern of time series at the county level enables some trend and pattern analysis.

Crash data has been examined and used to shed light on trends and patterns subject to all the caveats noted above. Limitations of vehicle crash data for evaluation place a greater weight on the analysis of alcohol consumption and associated risk behaviors, which are the precedents and factors feeding directly into alcohol-related vehicle crashes.

Policy and Enforcement Tracking Methodology

Statewide Policy Evaluation Methodology

CSAP gave SPF SIG states a range of evidence-based policies and practices proven to reduce the harmful consequences of alcohol abuse. Montana's efforts to enact statewide policy changes were tracked as part of the SPF SIG evaluation. The Common Sense Coalition (CSC) was a statewide group formed to change state-level alcohol policies. Additionally MTCCP Strategy Teams worked to educate their state legislators on the issues.

In 2009, interviews and a survey were conducted with members of the CSC. The survey (Appendix C) was administered through the web-based program Survey Monkey and the questions were designed around the five SPF SIG steps to ascertain coalition effectiveness, perceived ability to succeed in changing statewide policy, and perceived sustainability. Interviews were then conducted with nine of the 15 CSC members (Appendix D).

An interim committee was authorized by Senate Joint Resolution 39 during the 2009 Montana State Legislature to examine potential policy areas that address the negative consequences of alcohol abuse in Montana. MTCCP efforts to educate and inform this interim committee and the final recommendations were tracked. The recommendation that came out of SJR 39 were followed and statewide policies enacted by the 2011 Montana State Legislature were tracked from introduction to conclusion whether they were killed in committee or were passed and became law.

Local Policy and Enforcement Change Evaluation Methodology

Evaluation of the effectiveness of policy interventions in improving the long-term negative outcomes of alcohol abuse is well documented by Holder, et al. (2000). This Report draws from conclusions that "a coordinated, comprehensive, community-based intervention can reduce high-risk alcohol consumption and alcohol-related injuries resulting from motor vehicle crashes and assaults." (ibid) Tracking when an intervention began and how well it was implemented is an important evaluation tool and was utilized for each of the MTCCP communities. Without this information, effectiveness of interventions on long-term outcomes cannot be evaluated.

The MTCCP approach as outlined by the SPF SIG/IPS models necessitate that communities identify evidence-based policies and law enforcement practices proven to reduce the harmful consequences of alcohol abuse. The range of these policies and practices was presented to states receiving SPF SIG Grants and were used by local communities implementing the project. MTCCP communities went through a comprehensive process, guided by IPS, to determine which were either absent from or most suited to their specific community's alcohol-related problems. Evaluation of the methods by which the choices were made is captured by the process evaluations. However, previous evaluations of a community-based environmental prevention approach (Holder, 1998) to reduce harm from alcohol abuse show the importance of tracking (i) when the policies and/or law enforcement efforts were initiated, and (ii) the level of enforcement that was applied. The simplest way to refer to these two aspects is "Date of Initiation" and "Dosage": i.e., when a policy was placed on the books; when a local law enforcement agency began to increase or initiate enforcement of current policies; and how often or how much the policy or enforcement mechanism is being done.

A spreadsheet was created to track Dates of Initiation and Dosage; and criteria were selected to establish what both "date of initiation" and "dosage" would mean for each initiative chosen by the MTCCP communities (Table 2). The criteria were developed with emphasis placed on numbers that are routinely collected, that have specific meaning, or that show impact, and are directly attached to the initiative. Sometimes the criteria for a given initiative are different for different communities.

INITIATIVE	DATE OF INITIATION (definition)	DOSAGE (definition)
Compliance Checks	Date of first training	Number of times local law enforcement commits to doing them; number of businesses they check on depends on law enforcement resources. They usually can not commit to doing all alcohol outlets.

INITIATIVE CONTINUED	DATE OF INITIATION (definition)	DOSAGE (definition)
Court Watch	Initiation of formal training of volunteers to do court watch	Actual number of times court watch is done
Create Cross-Jurisdictional Law Enforcement Unit	Formation of a multi-jurisdictional law enforcement unit	Determined by each location depending on decisions made by cross-jurisdictional entities
Deterrence Theory: Strengthen MIP System	A variety of definitions were used: • Start of MTCCP • 1st high-visibility MIP enforcement operation • Local ordinance, adjudication, enforcement or community service agreement • Law enforcement training to aid officers in writing prosecutable MIP reports	A variety of definitions were used: • Number of MIP citations • Various changes in community conditions related to underage drinking • # of underage enforcement events (e.g., curfews, party busts, graduation patrols) • # of DUI trainings and # of officers trained
Deterrence Theory: Strengthen DUI System	A variety of definitions were used: • Date DUI Checklist goes into effect • 1st special DUI enforcement operation • Implementation of DUI Court • Local Ordinance or adjudication agreement • Law enforcement training to aid officers in writing prosecutable DUI reports	A variety of definitions were used: • Number of DUI citations • # of offenders served by DUI Court • # of times interlock is imposed • How often DUI Checklist is used • # of felony DUI convictions & # of successful DUI prosecutions • # of interlocks installed on offender vehicles • # of DUI trainings and # of officers trained
Mandatory RASS	Date of first training	Number of people trained
Restrictions on Alcohol at Special Events	When policy is adopted at the municipal level	Number of events with any type of restriction
Social Host Laws	When policy is adopted at the municipal level	Number of incidences enforced
Student Behavior Contracts	When policy is adopted by local school board. For those who have them in place, the date of initiation will be start of MTCCP	Number of times contracts are enforced at the school level

Table 2: Definitions of Date of Initiation and Dosage for MTCCP Chosen Initiatives

Each MTCCP community was listed on the spreadsheet along with their identified initiatives. As policies were enacted or law enforcement efforts began, entries were made in the spreadsheet. This tracking began at the end of the first year (2008) and throughout 2009 and 2010.

Media Advocacy Evaluation Methodology

Media advocacy was a major part of MTCCP's community work to impact alcohol abuse and thus was evaluated as a stand-alone component. IPS required all communities to track and submit local media coverage of the issues around alcohol abuse and IPS tracked and collected in binders all statewide media coverage. The most consistent tracking was for local and state print media thus this Report focuses only on print media.

Regional Media Analysis

The media binders containing all the print stories collected by IPS were used as the base for evaluating and a content analysis was conducted for each print story. The regional and community analysis only looked at local papers, while the statewide analysis looked at regional newspapers both hard copy and on-line versions. No on-line television or radio stories were included. There is some cross-over with some of the regional papers in some communities. For instance The Missoulian is distributed throughout many of the NWMTCCP and SWMTCCP communities; likewise The Billings Gazette is distributed in many of the EMTCCP communities. These were NOT counted in the regional and local media counts but were all included in the statewide counts.

The content analysis reviewed each story for the following criteria:

1. A straight count of the number of both earned and paid news stories generated by the MTCCP for the life of the project by community and by year starting in 2008.*****

2. A simple content analysis of all earned media scoring them by three criteria:

   (a) If it mentions a specific policy solution;

   (b) If it uses a community spokesperson versus MTCCP Staff; and

   (c) If it mentions data on the problem(s) associated with alcohol abuse.

Each earned print story was scored by giving one point to each of the above criteria; thus a story scoring 3 points had all three elements. The results generated from the content analysis were used to rate the stories and results are reported by MTCCP community, region and statewide.

***** Earned media (or free media) refers to favorable publicity gained through promotional efforts, as opposed to paid media, which refers to publicity gained through advertising. It includes news stories, letters to the editor, guest opinion pieces, and editorials. Earned media is of more significance than paid media and thus more emphasis is placed on the MTCCP generation of earned stories.

Statewide Media Analysis

The evaluation of statewide media covers regional print media and then print media from the major newspapers in the state that are not published within MTCCP counties (Missoula, Billings, Bozeman, and Great Falls). Butte is a regional center from which the Montana Standard is distributed; however it is in the SWMTCCP region and therefore not included again in the statewide counts. The other regional newspapers (except Butte's Montana Standard) are used in the statewide analysis of media advocacy efforts. This evaluation does not look to show if the media generated in these regional papers were, or were not, as a direct result of MTCCP work; rather it looks to show the accumulative effect of increased focus on alcohol abuse issues. The regional newspapers used in the statewide evaluation are:

- Missoulian
- Great Falls Tribune
- Billings Gazette
- Bozeman Chronicle
- Helena Independent Record
- The Daily Interlake
- Ravalli Republic

Only earned media stories were reviewed and they were counted as either Opinion/Editorials, Letters to the Editor or print articles and all were reviewed for two of the three content criteria:

(a) If it mentions a specific policy solution; and

(b) If it mentions data on the problem(s) associated with alcohol abuse.

The third content criteria pertained to the spokesperson(s) featured in the articles, and they were identified by name and affiliation and groupings were created to identify:

(a) Members of the Common Sense Coalition;

(b) MTCCP Staff;

(c) Other Law Enforcement (not CSC); and

(d) Academia

Qualitative (Process) Evaluation Methodology

Process Evaluations were conducted in 2008, 2009, and 2010 to determine how well the MTCCP communities were implementing the SPF SIG approach using the IPS model. These reports were intended to inform this, the final state-level evaluation, and to give depth and context to progress towards change in the intermediate and long-term outcomes. The annual process evaluations were also designed to be used by the IPS

and the Addictive and Mental Disorders Division (AMDD), as they provided technical assistance to the MTCCP communities.

The success of this project relied heavily on the ability of MTCCP Staff to mobilize community coalitions. The evaluation design borrows from and adapts the model outlined by Holder, et al. (1998) and looks to:

1. Monitor the implementation of the SPF SIG process to identify omissions or problems in the procedural design or actual implementation, and provide relevant feedback regarding the nature of these problems to the staff;
2. Engage community coalition members and other citizens to participate in the process evaluation;
3. Determine the extent to which the community builds capacity to prevent alcohol-related trauma, the extent to which the community was activated or motivated, and whether components were sustained and institutionalized; and
4. Improve practical understanding of how communities became activated to establish community-wide alcohol prevention programs/projects.

Process Evaluation Matrices were developed to track how effectively the MTCCP communities implemented the established program approach. The challenge was integrating the steps outlined in the SPF SIG Framework with the IPS model for community change. This was solved by using the five SPF SIG steps as the primary framework with each of the five IPS strategies included in each step. To fully represent the SPF SIG model, two more categories were added to each matrix: (i) Cultural Competency, and (ii) Sustainability. This integration is shown in Figure 4 below.

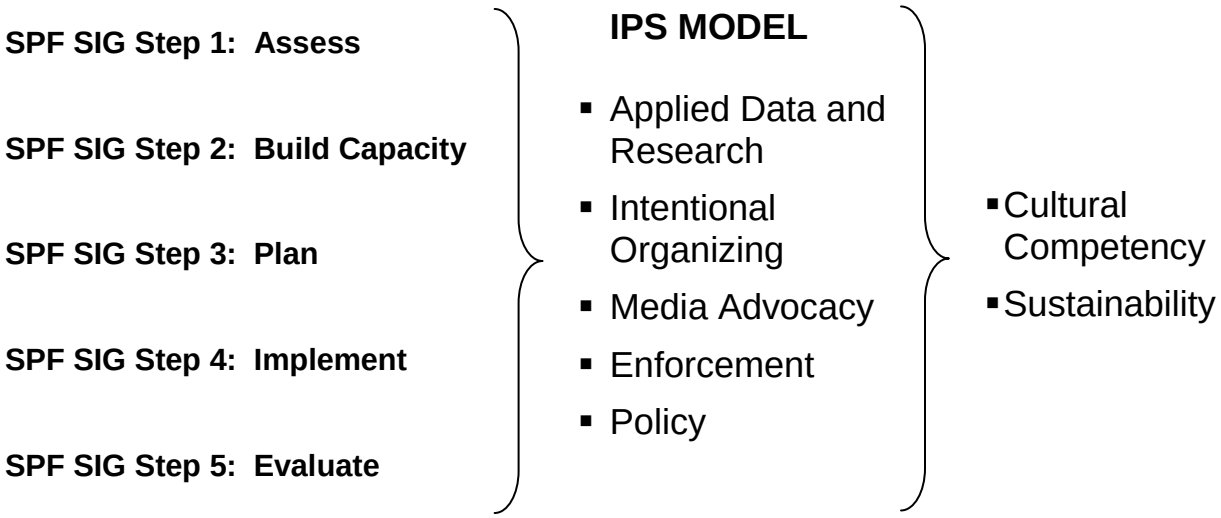


Figure 4: Integration of SPF SIG Framework with IPS Model

Process Evaluation Indicators

Indicators were chosen to measure the outputs and activities that were designed to lead to the desired short-term and intermediate outcomes of the project. The premise was that successfully implementing the SPF SIG/IPS models would ultimately lead to successfully implementing the identified initiatives and thus successfully achieving the long-term desired result of reducing the negative impacts of alcohol abuse.

Data Collection

This Report covers the time period of January 2008 through December 2010 and data was collected from the following sources:

- MTCCP Community Workbooks
- 2009/2010 MTCCP Community Workplans
- 2009/2010 Site Visit Reports
- Matrix of Initiatives
- Program Officer Surveys
- Project Coordinator Surveys
- Inclusiveness and Cultural Awareness Survey
- Project Coordinator Interviews

Three surveys and one set of interviews were used to populate the matrices. Other sources included the Community Workbooks and Workplans and the Site Visit Reports. These other sources provided key information on changes, adjustments and revisions to the process as the communities worked through their own and their community's implementation of the MTCCP.

Scoring

Each indicator was assigned a score between 0 – 3. A score of 1 represents an undesirable condition whereas a 3 represents a desirable condition. Zero is assigned when no response was made or no explanation provided as to why there was no response. When a survey was not returned, all indicators using that survey as a data source were given 0.

For the matrix category "Inclusiveness and Cultural Awareness," the scores were indexed to produce one composite score. Without doing this the number of indicators would have placed too much weight on that one category. Likewise, the indicators based on Program Officer Survey responses on the formal processes established for running meetings were aggregated to produce one composite score.

Survey and Interview Methodology

The following two surveys and one set of interviews were conducted to assist in evaluating the MTCCP implementation:

- Program Officer Surveys;
- Inclusiveness and Cultural Awareness Survey; and
- Project Coordinator Interviews.

Since this is the third year that surveys and interviews were conducted, we can now make comparisons between 2008, 2009 and 2010. Even though many of the responses to the surveys were used as indicators in the Process Matrix, sections of this Report will examine changes in survey responses.

The survey and interview instruments were developed using the work of Schulz, et al. (2004), Stevenson & Mitchell (2003), Reinert, et al. (2005), and Johnson, et al. (2004).

Program Officer Surveys *(Appendix E)*

This survey was distributed to the 24 MTCCP Program Officers and was designed to solicit their perceptions and experiences in organizing local strategy teams. Strategy teams are a key component of the IPS model and are "a small group of trusted community members who operate in a strategic fashion to advance solutions or evidence-based initiatives." (IPS presentation to communities: IPS Summer Training Institute, 2008)

The Program Officer Survey seeks to determine how well these strategy teams function as an effective group, whether they represent their community, and the degree to which the teams take ownership of MTCCP objectives. The Program Officers were asked to identify challenges and barriers to their team's effectiveness and also their opinion on the potential sustainability of the project after funding ends in 2011.

In 2008 and 2009 the final two questions asked of Program Officers were what they liked about working with MTCCP, and what they would change about the project. These questions were not repeated in 2010 and the 2008/2009 results are not reported in this final evaluation as they are in the 2009 Community Process Evaluation (Herling 2009)*****. In 2010 a new section was included specific to how they felt the MTCCP process worked/didn't work. These questions were included to give insight to future use of the IPS model in Montana communities.

Inclusiveness and Cultural Awareness Survey *(Appendix F)*

Cultural Competency was identified as an important part of the SPF SIG process and thus a survey was developed to specifically address perceptions and thoughts about this aspect of the MTCCP. The 2008, 2009 and 2010 surveys were sent to both MTCCP Project Coordinators and Program Officers. Survey questions were grouped around the SFP SIG Framework of: Needs Assessment, Mobilizing, Strategic Planning, Implementation, and Evaluation. Questions asked if certain strategies to improve inclusiveness and cultural awareness were currently being implemented, planning to be implemented, or not yet being implemented. Numerical scores were assigned to each and responses were converted to a percent of total responses to show where each community stands in implementing cultural awareness and inclusivity. The survey's primary function is to give a picture of how issues around inclusiveness and cultural awareness are being considered by MTCCP Staff. Viewing the project through the lens of cultural considerations was a requirement under the SPF SIG Grant. Survey questions focused on how the staff was weaving in cultural considerations into each component of the SPF SIG model.

Project Coordinator Interviews *(Appendix G)*

Project Coordinators were interviewed in 2010 with the same interview instrument used in 2009. The 2009 interview instrument was essentially similar to that used for 2008 with only minor adjustments to determine progress made in certain 2008 areas that address baseline information. A total of 12 questions were asked and all interviews were conducted face-to-face with each lasting approximately 1 to 1 ½ hours. A semi-structured interview format was used and the Project Coordinators were encouraged to develop the issues as they saw them.

Strategy Team Leader Interviews *(Appendix H)*

Leaders were identified by the MTCCP Program Officers; and once the names and contact information was collected, leaders were called to schedule appointments for a one hour interview. The interview instrument was designed to solicit input on the local acceptance of environmental strategies, MTCCP sustainability, local strategy team effectiveness, and their overall experience with the project. A total of 13 questions were asked and all interviews were conducted by phone with each lasting approximately 1 hour. A semi-structured interview format was used and the Strategy Team Leaders were encouraged to develop the issues as they saw them. A total of 23 individuals were identified by Program Officers and 18 of these were interviewed. The five that were not interviewed did not respond to numerous calls or emails. No community had more than one strategy team member interviewed.

In 2008 and 2009, surveys were sent to all Strategy Team Members, this was not repeated in 2010 as it was considered more important to ascertain the commitment and

views of leaders on MTCCP sustainability. The findings from the Strategy Team Members Surveys were reported in the 2009 Community Process Evaluation (Herling 2009).

Sustainability Methodology

This final evaluation report includes an in-depth evaluation of efforts made to ensure MTCCP sustainability. To build a framework in which to evaluate sustainability, we used some parts of an approach developed by The Evaluation Center at Western Michigan University, called the Sustainability Evaluation Checklists model.***** This model uses the following criteria for evaluating sustainability:

1. **Significance**

   Is the continuation of the project important?

2. **Merit**

   What are the properties which define good sustainability?

3. **Worth**

   Is the continuation of the project or its outcomes worth the costs that accrue now and in the future?

For the SPF SIG evaluation, we focused on the second criteria "Merit". The first and third criteria "Significance" and "Worth" have been answered in the data already gathered for this project by the Epidemiological Workgroup and the research papers Economic Cost of Alcohol Abuse (Barkey, 2009) and Economic Costs of Alcohol-Related Vehicle Crashes in Montana (Seninger, 2010)

The authors of the Sustainability Evaluation Checklist pose the question: "What are the properties which define good sustainability?" They have come up with the following list of Process-Oriented Criteria, each of which will be used to look at the MTCCP sustainability.

Process Oriented Criteria

1. **Use of evidence from research, monitoring, and evaluation**

   What aspects of the project worked/didn't work in Montana, and what is critical to the integrity of the project's success? How will 'what didn't work' be removed and 'what did work' be used to ensure sustainability?

2. **Appreciation of knowledge, skills, abilities, competencies**

   Has knowledge, skills, abilities, and competencies been transferred beyond MTCCP? Do those who are charged with sustaining the efforts have access to that knowledge?

3. **Leadership competencies**

   Are champions of the approach in place? Are there strong political commitment and external support? Is there a balance between bureaucratic efficiency and democratic involvement? (i.e., effective participation.)

4. **Collaboration/Involvement**

   Are all relevant stakeholders involved in sustaining the approach? Are the linkages in place to other organizations/partners?

5. **Organizational characteristics**

   Are institutionalization efforts in place? Are the actions and/or impacts of the project replicable?

6. **Understanding the environmental context**

   Is there a conducive environment for sustainability?

Each criterion comes with a set of inherent questions, which we will attempt to answer based on the collected data around all aspects of MTCCP. Data will be drawn from the following sources:

- Project Coordinator Surveys
- Program Officer Surveys
- Strategy Team Leader Surveys
- MTCCP Community Sustainability Plans
- Personal Interviews
- Common Sense Coalition 2009 Evaluation
- Statewide Perception Survey
- Blackfeet Reservation Survey

QUANTITATIVE EVALUATION

The SPG SIG priorities targeted by Montana are:

- Binge drinking, with an emphasis on underage binge drinking; and
- Drinking and driving, with an emphasis on teenagers and young adults.

This section will look at the quantitative data available to show changes in the core set of indicators that have been identified as pertinent to project priorities. Analysis of how these indicators have shifted at the state level between 2002 and 2010 will give a macro picture of what is happening in the state. This macro picture does not necessarily directly link shifts in indicators to the SPF SIG efforts in Montana. However, the next step is to evaluate the extent to which, if any, the SPG SIG efforts implemented through the MTCCP impacted these consumption and consequence indicators of alcohol abuse.

Statewide and National Student Alcohol Use

Alcohol use has continued to decline among high school students nationally and in Montana. National and state data show declines in binge drinking, drinking and driving, and riding in a car with someone who has been drinking.

Alcohol use among high school seniors with past-month use has declined from 43.5% in 2004 to 41.2% in 2010, and alcohol binge drinking (defined as five or more drinks in a row in the past two weeks) has declined from 25.2% to 23.2% over the same period (www.monitoringthefuture.org). Binge drinking by Montana's high school seniors has declined from 36% in 2008 to 32% by 2010. There has also been a downward trend in binge drinking for Montana students in the 8th, 10th, and 12th grades combined. In 2002, 29% of Montana students reported binge drinking, a rate that declined to 21% in the 2010 Montana Prevention Needs Assessment (PNA) survey.

A downward trend in alcohol use and associated risk behaviors but persistently higher rates for Montana compared to national rates is shown by the Youth Risk Behavior Survey data collected by the Centers for Disease Control (www.cdc.gov). Trend data in Table 3 show Montana's binge drinking rates for 9th through 12th graders declining from 41% in 2001 to 30% by 2009. And while this decline mirrors the national trend, Montana's rate remains significantly higher than the national rate.

YRBSS Indicators	2001	2003	2005	2007	2009
Binge Drinking					
U.S.	29.9%	28.3%	25.5%	26.0%	24.2%
Montana	41.4%	37.3%	34.4%	32.7%	30.1%
Drinking & Driving					
U.S.	13.3%	12.1%	9.9%	10.5%	9.7%
Montana	21.8%	20.4%	18.5%	16.0%	13.5%
Riding with a Drinker					
U.S.	30.7%	30.2%	28.5%	29.1%	28.3%
Montana	39.3%	36.9%	34.4%	32.9%	28.8%

Table 3: Youth Risk Behavior Surveillance System Data: National and Montana Trends on High School Alcohol Behavior. (Source: Centers for Disease Control, www.cdc.gov)

Drinking and driving and riding in a car with someone who has been drinking have also declined for Montana high school students. The percentage of Montana high school students reporting driving after drinking declined from almost 22% in 2001 to 13.5% by 2009, a rate still above the national rate. Riding in a car with someone who has been drinking still occurs at fairly high rates in this state although it showed a decrease from 22% in 2001 to 13.5% in 2009.

The percent of students reporting riding in a car with a driver who had been drinking also declined between 2001 and the 2009 survey year. In 2001 almost 40% of Montana students reported riding in a car with a driver who had been drinking. This rate declined to just fewer than 29% by 2009, and is equal to the national rate.

Montana's Native American student rates of binge drinking followed the state trend with decreasing from 47% in 2001 to 38% in 2009. Drinking and driving rates went from 25% in 2001 to 17% by 2009.

MTCCP Counties and Student Alcohol Use

Binge drinking, drinking and driving, and vehicle use by Montana high school students are important indicators for evaluating the effectiveness of MTCCP strategies and interventions. Prevention Needs Assessment data for the 19 Montana counties containing the MTCCP communities are compared to a group of 30 non-MTCCP rural Montana counties and to state-level PNA data. Six urban counties consisting of Yellowstone, Missoula, Cascade, Gallatin, Lewis and Clark, and Flathead are included in the state-level data which represents all 56 counties in the state.

Regional comparisons between MTCCP counties and other rural counties can be used as one piece of evidence on the performance of SPF SIG efforts on the main core of student alcohol use indicators. Rural patterns of student alcohol use and behavior have followed state trends as shown in Table 4.

MTCCP counties had rates of student binge drinking and 30-day use of alcohol in 2002 that were significantly above state rates and above the rates in other rural

counties. Thirty-day use of alcohol, another indicator of student alcohol consumption, showed rates that were above state and other rural county rates in 2002. Both of these indicators for MTCCP counties as a group declined and were equalized with state and other rural county rates by 2010.

These state and regional patterns are representative of the student population for the regional groupings. The sample sizes of students in the surveys for the different regional breakdowns were large and robust enough to be representative of all high school students in these regional breakdowns.

Binge Drinking	2002	2004	2006	2008	2010
STATE	28.8	30	24.5	23.3	21.1
MTCCP Counties	31*	34.3	27.4	26.6	22.1
Other Rural	28.1	31.7	23	22.9	21.5
MTCCP and Other Rural	29.7	33.3	25.6	25	22.1
30-Day Alcohol Use	**2002**	**2004**	**2006**	**2008**	**2010**
STATE PNA	44.2	42.8	37.9	37	34.7
MTCCP Counties	45.3*	46.6	40.4	40	35.2
Other Rural	43.4	43.2	36.7	36.2	34.6
MTCCP and Other Rural	44.4	45.3	38.9	38.4	35.5
Sample Size	**2002**	**2004**	**2006**	**2008**	**2010**
STATE PNA	18,848	19,292	18,482	18,515	19,374
MTCCP Counties	4,364	4,017	3,941	5,043	4,611
Other Rural	3,521	2,640	3,719	2,999	3,518
MTCCP and Other Rural	7,885	6,657	7,660	8,042	8,129

Table 4: Montana PNA Alcohol Consumption by High School Students: 2002-2010. (Source: Montana PNA Data, http://prevention.mt.gov/pna/)
***MTCCP Counties' Rate significantly greater at .01% significance level than a) OTHER RURAL and b) STATE rates.**

MTCCP Counties reported alcohol consumption rates by 8th, 10th, and 12th graders significantly higher than rates for the state and for other rural counties in 2002. Binge drinking rates were 3 to 4 percentage points higher in MTCCP counties compared to other rural counties in every year until the 2010 PNA survey when the rate was almost equalized to state rates and was virtually identical to other rural counties. Figure 5 below shows this comparison for years 2008 and 2010.

Convergence patterns for MTCCP Counties on other rural areas and the state were also repeated in the percentage of students reporting the use of alcohol in the past 30 days. In 2010, 35.2% of students living in MTCCP counties reported use of alcohol in the past 30 days which was essentially the same as students in other rural counties and throughout the state.

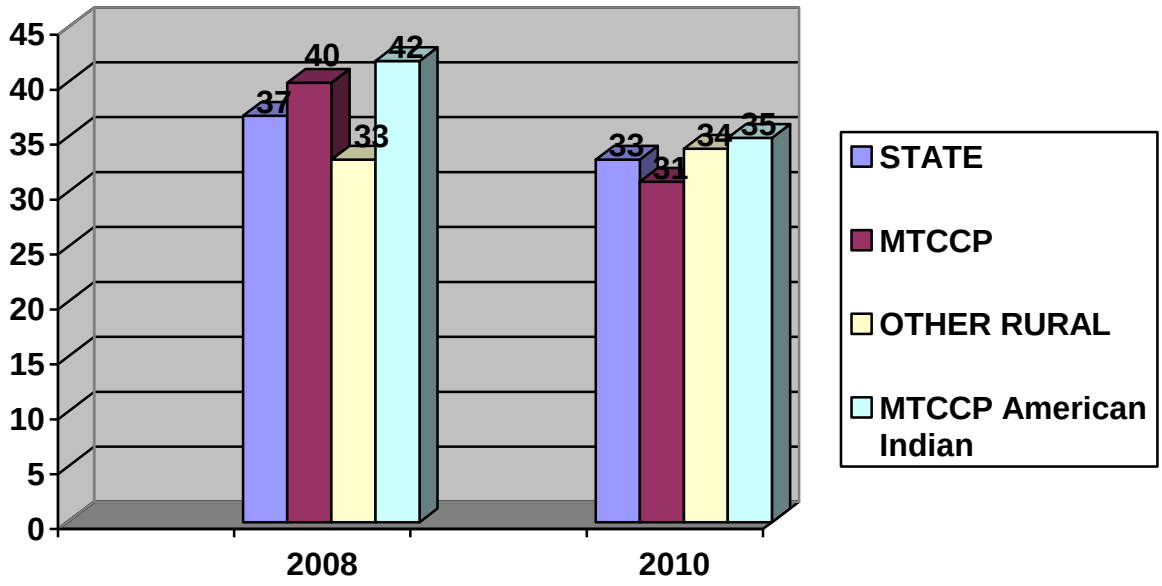


Figure 5: Montana PNA Binge Drinking by High School Seniors: Percent of Students Who Reported Drinking 5 or More Drinks in One Sitting in Past 2 Weeks: 2008 and 2010 (Source: Montana PNA Data, http://prevention.mt.gov/pna/)

Montana high school students in the 12th grade reported high rates of binge drinking in the past two PNA surveys although the rate decreased by 2010, the most recent survey year. High school seniors in MTCCP counties reported higher than state-wide rates of binge drinking and higher than reported rates for other, non-MTCCP rural counties in 2008. Binge drinking rates in MTCCP counties dramatically decreased to 31.3% of high school seniors who reported taking five or more drinks on one occasion, a decrease that lowered the binge drinking rate below the state rate of 32.4% in 2010 and below the rate for other rural counties. Significant decreases in American Indian binge drinking by high school seniors also occurred in the MTCCP counties. Binge drinking rates went from 42% in 2008 to 35% for MTCCP American Indian students by 2010.

The drop in high school senior binge drinking rates in MTCCP counties reflects various factors including the impact of the environmental strategies implemented in these communities. Increases in responsible beverage server training, in community awareness of underage drinking, and a greater law enforcement focus on compliance checks as well as DUI monitoring all contribute to reductions in high school student binge drinking rates.

Binge drinking rates of high school seniors in MTCCP counties were lower than or about equal to rates reported by seniors statewide or in other rural counties. Some part of this reduction in MTCCP counties is due to the environmental strategies that were in full implementation mode by late 2009 and 2010. The exact portion of this reduction due to MTCCP is difficult to estimate although one can look for consistency in these regional patterns through examination of drinking, driving, and riding in vehicles with drinkers.

Statewide Student Drinking and Driving

There has been a slight decline in the percent of Montana students reporting drinking then driving a vehicle, although cars and booze continue to be a major problem in Montana for two reasons. First, the 37% of high school seniors who report binge drinking also report the same rate of drinking and riding in a car with a driver who has been drinking; a riding/drinking rate matched by 10th and even 8th graders. There is a high percent of youth riding around in cars where the driver has been consuming alcohol. Second, Montana's alcohol-related traffic fatality rate and alcohol-related crashes with injury rate are still extremely high and lead the nation.

The percent of Montana students who ride in a car with a driver who has been drinking is a big number even for students in the 8th grade. Riding and drinking rates increase as students move on to higher grades and go hand in hand with higher binge drinking rates. Figure 6 shows this progression.

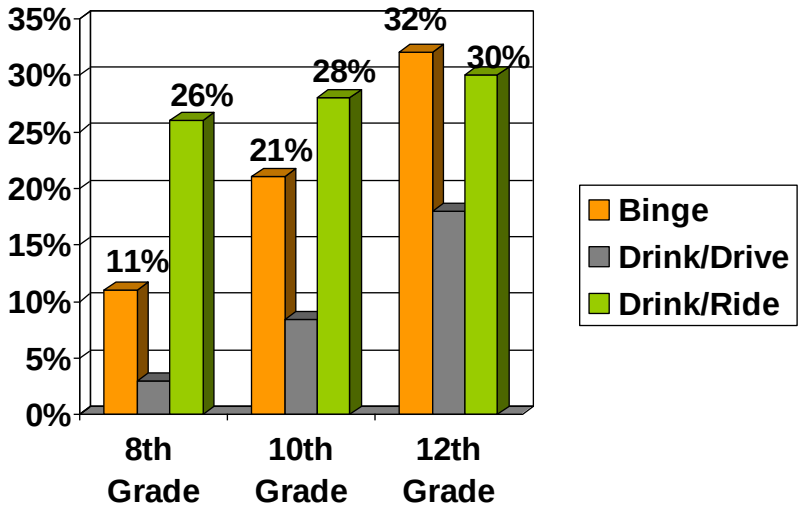


Figure 6: Montana Student Drinking and Driving: 2010 PNA
(Source: Montana PNA Data, http://prevention.mt.gov/pna/)

MTCCP Counties and Student Drinking and Driving

As seen in Figure 5, the higher than average student binge drinking rates in MTCCP counties declined over the past decade. By the 2010 PNA survey year, these rates had converged equal to statewide rates and to rates reported by Montana's other rural counties. Although student alcohol consumption and vehicle use in the PNA survey data is available only for the two most recent PNA survey years, 2008 and 2010, one can identify the direction of change for drinking and driving. Montana high school student drinking and driving rates at the state level have decreased over the past decade as discussed earlier. The two most recent available data on student alcohol

use and vehicle operation in the PNA data is shown in Table 5 below for the state and regional breakdowns.

Driving after Drinking	2008	2010
STATE	13.1	9.5
MTCCP Counties	15.9*	11.1
MTCCP American Indian	29.1	16.3
Other Rural	13.1	10.4
MTCCP and Other Rural	14.9	11
Riding in Car with a Drinking Driver	2008	2010
STATE	32.6	28.2
MTCCP Counties	38.9*	31.3
Other Rural	32.3	29.8
MTCCP and Other Rural	35.8	30.9

Table 5: Montana PNA: Percentage of Students Who Reported Drinking and Driving (16 and older) or Riding in a Car with Someone Who Has Been Drinking: 2008-2010 (Source: Montana PNA Data, http://prevention.mt.gov/pna/)

***MTCCP Counties' Rate significantly greater at .01% significance level than (a) OTHER RURAL and (b) STATE rates.**

MTCCP counties were significantly above state and other rural rates of student drinking and driving in 2008. Two years later, by which time MTCCP counties were in full implementation of their environmental strategies, student drinking and driving rates had declined significantly in these counties and were essentially equal to other rural counties and slightly above state rates. American Indian students in MTCCP counties also reported big decreases in drinking and driving going from 29% to 16% between the two time periods.

Riding in a car with a driver who has been drinking continues to be a high risk behavior for a significant proportion of 8th through 12th graders in Montana schools. Even though reported rates of underage drivers consuming alcohol have declined, the number of students out travelling in trucks and cars with someone who has been drinking is too high and surely accounts for some of the 16 alcohol-related fatalities for Montana youth under 21 years of age in 2009.

The pattern of convergence between MTCCP rates, other rural, and the state as a whole also can be seen in student responses on riding in a car with a driver who has been drinking. The good news about riding with someone who has been drinking is the decreased rates reported by Montana students and the convergence of MTCCP county rates with other parts of the state. MTCCP counties reported significantly higher rates of riding in a vehicle with a drinker in 2008 but their reported rates dropped significantly to slightly above other rural counties and the state by the 2010 survey year.

Analysis of Determinants of Student Binge Drinking and Driving

Although student rates of binge drinking and driving after drinking have been declining, these high risk behaviors still involve too many high school students whose behavior carries over into young adulthood years. Analyzing student perceptions and attitudes related to community norms and culture about alcohol consumption can provide some understanding of student risk behaviors and what factors community interventions can target.

A formal statistical analysis of student perceptions and attitudes also provides evidence on longer term efficacy of MTCCP environmental strategies and programs. Statistically significant findings on perception and attitude variables as determinants of binge drinking and drinking and driving can be related to PNA trend data for those variables. Regional trend analysis between MTCCP counties and other rural counties also offers evidence on MTCCP impacts on student risk behaviors compared to other Montana counties.

Montana student binge drinking behavior was analyzed using 2008 and 2010 PNA individual student response data for the entire state to identify the social and environmental factors associated with underage binge drinking and with drinking and driving. Variables selected as potential determinants of these risk behaviors were indicators and measures available in the PNA data base.

The PNA survey collects information on student demographics, student perceptions of law enforcement, both parental and neighbor's attitudes toward underage drinking, and on the ease or difficulty of obtaining alcohol in the student's community. Student self-perceptions on how wrong it is for them to drink alcohol is also measured and, to the extent these perceptions change, should reflect community norms and culture on drinking and the use of alcohol.

Issues of high risk behaviors of binge drinking and drinking and driving addressed by the analysis were:

(a) How do demographic factors such as gender, age, grade level, and region affect these behaviors?

(b) What are the impacts of perceived availability of alcohol and levels of law enforcement on these behaviors?

(c) How do parental and neighborhood attitudes and student's self-perceptions on underage drinking affect binge drinking and drinking and driving?

(d) What are the implications of the statistical findings for community environmental-based strategies targeted on high-risk alcohol consumption behavior for underage Montana students?

Method and Sample Characteristics

Students not in grade 8 or higher and students admitting to "dishonesty of response questions" were deleted from the analysis resulting in a large and robust sample of 18,515 students for 2008 and 19,374 students for the 2010 PNA data set. Student responses to demographic, family background, and community environmental factors were formulated into zero-one variables that would reflect the impact of those measures on a student's probability of being a binge drinker. Age of student was included as a continuous variable. The probabilities of student binge drinking and drinking and driving based on the various measures were estimated using probit estimating procedures that show the impact of the postulated variables on the probability of the behavior.

Statistical results from the estimating procedures were analyzed as to whether the direction – positive or negative – of the variables' impacts on binge drinking were consistent with other public health studies of binge dinking behavior and its determinants. The direction – positive or negative – of impact was examined for consistency of sign and significance using the different estimating procedures. And finally, the magnitude of impact and it's ordering relative to other variables was examined for consistency of patterns under the different estimating procedures.

Sample characteristics for the 2008 and 2010 PNA student data showed that 40% of students were from rural areas. Of those, 36% were in 8th grade while 26% were 12th graders; with 9% being American Indian and 83% being white. One-third (33%) reported regular alcohol use, with almost half of these respondents reporting regular use by age 14 or under.

Other characteristics used in formulating variables for the statistical analysis were easy availability of alcohol reported by 39% and 37%, respectively, for the two survey years as well as no fear of police apprehension when drinking (12% and 11% respectively).

Findings and Results

Students who reported having five or more alcoholic drinks in a row over the last two weeks were identified and coded as binge drinkers whether the binge drinking occurred once, twice, three to five times, or more frequently. Non-binge drinkers reported 'none' to the question. Probability estimates of being a binge drinker were performed for all students in grades 8, 10, and 12.

The factors increasing the probability of binge drinking for Montana high school students by order of magnitude of impact were:

(a) Alcohol being very easy to obtain;

(b) Having no concern about police catching me;

(c) Being a male; and

(d) Age.

Factors decreasing the probability of binge drinking for Montana high school students by order of magnitude of impact were:

(e) Thinking it is wrong for me to drink; and

(f) Having parents who think it is very wrong for me to use alcohol.

The same set of factors, (a) through (d) that had a positive impact on binge drinking also had a positive impact on the probability of drinking and driving with the same order of magnitude. Similarly, the parent and individual perception of wrongness in underage drinking, (e) and (f), had a negative impact on the probability of being a student who drives after drinking.

All of these findings for binge drinkers and drinking and driving applied to the probability of riding in a car with someone who has been drinking with the exception of the age variable. The older the student, the less likely they were to ride in a car with a drinker; most likely because they were driving their own vehicle more frequently although not necessarily after drinking.

All of these factors were significant at the 1% level of statistical confidence, a statistical result that confirms what one would intuitively expect from theories of high-risk alcohol-related behaviors for high school students.

The top two factors increasing the probability of binge drinking and driving after drinking—easy availability of alcohol and not being concerned with police catching me—are major community environmental factors that were targeted by MTCCP interventions. An increased emphasis on responsible alcohol server trainings and on enforcement of DUI laws, support of DUI task forces, and media emphasis on enforcement of laws related to serving underage persons and driving after drinking were major features of the MTCCP programs as outlined in the process evaluation sections discussed above.

The two major factors reducing the probability of binge drinking and driving after drinking—parents and individual student perceptions on it 'being very wrong' for underage drinking—are more fundamental measures of community norms and social mores on alcohol consumption. Effective implementation of environmental strategies should increase awareness and actions for changing the culture of alcohol in rural Montana communities.

The next stage of analysis is relating these statistical findings to trend patterns of indicators reflecting these factors over recent PNA survey years and for Montana county groupings based on MTCCP and other rural counties.

MTCCP Counties and Student Perceptions and Attitudes on Alcohol

Student perceptions and attitudes in MTCCP counties changed in a favorable direction between 2002 and 2010. Some of the changes followed the statewide trend while others fluctuated over the 8-year period, as can be seen in Table 6.

Students in MTCCP counties reported a significant increase in their self-perception of drinking being wrong. Only 32% of the students in 2002 felt that drinking alcohol was wrong, a rate that increased to 39.5% by the 2010 PNA survey. These changes partly followed trends in the state and other rural counties although MTCCP students showed some dips in this perception, particularly in 2008 when about 35% reported a personal feeling of wrongness in drinking. This lower rate moved up by 2010 and brought the MTCCP counties in line with other rural counties.

Perceptions of unfavorable attitudes by parents to their children drinking increased between 2002 and 2010. The increased student perception on parents viewing their drinking as very wrong was especially pronounced in MTCCP counties where the rate increased from approximately 52% to almost 59% eight years later. This pattern followed the state trend but it also put MTCCP counties at a higher parent disapproval of alcohol rate compared to other rural counties by the 2010 survey year.

Very wrong for me to Drink	2002	2004	2006	2008	2010
STATE	32.7	34.4	37.7	38.6	40
MTCCP Counties	32	32.8	36.4	34.6	39.5
Other Rural	33.6	34	36.8	38.3	39.6
Parents think very wrong for me to drink	**2002**	**2004**	**2006**	**2008**	**2010**
STATE PNA	51.8	58	55.6	57	58.2
MTCCP Counties	51.7	57.5	56.1	54	58.8
Other Rural	49.5	55.9	53.1	54.1	55.4
Alcohol Very Easy to Get	**2002**	**2004**	**2006**	**2008**	**2010**
STATE PNA	45.8	44.1	40.7	39.5	36.7
MTCCP Counties	43.4	45.3	39.8	40.6	37.2
Other Rural	44.3	41.1	39.6	38.2	37.6
Police WILL NOT Catch if Drinking	**2002**	**2004**	**2006**	**2008**	**2010**
STATE PNA	32.1	27	25.5	23.3	22.4
MTCCP Counties	30.2	27.3	26.7	24.6	23.5
Other Rural	29.1	24.6	24.5	23	22.9

Table 6: Montana PNA: Percentage of Students Reporting on Attitudes and Perceptions: 2002-2010 (Source: Montana PNA Data, http://prevention.mt.gov/pna/)

Students' perception of alcohol being easy to obtain declined in many Montana communities and counties over the eight-year period. MTCCP counties followed the state trend of perceptions of alcohol being more difficult to obtain.

There has been a downward trend in student's lack of concern about law enforcement agencies interfering with their underage drinking. A little bit less than one–third of high school students reported no concern with police and their own underage

drinking. This lack of concern declined to slightly under one-fourth of students surveyed in 2010. Again, MTCCP counties followed the state trend suggesting a shift in law enforcement activities on underage drinking or least a change in community norms about police effectiveness in curbing underage drinking in rural counties.

Analysis of Data on Sources for Obtaining Alcohol

Sources for where students obtain alcohol are a new data element beginning with the 2008 and continuing for the 2010 Montana PNA survey. Sources of alcohol covered in the 2010 survey are shown in Table 7 and it is important to note that the percentages reported in this table reflect the 63% of students who reported using alcohol in the past year. Thus the percentages account for alcohol-using students and not those students who answered "did not use" to the question.

The categories are not mutually exclusive, and students were allowed to select more than one option. For example, students who report getting alcohol from home with a parents' permission might also report taking it from a store. Accordingly, total percentages will not sum to 100% within grade, as selection of multiple options is evident.

Across all grades, one of the most prominent alcohol sources for alcohol-using Montana students is getting it from someone they knew age 21 or older. This source becomes increasingly more frequent as students progress from the 8th grade (32%) to the 12th grade (66%) and their age gap lessens. For alcohol-using 8th graders, the top three sources for obtaining alcohol were: getting it from someone over age 21 (32%), getting it from another source that was not listed as an option (32%), and getting it from home without a parent's permission (31%). For alcohol-using 10th and 12th graders, the top three sources for obtaining alcohol were: getting it from someone they know over **the age of 21** (56%), getting it from someone they know under the age of 21 (30% each for both 10th and 12th graders), and from another source that was not listed as a response option (22% of 10th graders; 18% of 12th graders).

Family members are an important source of alcohol for students. Students who get alcohol from home with or without a parent's permission, from a brother or sister, and from a relative represent, on average, 17% of the students who report using alcohol in the past year.

Very few students reported buying alcohol themselves with a fake ID (3% to 4% of alcohol-drinking students in each grade) or buying alcohol without a fake ID (2% to 5% of alcohol-drinking students in each grade).

Montana 2010 PNA Survey: %of Alcohol-Drinking Students by Grade Indicating Their Usual Sources of Obtaining Alcohol				
If you drank alcohol (beer, wine, or liquor) and not just a sip or taste in the past year, how did you usually get it? (Choose all that apply)	8th Grade	10th Grade	12th Grade	All 3 Grades
I bought it myself with a fake ID	3	12	4	3
I bought it myself without a fake ID	2	2	5	3
I got it from someone I know age 21 or older	32	50	66	53
I got it from someone I know under age 21	23	30	30	29
I got it from my brother or sister	12	13	11	12
I got it from home with my parents' permission	23	19	17	19
I got it from home without my parents' permission	31	25	16	22
I got it from another relative	14	11	10	11
A stranger bought it for me	5	8	10	8
I took it from a store or shop	2	3	2	3
Other	32	22	18	23

Table 7: Sources of Alcohol for Montana Students: 2010 PNA
(Source: Montana PNA Data, http://prevention.mt.gov/pna/)

Adult Binge Drinking

Adult binge drinking can be examined using Montana Behavioral Risk Factor Surveillance Survey on binge drinking persons 18 years of age and older. Binge drinking, defined as having consumed five or more drinks on an occasion for men and for women consuming four or more drinks on an occasion during the past 30 days, has decreased over the past several years as shown in Table 8.

Montana has consistently had a higher prevalence of adult binge drinking when compared to the United States median. In 2008, the nationwide median (including 50 states and DC) was 15.6% compared to Montana's binge drinking prevalence of 17.7%.

Overall rates of binge drinking by Montana adults have decreased slightly since 2003. Almost 18% of Montana adults aged 18 and older reported binge drinking in 2008, a small decrease from the 19% reported in 2003. However, the high-risk young adult age groups showed significant decreases in binge drinking over the same period. Eighteen to 25 year olds reported binge drinking rates of 28.5% in 2008, a drop of almost 10 percentage points since 2003. Adults in their mid to late twenties and early thirties (25 to 34 year olds) also self-reported lower rates of binge drinking by 2008 compared to five years earlier.

BRFSS Binge Percentages				
Age	**2003**	**2005**	**2007**	**2008***
18-24	37.4	32.3	25.5	28.5
25-34	30.4	25.7	27.9	27.1
35-44	20.8	19.9	21.2	22.6
45-54	16.6	14.4	17.1	17.5
55-64	11.4	9.9	10.2	11.3
65+	3.5	4.1	4.5	4.1
All Ages	19.1	16.8	17.1	17.7

***weighted**
Table 8: Montana BRFSS Data on Adult Binge Drinking by Age Group: 2003-2008 (Source: Montana Behavioral Risk Surveillance Survey data, www.dphhs.mt.gov)

Young adult age groups have some of the highest alcohol-related crash rates and are disproportionately represented in Montana's annual number of alcohol crashes with fatalities. Reductions in binge drinking rates for these age groups should contribute to a reduction in the statewide alcohol crash numbers.

This encouraging trend is partly offset, however, by the modest decreases in binge drinking by all age groups. Montana's higher than national percentage of adults of all ages reporting binge drinking has a direct relation to alcohol-related crashes.

In the 2008 BRFSS, respondents were also asked *if they drove a motor vehicle, such as a car, truck or motorcycle during or within a couple of hours after their last binge drinking episode*. The results show that 11% of Montana adults reported binge drinking and then getting behind the wheel of a car.

Alcohol-Related Vehicle Crashes

Vehicle crashes related to alcohol use are a major outcome of the high-risk behaviors of binge drinking and drinking and driving. Alcohol use on Montana's highways imposes a tragic cost to human life each year. The combination of alcohol-induced impairment and the use of a motor vehicle can be a lethal combination. In 2006, 126 people died in alcohol-related motor vehicle crashes in Montana. However, as shown in Table 9 there have been some decreases in this fatality number over the past several years.

Alcohol/drug-related crashes tend to result in more severe injuries than do crashes with no impairment. During the early 1980s, injuries related to alcohol/drugs accounted for as much as 36% of the total. In 2009 alcohol/drug related injuries were at 17.4% of all vehicle crashes with injuries.

	All Crashes			Injuries		
Year	Alcohol Related Crashes	All Crashes	Alcohol-Related Fatalities From Vehicle Crashes	Alcohol Related Crashes with Injuries	All	Percent of All
1999	2,177	21,078	109	1,771	10,459	16.9%
2000	2,211	22,254	117	1,824	10,798	16.9%
2001	2,035	21,846	104	1,652	8,982	18.4%
2002	2,288	23,527	126	1,745	10,086	17.3%
2003	2,173	23,160	128	1,638	9,632	17.0%
2004	2,113	21,783	106	1,767	9,263	19.1%
2005	2,182	22,373	124	1,623	9,211	17.6%
2006	2,243	22,186	126	1,816	9,470	19.2%
2007	2,273	21,829	124	1,771	9,067	19.5%
2008	2,313	21,971	95	1,645	8,465	19.4%
2009	2,138	20,967	106	1,319	7,351	17.9%
2010*	1,935	20,146	88	1,320	–	–

Table 9: Alcohol and Drug Related Vehicle Crashes in Montana: 1999-2010 (Source: Montana Department of Transportation–Safety Management System; * 2010 is preliminary data.)

It is difficult to identify a trend in the alcohol-related vehicle crash numbers. There was a five-year period starting in 2004 when alcohol crashes increased every year up to and including 2008. The next two years saw declines in Montana alcohol-related vehicle crashes; though the most recent 2010 numbers are preliminary, it does appear that both the number of alcohol-related crashes and those with fatalities have leveled off in recent years.

Although MTCCP interventions focused on communities, it's possible that some of the positive effects of these efforts translated to the state level. As noted earlier in this Report, MTCCP's media advocacy strategies were successful at the regional and statewide levels. Similarly, increased law enforcement was also a positive achievement of MTCCP.

Directly connecting these MTCCP efforts to statewide vehicle crash numbers is problematic since there were other non-MTCCP initiatives in play during 2008-2010. The Montana Department of Transportation has been implementing a multi-year program of reducing crashes and fatalities on the state's highway, reducing the incidence of impaired driving, and aggressively pursuing other facets of traffic and highway safety.

The Montana Department of Justice along with the Montana Highway Patrol have also proactively pursued policies and programs to reduce drunk driving on the state's roads and highways.

And finally, there has been a slight drop and then leveling off of vehicle miles travelled in Montana due to economic recession resulting in annual growth slowdowns for commercial carrier traffic as well as reduced frequency of household and individual driving trips.

An increased public awareness of drunken driving problems and associated legal penalties combine with state agencies efforts and an economic slowdown to impact the number of vehicle crashes including alcohol-related crashes. Certainly MTCCP is an important part of the mix although it is difficult to identify the exact proportion attributable to the community environmental strategies that have been effectively implemented during the life of Montana's SPF SIG grant.

Montana data for all alcohol-related crashes, which includes crashes without injuries, fatal crashes, and crashes with injuries, are shown in Figure 7. The trend was positive between 2004 and 2008 with an increase in the annual number of alcohol-related crashes.

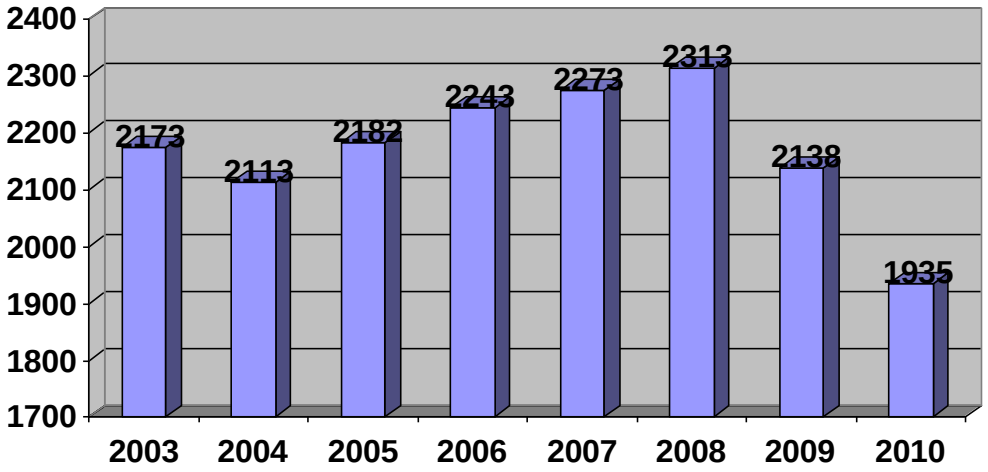


Figure 7: Total Alcohol-Related Crashes in Montana: 2003-2008
(Source: Montana Department of Transportation–Safety Management System)

There were positive outcomes in 2009 when alcohol crashes decreased by approximately 200 crashes. This positive outcome continued into 2010 when alcohol-related crashes in Montana declined another 203 to a level of 1,935 crashes in 2010.

Reductions in alcohol crash fatalities and fatality rates were also positive outcomes for the last several years leading into and including 2010 fatal crash numbers. Preliminary data for 2010 in Table 10 shows alcohol crash fatalities declining by 17% between 2009 and 2010, dropping below an annual number of 100 fatalities for the first time in Montana history.

ALCOHOL CRASH FATAILITES & FATALITY RATES				
Year	Total Crash Fatalities	Alcohol Related Fatalities	All Crashes Total Fatality Rate per 100 VMT	Alcohol Related Crash Fatality Rate per 100 VMT
1999	220	109	2.25	1.11
2000	237	117	2.4	1.19
2001	230	104	2.3	1.04
2002	269	126	2.57	1.2
2003	262	128	2.4	1.17
2004	229	106	2.05	0.95
2005	251	124	2.26	1.11
2006	263	126	2.33	1.12
2007	277	124	2.45	1.1
2008	229	103	2.12	0.96
2009	221	106	2.01	0.94
2010*	153	88	–	–

Table 10: Alcohol-Related Crashes in Montana: 1999-2010 (Source: Montana Department of Transportation–Safety Management System) *2010 is preliminary data.

Alcohol crash fatality rates declined over the past five years reaching a rate of .94 fatalities per 100 million vehicle miles driven. Again, these very positive outcomes reflect a variety of factors - from an increased emphasis on highway safety and seat belt use by the Montana Department of Transportation, an increased focus on law enforcement by the Montana Department of Justice, and the increased public and legislative awareness of the state's drunk driving problem as a result of MTCCP media advocacy efforts and the SPF SIG initiative at the state level.

Alcohol-Related Cashes by Age of Driver

Alcohol abuse behavior is especially concentrated in both underage youth and younger age groups above the legal drinking age as stated in Figure 8 which shows the prevalence of drinking and driving across different age groups.

The patterns of drinking and driving being concentrated in younger age cohorts are replicated in data on alcohol-related crashes by age of driver. Motor vehicle crashes involving alcohol occur across the life span and the age cohort involved in the largest number of fatal alcohol crashes is the 18 to 25 year olds. The rate of this age cohort, per 10,000 licensed drivers, is 3.2% compared to 2.3% for licensed drivers under age 18, and 1.2% for those 35 years and older.

As discussed earlier, Montana adult binge drinking rates declined between 2003 and 2008. The declines were especially significant for persons 25 years old and younger and for young adults up to 34 years of age.

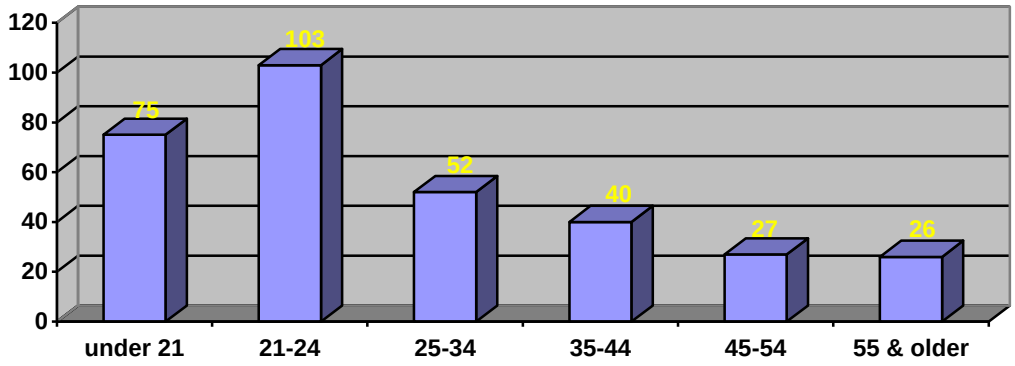


Figure 8: Alcohol-Related Crashes by Age of Driver per 10,000 Licenses in Montana: 2009 (Source: Montana Department of Transportation–Safety Management System)

MTCCP Counties and Regional Patterns on Alcohol-Related Crashes

While it is difficult to separate out state-level crash data patterns, it is possible to examine regional patterns based on MTCCP counties compared to other rural counties. At this level of geographic detail there is positive evidence demonstrating the impact of MTCCP interventions on alcohol-related crashes.

Since 2007 the number of alcohol-related vehicle crashes has been declining in MTCCP counties, in the six urban counties of Missoula, Yellowstone, Cascade, Flathead, Gallatin, and Lewis/Clark, as well as at the state level.

MTCCP counties have a larger number of alcohol-related crashes compared to other rural counties although the trend has been down for the four years of data shown in Table 11. Crashes in other rural counties have not consistently declined over the same period and actually increased between 2009 and 2010.

	2007	2008	2009	2010
MTCCP	519	511	479	415
Other Rural	387	410	325	367
Urban	1,367	1,392	1,334	1,153
State	2,273	2,313	2,138	1,935

Table 11: Number of Alcohol-Related Crashes by Montana Regions: 2007-2010
(Source: Montana Department of Transportation–Safety Management System)

Annual rates of change in alcohol-related crashes for Montana regions are shown in Figure 9. Small percentage decreases in the number of crashes for MTCCP counties as a group occurred between 2007 and 2008 and continued for the next two time periods. Percentage decreases in MTCCP alcohol crashes were significantly greater between 2009 and 2010 with a 13.4% decline, a rate exceeding the statewide decline of 9.5%.

Other rural counties experienced a dramatic percentage decrease for the middle time period of 2008 to 2009 but then saw an increase in the number of alcohol crashes in 2010. The pattern of increases followed by the dramatic decrease followed by an increase does not suggest any potential trend.

Comparing the four years of each of the counties within the MTCCP group and each county in the other rural group shows a more consistent pattern of lower crash numbers for the former. Computing two-year averages by county for 2007-2008 and for 2009-2010 reduces year to year bounces in the numbers thereby providing a more reliable picture of trends at the individual county level.

Three of the MTCCP counties had an increased number of alcohol-related crashes based on two-year averages although only one county had a significant

increase in their averages. Six of the 'other rural' counties showed increased alcohol crash numbers with these counties experiencing significant increases in their two-year averages.

It is problematic to fully ascribe the four years of declining alcohol-related crashes in MTCCP counties solely to the environmental interventions being implemented during 2009 and 2010 since the declining pattern began with 2007 data. But it is reasonable to postulate a contribution of MTCCP to some portion of the declines in crashes in 2009 and 2010, especially in light of the increases for 'other rural' counties.

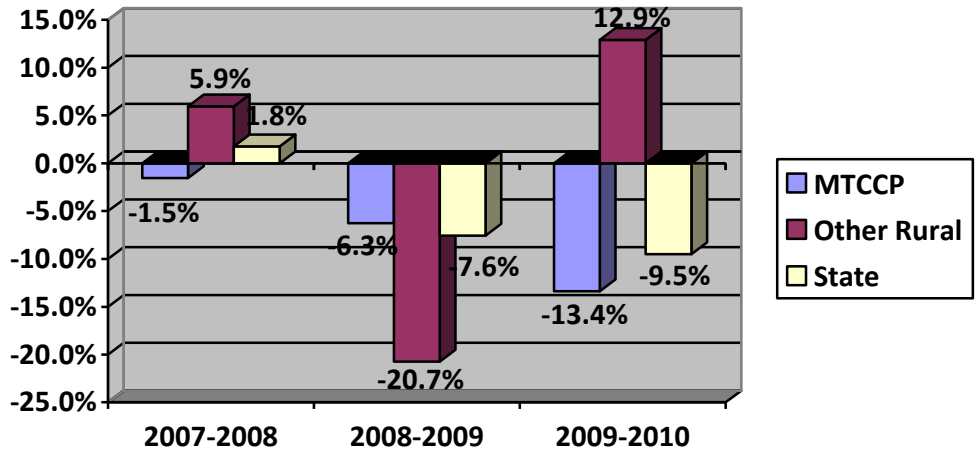


Figure 9: Annual Percentage Change in Alcohol-Related Vehicle Crashes by Montana Regions: 2007-2010 (Source: Montana Department of Transportation–Safety Management System)

The percentage change in fatal alcohol-related crashes, Figure 10, shows a slightly more uneven pattern for Montana regions and the state. Fatal alcohol crashes declined for MTCCP and other rural counties as well as for the state between 2007 and 2008. There was a slight increase in the numbers for the next two-year period and then a decline for the last two-year period. Fatal alcohol crashes decreased by almost 30% in MTCCP counties as a group between 2009 and 2010, a percentage decrease that exceeds the rates of decline in other rural counties and in the state as a whole.

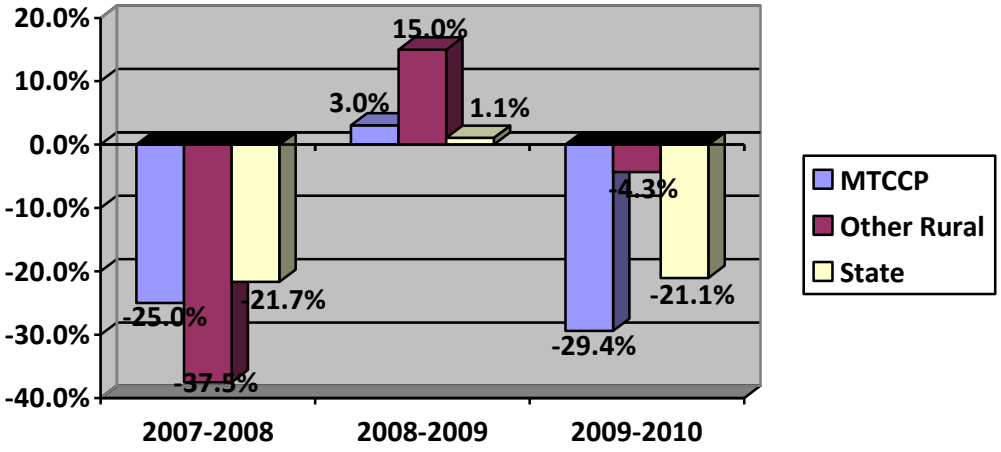


Figure 10: Annual Percentage Change in Fatal Alcohol-Related Vehicle Crashes by Montana Regions: 2007-2010 (Source: Montana Department of Transportation–Safety Management System)

Single Vehicle Crashes at Night

Single vehicle crashes occurring at night on Montana highways is one final piece of evidence that can be examined for identifying trends and the possible contribution of MTCCP to reductions in drinking and driving. Single vehicle nighttime accidents have been advanced as a surrogate measure of drunk driving since alcohol-related driving and crash events may most likely be underreported depending as they do on field observations and actions taken by law enforcement officers in the field (Holder, et al. 1999).

Survey data from other states and projects show that drivers testing positive for alcohol were more likely to be in single vehicle accidents with more than two-thirds of these accidents occurring during nighttime hours (Waller, et al. 1997). In Montana 60% of Montana's alcohol-related vehicle crash fatalities occur at night and 60% of the state's alcohol-related traffic fatalities also occur at night.

Table12 shows annual data for single vehicle nighttime crashes for Montana regions and the state over a five-year period. MTCCP counties as a group show a downward trend for this surrogate measure of alcohol-involved driving over the period. There was a slight uptick of 15 crashes in 2008 followed by declines of 6% between 2008 and 2009 and 3% between 2009 and 2010.

Decreases in the number of single vehicle nighttime crashes also showed in the 'other rural' counties as a group for the first part of the time series although in 2010 there was an increase in the number of these crashes. The statewide trend was downward over the five-year period.

	2006	2007	2008	2009	2010
MTCCP	982	910	925	867	844
Other Rural	853	833	769	724	758
Urban	1,672	1,648	1,686	1,669	1,476
State	3,507	3,391	3,380	3,260	3,078

Table 12: Single Vehicle Accidents between 8 pm and 4am by Region
(Source: Montana Department of Transportation–Safety Management System)

Continuation of the downward trend in single vehicle nighttime crashes beyond the year 2010 would be consistent with patterns in the alcohol-related vehicle crash data and the alcohol traffic fatalities numbers. Based on the interconnectedness of these data categories—alcohol crashes, alcohol crashes with fatalities, and with the nighttime occurrence of many of these crashes—it is reasonable to expect future declines in these important outcomes of alcohol consumption.

Driving Under the Influence (DUI) Arrests

Lastly, this section looks at DUI arrests, as the number of arrests for driving under the influence has an impact on Montana's alcohol-related crashes. Active enforcement has been shown to be a deterrent to people drinking and driving as it increases the perception that you will be caught if you drink and drive (Holder, 1997).

Data from the Montana Crime Control Board illustrates the trend and regional patterns of DUI arrests although caution must be used when interpreting this data. The Montana Board of Crime Control (MBCC) is the state's designated Uniform Crime Reporting Agency and collects incident-based crime data from Montana's non-Tribal local law enforcement agencies. It also collects incident-based crime data from about 100 sheriff and police departments statewide, covering over 95% of the state's population (Jimmy Steyee, Crime Data in Montana: Issues and Uses, 2009 Montana's Comprehensive Needs Assessment for Substance Abuse Prevention).

DUIs are under-reported in Montana Crime Control data since it does not collect crime information from the Montana Highway Patrol or from Tribal law enforcement agencies. It is estimated that in 2007, about 65% of Montana's DUI arrests were included in Board of Crime Control data.

	2006	2007	2008	2009	2008-2009 Change
MTCCP Counties	1,489	1,656	1,618	2,000	382
Other Rural Counties	1,175	1,174	1,102	1,191	89
Urban	4,319	4,758	4,615	4,402	-213
State	6,983	7,588	7,335	7,593	258

Table 13: DUI Arrest for Montana and Regions: 2006-2009 (Source: Montana Board of Crime Control, February 2011, http://mbcc.mt.gov/CrimeReport/)

Given these qualifications it is still possible to examine trends using the DUI arrest data. Table 13 above shows state and regional patterns for 2006 to 2009. There has been an increase in DUI arrests statewide over this four-year period.

MTCCP counties have followed the upward state trend with significant increases in the number of DUI arrests in the last two years of data. The 382 DUI arrests in MTCCP counties was the largest increase in the state and was much greater than the number for 'other rural' counties. In fact, MTCCP counties accounted for the major portion of Montana DUI arrests between 2008 and 2009 with their increased numbers offsetting declines in urban counties.

The significant increase in DUI arrests in MTCCP counties coincides with 2009 as the first year of active implementation of SPF SIG environmental strategies at the community level. The positive influence of SPF SIG is one of the underlying contributing factors to Montana's downward trend in alcohol-related vehicle crashes.

Conclusions and Setting the Stage for Positive Outcomes in The Future

Full implementation of MTCCP community-based environmental strategies in 2009 and 2010 coincide with major reductions in student binge drinking and drinking and driving behavior. And, as discussed earlier, not only were there reductions for MTCCP counties, but their gap or above average rates of high-risk alcohol behavior compared to other rural counties in Montana and to the state was reduced between 2002 and 2010 with strong convergence or equality of rates with other rural counties and the state rates. The declining patterns of alcohol-related vehicle crashes coincides with the dramatic declines in student high-risk alcohol behavior in MTCCP counties.

How these declining patterns and relationships will hold up over the next several years is challenging to predict. Perhaps the strongest evidence pointing toward continued future gains in preventing drinking and driving as one of the most significant substance abuse problems is the age profile of the problem.

It is reasonable to expect that as these younger drivers move through the lifespan, their increased awareness of the problems associated with alcohol abuse together with the decreased cultural acceptance of alcohol abuse will continue the positive downward trends.

Certainly some portion of the very positive outcome of reduced alcohol crashes is due to MTCCP policies and strategies. The statewide media campaign developed by MTCCP brought binge drinking and drunk driving to the forefront of public consciousness. It also affected legislative representatives at the local and state level. The exact magnitude of MTCCP's role is difficult to quantify in the presence of other state-wide and state agency efforts. But MTCCP efforts certainly captured the moments of opportunity and created some of the momentum behind these positive outcomes.

ENVIRONMENTAL COMMUNITY-BASED INTERVENTIONS RESULTS AND FINDINGS

Initiatives

The environmental strategies in the IPS model are called initiatives and each community was led through a process to identify initiatives that would impact the most pressing problems around alcohol abuse in their communities as identified from their own data. The initiatives were chosen from a list of evidence-based policy solutions produced by the Pacific Institute of Research and Evaluation for the SPF SIG grant.

By November 2008 the MTCCP communities had identified 15 different evidence-based initiatives that would help reduce the negative impact of alcohol abuse in their regions. By December 2009 this number was reduced to nine initiatives with communities focusing on these nine for the remainder of the project. There was some movement in 2010 between initiatives, with one community adding an initiative (Strengthen DUI system) and two initiatives being dropped (Cross-Jurisdictional Law Enforcement Unit, and Deterrence Theory: strengthen MIP system).

As stated previously, Wibaux County funding was discontinued in mid-2010, thus no work was conducted on any of the initiatives identified by MTCCP after that point. However, for purposes of this Report Wibaux is still included as work was being done from 2008 until the funding was discontinued.

Identified Initiatives	Number of Identified Initiatives Chosen by 23 MTCCP Communities			
	November 2008	August 2009	December 2009	December 2010
Age Restrictions for Alcohol Sellers/Servers	1			
Compliance Checks	12	14 (with RASS)	18	18
Court Watch	3	1	1	1
Create Cross-Jurisdictional Law Enforcement Unit	3		2	3
Deterrence Theory: increased enforcement, stronger penalties and swifter adjudication	6			
Deterrence Theory: strengthen MIP system (added 2009)		13	11	10
Deterrence Theory: strengthen DUI system (added 2009)		10	11	12
Dedicated Probation Officer	2			
MIP Enforcement	2			
MIP Adjudication	1			
Party Patrols	3			
Mandatory Responsible Alcohol Sales and Server (RASS)	18	7	20	20
Restrictions on Alcohol at Special Events	10	7	10	10
Safety Checkpoints	1			
Social Host Laws	16	14	9	9
Social Host in Public Places	1			
Student Behavior Contracts	4		6	6
TOTAL # OF INITIATIVES IDENTIFIED BY ALL COMMUNITIES	83	66	91	89

Table 14: Changes in MTCCP Identified Initiatives November 2008, August 2009, December 2009 and December 2010

All MTCCP communities focused primarily on mandatory RASS and compliance checks. Communities that chose other initiatives seem to have taken advantage of local opportunities brought about by existing community conditions. Table 15 shows which initiatives were chosen by which regions.

Identified Initiatives 2010	MTCCP Regions					
	EMTCCP	Jefferson Co	HELP	NWMTCCP	PAT	SWMTCCP
Compliance Checks	Y	Y	Y	Y	Y	Y
Court Watch						Y
Create Cross-Jurisdictional Law Enforcement Unit	Y					
Deterrence Theory: strengthen MIP system (added 2009)	Y	Y		Y	Y	Y
Deterrence Theory: strengthen DUI system (added 2009)	Y			Y	Y	Y
Mandatory RASS	Y	Y	Y	Y	Y	Y
Restrictions on Alcohol at Special Events	Y	Y	Y	Y		Y
Social Host Laws	Y	Y	Y	Y	Y	
Student Behavior Contracts	Y	Y				Y

Table 15: Identified Initiatives in MTCCP Regions (December 2010)

Date of Initiation

Just showing how many initiatives have been identified does not indicate that anything was actually done. Thus, tracking when and how policies or enforcement efforts were implemented is more important. To do this the Date of Initiation and Dosage spreadsheet described in the Policy and Enforcement Tracking Methodology section was created as a tracking tool. This tracking does not indicate the amount of effort needed to get policies passed or to ensure laws are enforced, it only shows the end result of the work and it is not intended to show the community's attitudinal change resulting from the work.

This tracking tool (not duplicated in this Report) shows that by the end of 2008 16 initiatives had been started and by the end of 2009 48 initiatives had been started in some way within the local communities. By the end of 2010, the MTCCP communities had identified a total of 87 initiatives to work on; of these 64 were being implemented in some form. This equates to a 73.5% rate of "on-the-ground" action over all the communities.

Figure 11 shows, for each region, the number of initiatives identified in December 2009 (by which time there was stability in the identified initiatives) beside the number of initiatives which had begun to be implemented at some point during the project. This is a raw number representation and the regions cannot be compared to each other as each region has a different number of communities and a different number of identified initiatives.

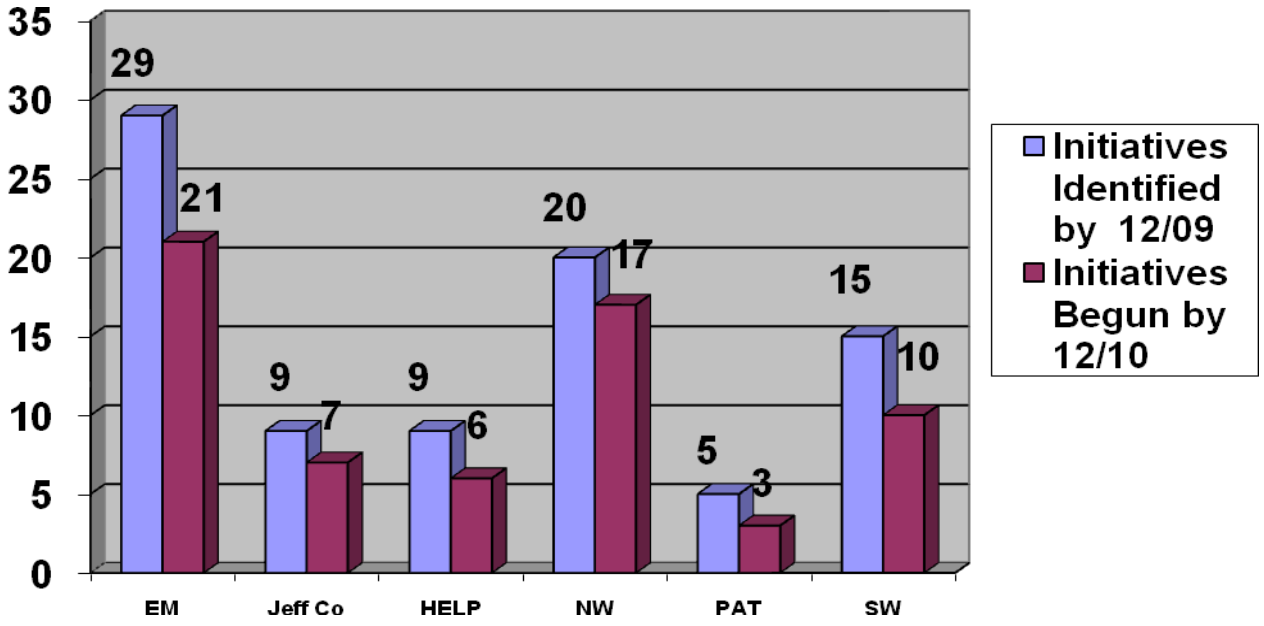


Figure 11: Initiatives Identified at Beginning of December 2009 Versus Initiatives Started by December 2010

The next figure, Figure 12, shows these raw numbers as percentages and thus is more of a comparative of how each community fared in getting something going "on the ground." This comparison does not factor in things like staff changes, unique community challenges or other set-backs or opportunities faced by MTCCP Staff and the local strategy teams. However, to evaluate the efficacy of the SPF SIG project, environmental changes must be implemented at the local level as a precursor to show long-term results.

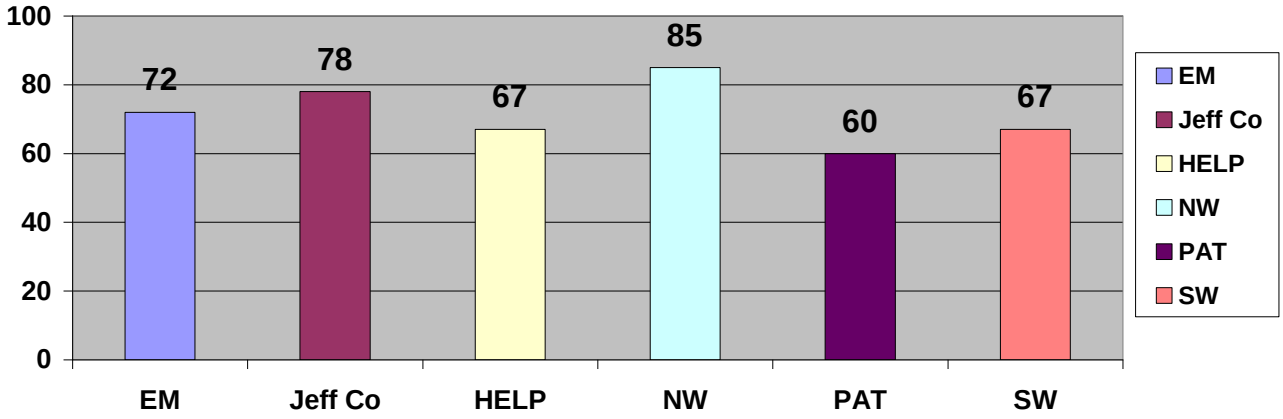


Figure 12: Percent of Started Initiatives versus the Identified Initiatives for Each Region, December 2010

Dosage

Once an initiative has begun it is important to track to what extent it is being implemented. For purposes of this Report, that intensity is called "dosage." The definition of dosage may change from community to community depending on the actual policy or enforcement agreement. For instance, initiatives to strengthen the MIP system may depend on specific community events or conditions which can be used to show how or how often policies are being enforced. In Wibaux County patrols were initiated at graduation and no keg-party was held at graduation for the first time ever; this was used as indication of dosage. Whereas in Lincoln County, they tracked the number of MIPs issued each year dating back to 2007. (See Table 2 at Page 27 of the Evaluation Methodology section for definitions of dosage for all initiatives.) Because of this disparity in how the dosage was collected, it is not useful to compare region to region or community to community. Instead, the number of times a policy was applied or the number of times law enforcement applied a law is used to show overall dosage as summarized in Table 16. This does not necessarily show how effectively the initiative was implemented; it just shows the number of times something was done in relationship to that initiative.

Table 16, column 2 shows how many initiatives were identified versus how many were actually applied in the community from October 2008 through December 2010 (# of identified initiatives/# of applied initiatives). Then in column 3 the table shows, of those initiatives started, how many times something was done from October 2008 through December 2010. RASS training and compliance checks are not included in Table 16 and are discussed in a separate section below since these initiatives are the only ones where standardized data was collected.

Identified Initiatives	# identified/ # Initiated 10/2008 through 12/2010	Dosage (# of times an initiative was applied) 10/2008 through 12/2010
Court Watch	1/1	89
Create Cross-Jurisdictional Law Enforcement Unit	3/3	19
Deterrence Theory: strengthen MIP system*	10/9	281
Deterrence Theory: strengthen DUI system*	11/10	222
Mandatory RASS	See next section	
Compliance Checks	See next section	
Restrictions on Alcohol at Special Events	10/2	5
Social Host Laws	9/2	2
Student Behavior Contracts	5/3	9
TOTAL # INITIAITVES IDENTIFIED/INITIATIVES STARTED	49/30	
TOTAL DOSAGE FOR JUST INITIATIVES WITH LISTED VALUES		627

Table 16: Identified Initiatives versus Initiated Initiatives with Number of Times Initiatives Applied (Dosage) 10/2008 through 12/2010

*** Deterrence Theory: strengthen MIP system and Deterrence Theory: strengthen DUI system used multiple definitions for Date of Initiation and Dosage (see Evaluation Methodology Page 21)**

In four instances a policy has been approved by the local municipality but it has not yet been implemented by law enforcement, schools or other entities.

All initiatives show a high level of initiation except Restrictions on Alcohol at Special Events and Social Host Laws which were each only begun in two communities. A new statewide Social Host policy (HB 20) was introduced in the 2011 Legislative Session (see Policy Section at Page 70) and thus efforts at the local level temporarily ceased to await possible state policy change results. For the tracking spreadsheet, Restrictions on Alcohol at Special Events was dependent on the successful passage of a local ordinance or policy specific to restricting alcohol at special events. However, some communities successfully negotiated changes to alcohol policies at special events by working directly with organizers of the event. Thus it was not an ordinance per se, but the community norm was impacted. An example of this was in Sheridan County where the Fair board and County Commissioners agreed to have an alcohol-free area at the fairgrounds with a wrist-band requirement for those intending to consume alcohol.

Mandatory RASS and Compliance Checks

Two initiatives that have a standard dosage measurement are RASS training and compliance checks. These two initiatives were the most frequently identified initiatives by the MTCCP communities; 20 communities chose to work on RASS and 18 chose to work on compliance checks. Thus, tracking the dosage applied to these initiatives will be used as the most important determinants of successful implementation.

Dosage for Mandatory RASS was defined as number of times trainings were held (tracked by date) and number of people trained. For compliance checks, dosage was defined as number of compliance checks held (tracked by date) and number of establishments checked. Table 17 shows how these two initiatives were applied for the duration of the project.

MTCCP Region	Number of Times RASS Trainings Held	Number of People Trained	Number of Times Compliance Check Done	Number of Establishments Checked
EMTCCP	21	253	12	246
Jefferson Co	18	138	1	12
HELP	24	295	5	74
NWMTCCP	75	671	14	284
PAT	6	127	0	0
SWMTCCP	26	184	1	19
PROJECT TOTALS	170	1,668	33	635

Table 17: Number of RASS Trainings and Compliance Checks Completed through 2010

The level of dosage required to trigger changes in the long-term goals of similar projects was determined by Edwards, et al. (1994). This research showed that approximately 50% of local servers needed to be trained before RASS training affected the long-term desired result of reducing single-vehicle nighttime crashes.

The Alcohol Server Education in Montana Program located in the Department of Revenue (DOR) has also tracked the number of RASS trainings held in the MTCCP communities, which is a good cross check with the number of trainings tracked by MTCCP (Table 17). Table 18 below shows the trainings held in MTCCP counties as reported by DOR. This represents the *total* number of trainings held in those counties not just those organized, held and tracked by MTCCP. As can be seen by the higher number in the DOR table, RASS trainings result in a high number of servers being exposed to the responsibilities inherent in serving alcohol. However, it is impossible to estimate the actual number of individuals working in establishments that serve alcohol. The Montana Tavern's Association estimates that there are 20,000 people in Montana who are employed in the liquor industry with about 12,000 of those actually serving alcohol. (Lisa Scates, Personal Communication, 2011)

Servers/Sellers Trained Through "Let's Control It"				
County	**Region**	**2008**	**2009**	**2010**
Blackfeet Reservation/Glacier	Blackfeet Housing	0	91	32
Cut Bank	Blackfeet Housing	0	0	0
Heart Butte	Blackfeet Housing	0	0	0
Silver Bow	Southwest Montana	53	113	259
Madison	Southwest Montana	1	25	24
Beaverhead	Southwest Montana	1	56	85
Deer Lodge	Southwest Montana	3	47	37
Powell	Southwest Montana	4	31	33
Sheridan	Eastern Montana	3	0	46
Roosevelt	Eastern Montana	0	6	34
Richland	Eastern Montana	0	23	70
Dawson	Eastern Montana	13	17	67
Wibaux	Eastern Montana	2	6	0
Ft. Peck Reservation	Eastern Montana	Not tracked by reservation. These reservations are located in too many counties.		
Flathead Reservation	Northwest Montana			
Lake	Northwest Montana	7	140	68
Mineral	Northwest Montana	1	73	12
Sanders	Northwest Montana	0	49	26
Lincoln	Northwest Montana	2	120	59
Hill	Havre HELP Committee	26	52	67
Blaine	Havre HELP Committee	6	24	37
Phillips	Havre HELP Committee	0	38	41
Jefferson	Jefferson Co. Sheriff's	39	102	74
Whitehall	Jefferson Co. Sheriff's	18	0	0
Boulder	Jefferson Co. Sheriff's	20	0	0
TOTALS (without Fort Peck and Flathead Reservations)		**199**	**1,013**	**1,071**

Table 18: Number of Servers/Sellers Trained in MTCCP Communities with Responsible Alcohol Sales and Server Trainings 2008–2010 (Department of Revenue)

Conclusions

- By the end of the project, MTCCP communities identified 87 initiatives based on community conditions and 73.5% of them were implemented in some form.
- The intensity with which initiatives were implemented varied greatly from community to community and region to region.
- Within all regions, a total of 1,668 beverage servers were RASS trained between 10/2008 and 12/2010 as a result of MTCCP efforts. An additional 2,301 were trained through the DOR "Let's Control It" Program in the same years.

- Within all regions, compliance checks were performed at 635 businesses between 10/2008 and 12/2010.
- Of the 53 non-RASS/compliance check initiatives chosen by the MTCCP communities, 61% were implemented in some form between 10/2008 and 12/2010.
- The MTCCP efforts to change policies and law enforcement practices related to alcohol abuse were significant and tangible results can be shown for the work.

POLICY AND INSTITUTIONAL CHANGE

Policy

The SPF SIG funded states were to take an environmental approach to the prevention of alcohol abuse. This approach is a public-health one that looks at broad community-wide change. IPS, in an initial training for MTCCP Staff, summarized it as:

> The MTCCP is different from typical prevention efforts. Instead of educating individuals about the dangers of binge drinking and drinking and driving, the project will focus on the community environment or context in which binge drinking and drinking and driving occurs, and targeting the underlying factors that support these behaviors or block solutions.

At the same training, IPS emphasized that:

> ***Policy is a part of the Environmental Prevention Model because policy changes are often the catalyst needed to create a shift in cultural norms or standards for behavior.*** (IPS, "Initiating Community Prevention" Training, 2009)

In summary, changing policies at the local and state level is a major component of the environmental approach to reducing alcohol problems. According to past research, community-based projects like MTCCP can result in a reduction of alcohol-related problems such as drunk driving, alcohol-related car crashes and their consequences, the sale of alcohol to underage drinkers, and assault injuries *if* policy change is one facet of an overall approach to changing an environment that fosters and allows alcohol abuse. (Holder, et al. 1997) *Italics added*.

This section looks at the changes in the IPS driven Community Readiness Assessments (CRA) between 2008 and 2011 which measures how ready communities are for environmental, policy-based change. Then it will follow the specific statewide policy efforts focusing on legislative enactments or changes to address the problem of alcohol abuse. Finally we will look at the local policy changes which were initiated by MTCCP. This section presents similar information that can be found in the Tracking Local Initiatives section beginning on Page 27 but includes more details on local policies, ordinances, court enforcement, and special funding mechanisms to support law enforcement which were initiated at the local level.

Community Readiness Assessments

The initial phase of the SPF SIG implementation in Montana was to assess the funded communities in terms of their readiness for environmental change. The

assumption being that some evidence-based strategies would work better in some communities than in others based on local conditions:

> A community's level of readiness for environmental, policy-based change can be used as a guide for communities as they begin to develop Workplans. While a community's data may reflect the need for certain environmental strategies, the community may not be ready to adopt such strategies right away (IPS material: Community Readiness Assessment Guide, 2008).

Thus, with technical assistance from IPS, MTCCP Staff and local Strategy Team Members began their efforts to change policy by assessing their community conditions; and based on this to identify the specific evidence-based policies for which their community might be ready.

Overall Community Readiness Assessment Scores

In addition to this community-based process conducted by all MTCCP Staff, IPS conducted an additional Community Readiness Assessment (CRA). In November 2008, one community from each of the six funded regions was assessed to determine its degree of readiness to engage in policy-focused environmental prevention. The process was based on conducting a series of Key Informant Interviews, scoring results and determining the community's readiness on a scale of 0 - 5. The CRA scale is seen in Figure 13. These six communities were taken as a representation of their respective region. Then the same communities were assessed again in 2011 to determine how they had progressed along the readiness scale. IPS had used this method with success in past projects. In order to determine the scoring, each community was rated on an aggregated score from five components: Policy, Intentional Organizing, Applied Data, Enforcement, and Media Advocacy.

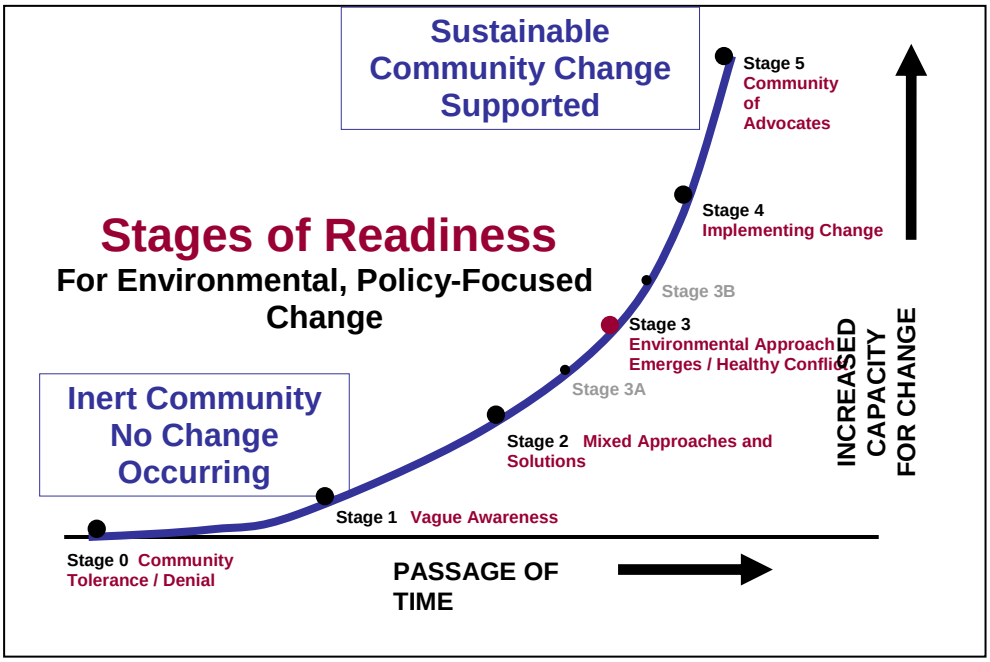


Figure 13: Community Readiness Scale (Source: Institute for Public Strategies, 2008)

Table 19 shows the MTCCP regions' overall rating on the above scale in 2008 and then in 2010. As this table indicates, all assessed communities had extremely low readiness scores at the beginning of the project. In 2008 all communities scored lower than Stage 1, closer to Stage 0 (Community Tolerance / Denial) for an average score of 0.66. After 3 ½ years the total scores averaged 1.9 with four communities being in Stage 2 (Mixed Approaches and Solutions), two communities in between Stage 1 (Vague Awareness) and Stage 2 (Mixed Approaches and Solutions) and one community in Stage 1 (Vague Awareness). This indicates an increase in the communitys' level of readiness for environmental, policy-based change. However, they still have a long way to go to move towards the desired Stage 5 (Community of Advocates).

SPF SIG Funded Region	Overall Readiness Score, 2008	Position on CRA scale	Overall Readiness Score, 2011	Position on CRA scale
Dawson County (EMTCCP)	0.82	Between Stage 0 and Stage 1	2.2	Stage 2
Jefferson County	0.20	"	2.0	Stage 2
Phillips County (HELP)	0.96	"	2.1	Stage 2
Pikanni Action Team	0.34	"	1.2	Stage 1
Lake County and Flathead Reservation (NWMTCCP)	0.76	"	1.8	Between Stage 1 and Stage 2
Butte- Silver Bow (SWMTCCP)	0.88	"	2.3	Stage 2
Total Average Scores	0.66	Between Stage 0 and Stage 1	1.9	Between Stage 1 and Stage 2

Table 19: Overall Community Scores on the Community Readiness Assessment to Show Changes between 2008 and 2011 (IPS, Community Readiness Assessments)

To arrive at these overall scores to determine a community's readiness for environmental policy change, each community was assessed on each of the five IPS model components: Policy, Intentional Organizing, Applied Data, Enforcement, and Media Advocacy.

Policy Component of the Community Readiness Assessment Scores

Table 20 shows how the MTCCP regions scored on the Policy component. As can be seen, the scores from 2008 were extremely low; in fact out of all five scored components in the CRA, Policy scored the lowest in all communities except Jefferson. By 2011 the total average score had risen by 1.68 to being between Stage 1 (Vague Awareness) and Stage 2 (Mixed Approaches and Solutions).

SPF SIG Funded Region	POLICY Readiness Score, 2008	Position on CRA scale	POLICY Readiness Score, 2011	Position on CRA scale
Dawson County (EMTCCP)	0.4	Between Stage 0 and Stage 1	2.3	Stage 2
Jefferson County	0.3	"	2.2	Stage 2
Phillips County (HELP)	0.6	"	2.2	Stage 2
Pikanni Action Team	0.02	"	1.5	Between Stage 1 and Stage 2
Lake County and Flathead Reservation (NWMTCCP)	0.6	"	1.7	Between Stage 1 and Stage 2
Butte- Silver Bow (SWMTCCP)	0.4	"	2.1	Stage 2
Total Average Scores	0.32	Between Stage 0 and Stage 1	2	Stage 2

Table 20: Policy Scores for Six Counties on the Community Readiness Assessment Showing Change between 2008 and 2011.

Given the changes in the CRA scores, we can now turn to how the MTCCP impacted changes to both statewide and local policies.

Alcohol-Related Statewide Policies

Senate Joint Resolution 39 was enacted in the 2009 Montana Legislative Session. SJR 39 tasked the Law and Justice Interim Committee (LJIC) to study the issues around Montana's DUI laws. Some of the questions it posed were:

Do we need tougher laws? Should we regulate retailers and servers? Are harsher penalties even effective? What about treatment? Can we intervene earlier? Do prevention programs work? How can we change our attitudes and culture about drinking and driving? And, whatever we decide to do, how will we afford it? (Heffelfinger, 2009)

The LJIC met for approximately one year to study the issue and to come up with its final recommendations for the 2011 Legislature. MTCCP's involvement in the process was multifaceted and included the following list of activities. CSC members were very present throughout the LJIC meetings and testified numerous times. However, because they identified themselves by their own organization, they are not listed below.

- As part of the packet to prepare for its September 2009 meeting, the LJIC members received a MTCCP issue brief "Environmental Prevention: An Approach to Reducing Drinking and Driving and Binge Drinking in Montana."

- IPS, as representatives of the MTCCP, was asked to act as an advisor to the committee providing research and other input. The request came from Sheri Heffelfinger, LJIC staff.
- Testimony to the LJIC was presented by the following MTCCP Staff or volunteers:
    - **Ron Ladue, Project Officer, Pikanni Action Team, Blackfeet Nation, Browning,** discussed prevention and education in Indian Country.
    - **Brenda Simmons, Project Director, Community Change Project, Institute for Public Strategies,** presented MTCCP goals as they related to DUI and the environmental approach to prevention.
    - **Ron LaDue, Program Officer, Blackfeet Environmental Prevention Project to Reduce Binge Drinking and Drinking and Driving,** said that the project he works for is administered through the Montana Community Change Project administered by the Addictive and Mental Disorders Division (AMDD), DPHHS. He said his discussion points will address the activities and possible recommendations based on Native American culture, norms, and ways of life that may be more effective in treating substance abuse problems.
    - **Gary Acevedo, Montana Common Sense Coalition, Flathead Reservation,** encouraged the Committee to support the Coalition's goals.
    - **Denyse Traeder, Superior, Program Officer, Montana Community Change Project and Mineral County Healthy Communities Project, Superior,** discussed a town hall meeting with youth and adults regarding alcohol consumption. She said that the community thinks that the most effective avenue to address underage drinking would be through a county-wide social host ordinance, which is not authorized under current Montana statutes.
    - **Kalyn Ploffe, Superior,** testified that teens have easy access to alcohol from adults and that there should be harsher consequences for adults who provide alcohol to students.
    - **Christian Zigler, Superior,** agreed that it is wrong for parents and adults to supply alcohol to teens, saying that it sets a bad precedent and begins a cycle of alcohol abuse. She said she supports social host laws.
    - **Bailey Dueck, Raise Expectations and Acknowledge the Legacy Impacting Today's Youth (REALITY), Whitehall**, testified in support of LC lj01***** and provided a document explaining the purpose and mission of REALITY.
    - **Elizabeth Larson, REALITY T, Whitehall**, testified in support of LC lj03******.
    - **Bailey Duek, REALITY T, Whitehall**, testified in support of LC lj15*****.**
    - **Elizabeth Larson, REALITY T, Whitehall**, testified in support of LC lj15.

- **Denyse Traeder, Time for Change,** testified in support for LC lj15. She distributed an information packet on social host statistics; it was not discussed.
- **Bailey Duek,** REALITY T, testified in support of LC lj16******.**

- **Public Comment was provided by the following MTCCP Staff:**
  - **Frank Rozan, Southwest Montana Community Change Program, Butte,** spoke in support of using interlock devices and discussed how problems could be addressed.

- **Further testimony related to SPF SIG was provided by:**
  - **Dr. Steve Seninger, Senior Research Professor, University of Missoula,** discussed conclusions from his research report, "*The Economic Costs of Alcohol-Related Vehicle Crashes in Montana."*

***** LC lj04 refers to on-call judge for blood alcohol test search warrant
****** LC lj03 refers to mandatory alcohol server and sales training
******* LC lj15 refers to authorizing social host ordinances
******** LC lj16 refers to increased penalties for refusal to submit to breath or blood test

As a result of the LJIC work, 14 bills were recommended to the 2011 Legislature; seven passed and seven died in committee. Additionally, one DUI bill outside of the purview of LJIC was passed by the Legislature. Following is a synopsis of each alcohol-related law that was passed.

PASSED

SB 29, Mandatory alcohol server and sales training

Provides that anyone licensed to sell alcohol either at a retail store or bar must ensure that their employees that sell or serve alcohol be trained on how to comply with state law prohibiting the sale or service of alcohol to minors or to noticeably intoxicated persons or be subject to a civil penalty of $50 per untrained employee.

HB 102, Revise drivers' license provisions for DUI court participation

Allows a DUI court to grant a probationary drivers' license to a DUI court participant who has been convicted for a second or subsequent impaired driving offense if the participant complies with a treatment plan or other conditions imposed by the court.

HB 69, Revise jail penalties for DUI court participation

Increases from 6 months to 1 year the possible jail time for a 1st or 2nd DUI/BAC offense, clarifies mandatory minimum jail sentences, and allows a DUI court to suspend all or a portion of the jail sentence, except the mandatory minimum, if the DUI court participant is complying with court-ordered treatment and other conditions.

SB 41, Allow cities to establish courts of record

Allows a city to make its city court a court of record, a place where court proceedings are documented and papers filed are retained as an official record. It further provides that an appeal from a city court of record is confined to a review of the record and questions of law.

HB 12, Provide one-year jurisdiction for DUI/BAC offenders

Increases the maximum jail time for a 1st or 2nd DUI or a 3rd BAC offense from 6 months to 1 year.

SB 15, Create a misdemeanor crime of aggravated DUI

Provides that a person commits the offense of an aggravated DUI if any one of the following conditions exists in addition to a regular DUI or BAC offense: the person's BAC is .20 or above; the person has been court ordered to drive only a vehicle equipped with an ignition interlock device; the person is driving without a license because of a prior impaired driving offense; the person refuses a breath or blood test for impaired driving; the person has a prior conviction or pending charge for a MIP, DUI, or BAC violation within three years of the current offense; or the person is involved in a crash resulting in bodily injury or property damage. Provides for a mandatory minimum of one-year probationary sentence, a $1,000 to $5,000 fine, and a one-year jail sentence (which may be suspended) for an aggravated DUI offense.

SB 42, Authorize search warrants to obtain blood or breath test in DUI cases

Provides that if a person is arrested for impaired driving and a search warrant is obtained, a blood or breath test may be administered without the person's consent.

Died in Standing Committee

- SB10, Strengthen drivers' license sanctions for MIP offenders
- SB 39, Allow game wardens to issue MIP citations
- SB 40, Statewide on-call judge for search warrants
- HB 33, Provide that any amount of a dangerous drug is impaired driving *per se*
- HB 67, Strengthen ACT laws for treatment of DUI and BAC offenders
- HB 14, Eliminate five-year look back in misdemeanor DUI/BAC cases
- HB 20, Authorize county social host liability ordinance

Other DUI Bills at 2011 Montana Legislative Session:

PASSED

HB 106, Provide for a 24/7 sobriety project for impaired driving offenders

Provides for sobriety testing by county sheriffs or designees; expands the penalties for a third or subsequent offense of driving under the influence.

Died in Standing Committee

- HB 18, Vehicular homicide under the influence - minor prosecuted as adult
- HB 50, Revise requirements for civil actions against bars for dram shop liability
- HB 112, Clarify liquor laws related to serving underage and intoxicated persons
- HB 146, Increasing penalties for DUI Hearing
- HB 253, Provide for recovery of costs for DUI conviction
- HB 299, Provide that third DUI is a felony
- HB 360, Criminalize passengers' failure to report certain motor vehicle accidents
- HB 631, Generally revise motor vehicle laws on ignition interlock requirements
- HB 637, Interlock revisions
- SB 308, Provide for criminal offense for refusal of alcohol testing

MTCCP and CSC Participation during the Montana 2011 Legislative Session:

Following is a list of MTCCP and CSC staff and volunteers who testified on the LJIC recommended bills introduced in the 2011 Legislative Session to address the problems of alcohol abuse. Members of the CSC testified frequently on behalf of their own organization, the list below only includes those members who actually identified themselves as CSC members. The list was extracted from web-based minutes of the legislative committee in which the hearing took place. The mobilization of community members to contact their legislators about bills was not tracked. Site Visit Reports were conducted only through 2010 and thus did not cover the 2011 session.

PASSED

SB 29, Mandatory alcohol server and sales training

- Darbie Morigeau, MTCCP Program Officer and Responsible Alcohol Server and Sales Trainer
- Ivy McGowan, MTCCP Project Coordinator and Bartender and Responsible Alcohol Server and Sales Trainer
- John Larsen, Montana Common Sense Coalition

DIED IN COMMITTEE

HB 33 Provide that any amount of a dangerous drug is impaired driving per se

- John Larsen, Montana Common Sense Coalition

HB 14 Eliminate five-year look back in misdemeanor DUI/BAC cases

- John Larsen, Montana Common Sense Coalition

Conclusions

- A total of 25 alcohol abuse related bills were introduced in Montana's 2011 Legislative Session - eight passed. In past session, alcohol-related bills introduced included many similar to those that were presented in 2011. In the 2009 session all DUI specific bills died in committee. Thus the 2011 session saw unprecedented action on DUI laws.

- The CRA shows an increase in the MTCCP communities' level of readiness for environmental, policy-based change. However, it is evident that there is quite a ways to go until the communities get to Stage 5 (Community of Advocates). To do so they still need to make it through Stage 3 (Environmental Approach Emerges / Healthy Conflict) which encompasses a true realization and acceptance of an environmental approach and comes with the healthy conflict required to reach consensus.

- When separated out, the Policy component in the CRA scores is also much improved between 2008 and 2011.

- Given the very low scores in the CRAs at the beginning of the project, especially on the Policy component, the improvement within the 3 ½ years is commendable. However, sustainability in Policy is not yet confirmed.

- Many of the Strategy Team Leaders expressed that they were waiting to see the outcomes of the legislative session with regard to SB 20 which would allow counties without self-governing powers to adopt an ordinance establishing civil or criminal liability of a person hosting a social gathering at which an underage person is illegally served, or illegally possesses or consumes alcohol. The fact that this did not pass will affect the way local entities will work on social host ordinances.

Alcohol-Related Local Policies

The MTCCP communities chose their initiatives (in the IPS language, initiatives equate to policies) in late 2008 and then refined their list in 2009. As a result of their

work the following local policies and ordinances were passed. In addition, the following court enforcement or special funding mechanisms to support law enforcement of policies were put in place:

Blackfeet Reservation - Pikanni Action Team

- Mandatory RASS training was put into law on the reservation.
- Social Host Resolution was passed and work is being done to get strict policies in the ordinance.
- A $25 fee from every DUI is to go to the DUI Task Force.
- Primary seat belt law has been amended and approved but not yet signed.

Southwest Montana Community Change Project

Silver Bow County

- A festivals ordinance was passed and went into effect March 2010.
- As of December 2010, 10 wheel locks have been purchased by the Butte-Silver Bow Police Organization, Mariah's Challenge, and Mile High Lions Club. An installation contractor has been trained and a mechanism is in place for collecting fees.
- The Judge had an ATM machine installed in the Courthouse so when he sentences MIPs they can take out cash and pay him on the spot.
- City Council voted 10/1 to fund a misdemeanor probation officer to monitor MIP/DUI offender compliance with sentencing requirements. The Misdemeanor Probation Officer position has become a permanent part of the Butte-Silver Bow Budget, so this position is sustainable.

Madison County

- A Community Court Watch Program with three local volunteers has been implemented for DUI and MIP related offenses.
- Justice Court judge agreed to start mandating SCRAM devices for repeat DUI offenders.
- In 2010 compliance checks were completed in Madison County for the first time.
- Grants were received for the Sheriff's Department to purchase portable breath testers and in-car video cameras.
- A grant was received to fund the alcohol server training.
- The local DUI Task Force received a grant for law enforcement to do compliance checks.

Beaverhead County

- The DUI Task Force has identified RASS training as a priority and has secured supplemental funding for compliance checks.

Powell County

- Mandatory RASS training ordinance passed.
- The city of Deer Lodge has agreed to review their existing ordinances, including alcohol-related ordinances.
- Powell County Attorney's office wrote a New Years Resolution letter stating that in an effort to reduce drinking and driving they will not plead down DUIs in 2011.
- The first interlock ever was ordered in Powell County for a 2nd Offense DUI.

Deer Lodge County

- Social host ordinance passed.
- A grant was received to fund equipment for youth task force to track MIP data.

Eastern Montana Community Change Project

Wibaux County

- Judge agreed to stop returning 1/2 DUI fines to offenders when they show up in court.
- A local interlock installation center has been identified and is now installing the devices on the cars of repeat DUI offenders as mandated by the courts.

Dawson County

- A Judge agreed to begin requiring interlocks for all 2nd DUI offenders.
- The vice-principal of the local high school is getting the MIP records from the court to ensure there are consequences to students who are convicted of a MIP. The judges have agreed to provide this information to the schools.

Richland County

- 4H successfully enforced alcohol policies during the fair.

Roosevelt County (Poplar & Wolf Point)

- DUI laws on the Reservation have been amended to make the 3rd DUI in a lifetime a felony.
- In 2010 Fort Peck Tribal Council passed a primary seatbelt law.
- City of Poplar voted to pass a social host ordinance.

- The Fort Peck Tribal Council and City of Wolf Point passed a social host ordinance.

Sheridan County

- Medicine Lake Mayor wrote and passed a special events ordinance for the Centennial Celebration.
- County Commissioners are working to implement an alcohol-control policy for county property.

Northwest Montana Community Change Project

Lake County

- City/County received funding for the Polson City/Lake County Justice Court to attend DUI court training.
- DUIs are being prosecuted more consistently with a roughly 90% conviction rate.

Flathead Reservation

- No specific policies.

Lincoln County

- No specific policies.

Mineral County

- Superior is changing the school-wide policy so that any school-wide organization needs its members to sign a student behavior conduct policy.

Sanders County

- Hot Springs City Court has a more stringent payment policy for fines, with strict penalties for not adhering to the payment plan.
- Public nuisance charge can be used to cite for open container by tribal law enforcement.

Jefferson County

- New policy adopted by Whitehall School Board went into effect in August 2009. It will create meaningful consequences for underage drinking by preventing students who receive MIPs from participating in field trips and the senior trip.
- Jefferson County received money from the Career Training Institute to pay a coordinator for the community service program for six months.
- City of Boulder now has a new criminalization of refusal ordinance in place.

Hi Line Community Change Project

Blaine County

- The Blaine County DUI Task Force was awarded $15,000 in a supplemental funding grant to assist with alcohol compliance checks and RASS training.
- Moving Forward in Blaine County and the DUI Task Force hosted an ignition interlock demonstration. Over 30 people attended, including the business which now offers local installation in the next town.

Hill County

- The City Judge and Justice of the Peace have agreed to use the referral form provided by DOR to refer offenders of over-service, service to minors, and for failed compliance checks to attend RASS training.

Phillips County

- The Phillips County DUI Task Force was awarded $15,000 in a supplemental funding grant.
- An interim JP ordered the non-compliant servers from the alcohol compliance checks to attend RASS training or pay the $500 plus $85 in court costs.

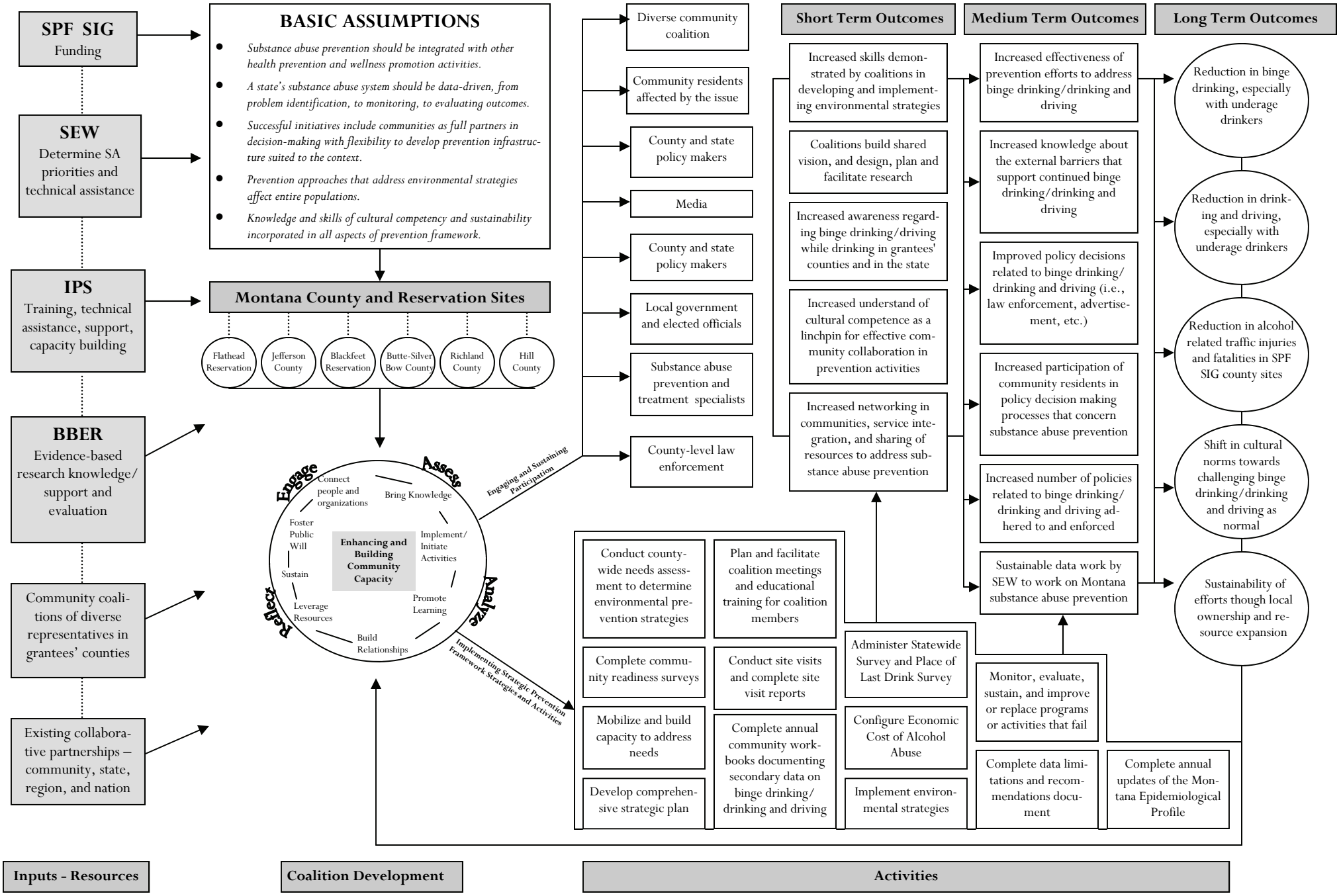
Non-MTCCP Communities where MTCCP Influenced Policy and Court Enforcement:

- Project formally invited to act as resource for Law & Justice Interim Committee looking at strengthening state DUI laws.
- Presented on ignition interlocks at statewide judge's conference where more than 30 Montana judges from more than 20 counties participated in "Interlock Test Car" demonstrations.
- Collected 36 months of survey data on MIP and DUI offenders and produced first statewide reports describing the circumstances commonly associated with MIP and DUI arrests.
- MTCCP Staff presented on evidence-based strategies at a meeting of the Montana County Attorney's Association in December 2009.
- The Department of Revenue did not weaken the penalties associated with selling alcohol to minors and they actually scheduled a second hearing for public comment to address strengthening the penalties. The Department of Revenue received roughly 200 letters from community members addressing this issue.

Conclusions

- Between 2008 and 2011, the MTCCP communities increased their level of readiness for environmental, policy-based change. However, they still have a long way to go to move towards becoming communities of committed advocates to change the negative outcomes of alcohol abuse.
- MTCCP communities improved their scores on the CRA for the Policy component by a greater margin than any of the other components of Intentional Organizing, Applied Data, Enforcement, and Media Advocacy.
- Fifteen individuals associated with SPF SIG efforts gave testimony during the LJIC implementation of SJR 39.
- The 2011 Montana State Legislature passed eight new alcohol-related laws.
- A total of 45 specific changes were made in MTCCP counties to address high-risk behavior associated with alcohol:
    - Ten new local ordinances were passed;
    - Nine existing policies or ordinances were or are being revised and strengthened or successfully targeted for increased enforcement;
    - Ten new court enforcement mechanisms were put in place;
    - Eight grants or other funding mechanisms were received to support on-going law enforcement efforts (not RASS trainings or compliance checks – see below);
    - Four communities initiated or secured funding for RASS trainings and/or compliance checks; and
    - Four communities secured funding for interlock devices, to establish a location for distribution and installation, begin court ordered use, or host promotion events.

Strategic Prevention Framework State Incentive Grant
Multi-site State Evaluation Logic Model and Theory of Change



Media Advocacy

This section of the Report looks at the IPS component of Media Advocacy. As described in the section "Montana Community Change Project Overview," media advocacy was a major part of the community work to impact alcohol abuse. As defined by IPS, "Media Advocacy is the strategic use of news media to support community mobilization to advance a public policy initiative" (IPS PowerPoint Presentation: Media Advocacy). Media advocacy was part of the overall MTCCP approach as previous research has shown that "news media coverage prompted by media advocacy strategies can stimulate public attention to the need for and support of specific policies" (Holder, et al. 1997).

The media advocacy evaluation is based on findings of a 1997 report by Holder and Treno on the Community Trials Project which looked specifically at how media advocacy was used as a tool to advance policy solutions around alcohol abuse problems. Their findings were:

> Results indicate that: (1) training in media advocacy can increase coverage of news events generated by local community members including volunteers, (2) increased news coverage can be generated for both electronic (television) and print media, (3) increased news coverage did focus public attention on specific issues in support of prevention components, (4) while there are differential audiences/readers for the print (newspaper) and electronic (TV) media, both audiences are affected, and (5) media advocacy can be more effective than a paid public information campaign in increasing public awareness of alcohol issues (Holder and Treno, 1997).

Training

Starting in 2008, IPS conducted multiple training sessions for MTCCP Staff and local volunteers on how to interact with the media. The premise adopted from Holder and Treno was that a media advocacy campaign would be more effective to MTCCP efforts than a paid public information campaign to increase local public awareness of alcohol issues. Trainings were conducted during the annual statewide IPS Institute and in regional and local areas. Topics covered included training staff and community leaders to become local spokespeople.

Print Media Coverage

This section will first look at the results of the regional analysis of media generated by the MTCCP; then it will look at the analysis of statewide media advocacy efforts. The regional and community analysis only looked at local papers, while the statewide analysis looked at regional newspapers both in hard copy and on-line versions. No on-line television or radio stories were included. Some cross-over of regional papers exist in some communities. For instance the Missoulian is distributed

throughout many of the NWMTCCP and SWMTCCP communities; likewise, the Billings Gazette is distributed in many of the EMTCCP communities. These were NOT counted in the regional and local media counts but were all in the statewide counts. It must be remembered however that people in the local communities who also received these regional papers were exposed to the additional coverage of problems associated with alcohol abuse.

The Media Advocacy analysis uses not only the print media binders collected by IPS from 2008 – 2010, but also the responses from MTCCP Staff, Strategy Team Member and Common Sense Coalition interviews and surveys. This section also examines the results of the IPS conducted Community Readiness Assessments from 2008 and 2011 before finally looking at the Statewide Perception Survey of Montana Voters again conducted in 2008 and 2011.

Regional Media Advocacy Analysis

Count of Print News Stories

Although some attempt by IPS was made to track radio and television coverage, the most consistent tracking and collection was done for print media. A differentiation was made between stories generated by MTCCP and those that emerged as the issues around alcohol abuse gained traction as a major Montana problem. An additional differentiation was made between earned media and paid media. Earned media (or free media) refers to favorable publicity gained through promotional efforts, as opposed to paid media, which refers to publicity gained through paying for advertising. Earned media includes news stories, letters to the editor, guest opinion pieces, and editorials. Table 21 shows three columns of raw counts; earned media generated by MTCCP, paid media, and total media.

MTCCP Region	Earned Media Generated by MTCCP	Paid Media by MTCCP	Totals
EMTCCP	186	145	331
Jefferson Co	79	50	129
HELP	73	35	108
NWMTCCP	104	101	205
PAT	29	11	40
SWMTCCP	231	222	453
PROJECT TOTALS	702	564	1,266

Table 21: Earned and Paid Media Counts (2008 – 2010) for MTCCP Regions

Comparisons between regions and between communities cannot be made as regions have a different number of print media outlets which are distributed in different timeframes (daily, weekly or monthly). However, it can be seen that all communities were successful in generating some coverage.

The paid media was for such things as advertising town hall meetings. Paid media was not part of the training IPS provided to the communities but was allowed in their SPF SIG budgets. However this evaluation will not look to further analyze the paid media findings other than to point out that it vastly increased coverage and exposure of the problems related to alcohol abuse and what was happening in the communities to address the problem.

Table 22 shows the numbers for the earned media broken down for each of the years in which MTCCP Staff worked. 2008 can be taken as the de facto base year; the project was only really getting going throughout 2008, with time taken in training the MTCCP Staff on all aspects of the environmental approach to alcohol abuse including Media Advocacy. The 123% increase between 2008 and 2009 shows the effects of their efforts. This was followed by an insignificant decrease between 2009 and 2010. Three communities continued an upward trend in all three years, while three saw a decrease between 2009 and 2010, but again only by a very insignificant margin. The generation of this many stories through MTCCP Staff efforts is an indication of successful Media Advocacy.

MTCCP Region	2008	2009	2010	Totals
EMTCCP	23	64	99	186
Jefferson Co	7	31	35	73
HELP	16	34	29	79
NWMTCCP	25	54	25	104
PAT	2	11	16	29
SWMTCCP	54	97	80	231
PROJECT TOTALS	127	291	284	702

Table 22: Earned Media Counts by Region (2008–2010)

Content Analysis

A content analysis was conducted to add depth to the raw counts of print stories. The results generated from the content analysis were used to rate the stories and thus the success of the MTCCP Staff in generating quality stories through their media advocacy efforts. The analysis of the earned print media looked for three criteria and scoring was based on the presence/non-presence of the following:

(d) If it mentions a specific policy solution;

(e) If it uses a community spokesperson versus MTCCP Staff; and

(f) If it mentions data on the problem(s) associated with alcohol abuse.

The criteria selected to score the stories were based on previous research and conversations with researchers at the Prevention Research Center, Berkley, California. (Bob Saltz, personal communications). It was also based on a review of IPS training materials that stressed the use of community spokespeople rather than using paid staff

and the importance of building the Message Triangle of "Problem, Solution and Data." (IPS, Spokesperson Training 2009). The premise of content analysis is that if articles contain all three criteria then people will become more knowledgeable about the problem and the solutions in the hopes that this knowledge will lead them to take action.

Mention of a policy solution:

Media is essential to local policy development. Without skillful media work it is very difficult (perhaps impossible) to create policy-driven structural changes within a community (Holder, et al. 1997). Media advocacy is the strategic use of media to advance policy goals (Wallack, 1990).

Community spokesperson versus MTCCP Staff:

Media advocacy can be most effective when real local stories or authentic community spokespeople (voices) form the news (Holder & Treno, 1997).

Mention of data on the problem(s) associated with alcohol abuse:

IPS training stressed the need for spokespeople to use data to back up their stories. Relevant data was identified as a necessary ingredient to the strategic use of media advocacy. Releasing data to raise awareness about the problem was also identified as the first step of a strategic media plan (IPS, Media Advocacy for Strategy Teams Training).

Each earned print story was scored by giving one point to each of the above criteria; thus a story scoring 3 points had all three elements, if it had none of the elements it scored a 0. Table 23 shows the regional scores for all content criteria. Row 1 shows the total possible score given the number of earned media articles; Row 2 shows the actual score based on the presence/non-presence of the three content analysis criteria; and Row 3 shows the region's score as a percentage of the total. What can be seen is that the actual number of articles does not necessarily have a straight correlation to quality. However, the more a community is exposed to any articles around alcohol abuse the more likely people are to become aware of the problem.

Comparisons between regions can be made in this table. The smaller regions with fewer communities (Jefferson and HELP) scored highest with NWMTCCP close behind. The other three regions scored within 3% points of each other. All regions together scored 51% in this content analysis.

Scores	EMTCCP	Jefferson	HELP	NWMTCCP	PAT	SWMTCCP	Totals
Total possible score based on # of earned media articles	558	219	237	312	87	693	2,106
Total actual score based on presence of 3 criteria	253	126	140	177	39	331	1,066
Score as % of total possible	45%	58%	59%	57%	45%	48%	51%

Table 23: Total Content Analysis Scores for all Regions for all Years (2008–2010)

The next table, Table 24 beaks down the scores shown above in Table 23 as percentages to see how the regions did individually and overall in ensuring that their articles included the elements deemed to be most important. Reading the first row shows that overall the regions were most successful in ensuring that a specific policy solution is mentioned, with 71% of articles having this element. The second row shows that 51% of the articles quoted a community spokesperson versus a MTCCP Staff person. The least successfully included element was the mention of data on the problem(s) associated with alcohol abuse. This is perhaps the element over which MTCCP had the least control, given that most reporters look for the "personal" angle rather than statistics. However two regions, NWMTCCP and HELP, did better in having data included than all other regions.

Criteria	EMTCCP	Jefferson	HELP	NWMTCCP	PAT	SWMTCCP	Overall % of Articles that include criteria
% of articles that included Policy Solution	60%	85%	68%	70%	72%	73%	71%
% of articles that included Community Spokesperson	41%	68%	66%	44%	48%	41%	51%
% of articles that included Data	33%	21%	43%	49%	17%	22%	31%

Table 24: Print Media: Percentage for Inclusion of Desired Content Criteria by Region for all Years (2008-2010)

Perceived Success of Media Advocacy by MTCCP Staff

The success of Media Advocacy received several mentions in the interviews and surveys conducted while evaluating the SPF SIG project. This is important as according to research:

> Local media not only influenced public opinion and community leaders but also served as a lightning rod for enthusiasm and provided local staff and project participants with a sense of efficacy and the potential for change (Holder, et al. 1997).

Below are some observations from the MTCCP Staff and Strategy Team Leader interviews and Surveys.

MTCCP Staff:

Sixteen Program Officers attributed the success of MTCCP to Media Advocacy. Program Officers and Project Coordinators responding to the Inclusiveness and Cultural Awareness Survey showed that they took seriously the charge to recruit and train media spokespeople from diverse groups with 71% saying they were doing so in 2010 compared to 4% at the beginning of the project.

A quote in the Project Coordinator interviews referred to Media Advocacy creating the tipping point in changing attitudes around the acceptance of alcohol abuse in Montana.

Strategy Team Leaders:

A quote in the Strategy Team Leader interviews ascribed local tavern owners' support for increased RASS and compliance checks to the increased media around the negative consequences of alcohol abuse. Because of the coverage "they see the writing on the wall."

Four Strategy Team Leaders identified Media Advocacy as something their team will continue doing post-SPF SIG funding.

Statewide Media Advocacy Analysis

Six major Montana newspapers formed the basis for the Statewide Media Advocacy analysis. The Montana Standard, the newspaper out of Butte, was not included in this section as it is in the SWMTCCP area and the counts from that paper are included in the Regional Media Advocacy Analysis above. Thus the six urban centers and their newspapers are:

Helena	–	Helena Independent Record
Kalispell	–	The Daily Interlake & Flathead Beacon
Missoula	–	Missoulian & Ravalli Republic
Billings	–	Billings Gazette
Bozeman	–	Bozeman Chronicle
Great Falls	–	Great Falls Tribune

Count of Print News Stories

IPS collected the alcohol-related articles appearing in the major urban area newspapers from 2008-2010. The alcohol-related articles were those that covered such news stories as drunk-driving crashes, high profile DUI convictions, policy initiatives pertaining to alcohol abuse leading up to the 2011 Montana legislative session and other articles highlighting the negative effects of alcohol abuse. Many of the articles are from the on-line versions of the above listed newspapers. The straight number counts are shown in Table 25, which shows the increase of stories through the three years. 2010 showed a very significant increase of 333% between 2009 and 2010. The increased interest in and coverage of the Law and Justice Interim Committee's work during 2010 in the lead up to the 2011 Legislative Session can account for much of this. However, not all interim committees can count on such attention unless there are other factors stirring up consumer interest in the topic. With the 2011 Montana Legislative Session just around the corner in January 2011, the press interest in policy changes

around alcohol abuse was at a high. There are duplications of specific stories as sometimes articles covering the same topic appeared in more than one of the regional papers. However, the readership would have been different. Also the significant increase in 2010 highly correlates with when MTCCP was in full gear in anticipation of the upcoming 2011 legislative session with increased Media Advocacy to ensure maximum coverage on the problems associated with alcohol abuse.

City/Region	2008	2009	2010	Totals
Helena	1	5	14	20
Kalispell	2	1	5	8
Missoula	3	9	41	53
Billings	2	7	36	45
Bozeman	1	4	15	20
Great Falls	3	1	6	10
TOTALS	12	27	117	156

Table 25: Number of Alcohol-Related Articles Appearing in Montana Regional Newspapers (2008-2010)

Content Analysis

A similar content analysis was performed on the statewide articles as was done with the analysis of media articles from the MTCCP regions. In the statewide analysis IPS and MTCCP Staff were not counted as community spokespeople, all others, including Common Sense Coalition (CSC) members, were. As seen in Table 26, the elements used for the content analysis were included in many of the articles appearing in the regional papers; from a high of 79% in the Kalispell regional papers to 50% in the Bozeman regional paper. The articles in the regional papers scored higher than those in the media advocacy analysis by MTCCP regions. This is not very surprising given the higher staffing levels and greater capacity of the regional papers to do more in-depth reporting, and the availability of experts at the state level to be interviewed for the articles.

The CSC members are frequently quoted in these statewide papers, some of which, as evidenced by the member comments below, can be attributable to SPF SIG efforts. IPS staff was advised by state agency personnel to reduce the number of times they were quoted; however, CSC members attribute IPS training and advice for the success of CSC media advocacy efforts.

Scores	Helena	Kalispell	Missoula	Billings	Bozeman	Great Falls	Totals
Total possible score based on # of earned media articles	60	24	159	135	60	30	468
Total actual score based on presence of 3 criteria	42	19	106	89	30	22	266
Score as % of total possible	70%	79%	67%	67%	50%	73%	57%

Table 26: Total Content Analysis Scores for Regional Newspapers for all Years (2008–2010)

The next table, Table 27, shows a breakdown of the above scores by the three content elements for each regional newspaper. This helps to examine what exposure people reading these newspapers outside of MTCCP communities got on the issue of alcohol abuse. Although it is important to always remember that these regional papers are distributed within some of the MTCCP counties. As with the regions, articles in the statewide analysis were most successful in ensuring that a specific policy solution was mentioned with 82% of articles having this element. Just about 73% of the articles quoted a statewide or community spokesperson versus a MTCCP Staff person. The least successfully included element, as with the regional analysis, was the mention of data on the problem(s) associated with alcohol abuse. Although the frequency of data being mentioned was 17 percentage points higher in the statewide articles than in articles from the local papers.

Criteria	Helena	Kalispell	Missoula	Billings	Bozeman	Great Falls	Overall % of articles that include criteria
% of articles that included Policy Solution	90%	88%	87%	78%	70%	80%	82%
% of articles that included Community Spokesperson	70%	100%	75%	71%	40%	80%	73%
% of articles that included Data	50%	50%	43%	51%	45%	50%	48%

Table 27: Print Media: Inclusion of Desired Content Criteria by Region for all Years (2008-2010) as Percent of all Articles

A closer look was taken at the second element and who were the "community spokespeople" quoted in the articles. The spokespeople quoted in regional papers are represented by the following categories. There is considerable overlap because frequently more than one person was quoted in a story.

- Law enforcement or judicial entities (71)
- People working in prevention or chemical dependence field (11)
- Politicians, both local and statewide (11)
- Members or DUI Task Forces (11)
- Non-profit advocacy groups (10)
- Victims or victim's families (9)
- Youth (7)
- People in academia (6)
- State agency personnel (5)

Perceived Success of Media Advocacy by CSC Members

The success of Media Advocacy received several mentions in the CSC member interviews.

The power of Media Advocacy to affect change was something one member appreciated learning about. Optimism was expressed about Montana being ready for the policy changes for which the CSC was advocating. Their optimism was centered on the attention that the media has bought to the issue of alcohol abuse and the policies that are being considered. All CSC members and advisors were 100% positive about the increased media coverage of alcohol abuse problems in Montana.

The Media Advocacy approach used by IPS was mentioned by five members. One comment was that IPS "led the way, without that organized approach we wouldn't have continued to get such spontaneous coverage." One member said that they had gone from "actively sending out press releases to just fielding calls."

Community Readiness Assessments

In November 2008, one community from each of the six funded regions was assessed to determine its degree of readiness to engage in policy-focused environmental prevention. These six communities were taken as a representation of their region. Then the same communities were assessed again in 2011 to determine how they had progressed along the readiness scale. The Community Readiness Assessment (CRA) scale is seen in Figure 14 below. IPS had used this method with success in past projects. In order to determine the scoring, each community was rated on an aggregated score from five components: Policy, Intentional Organizing, Applied Data, Enforcement, and Media Advocacy.

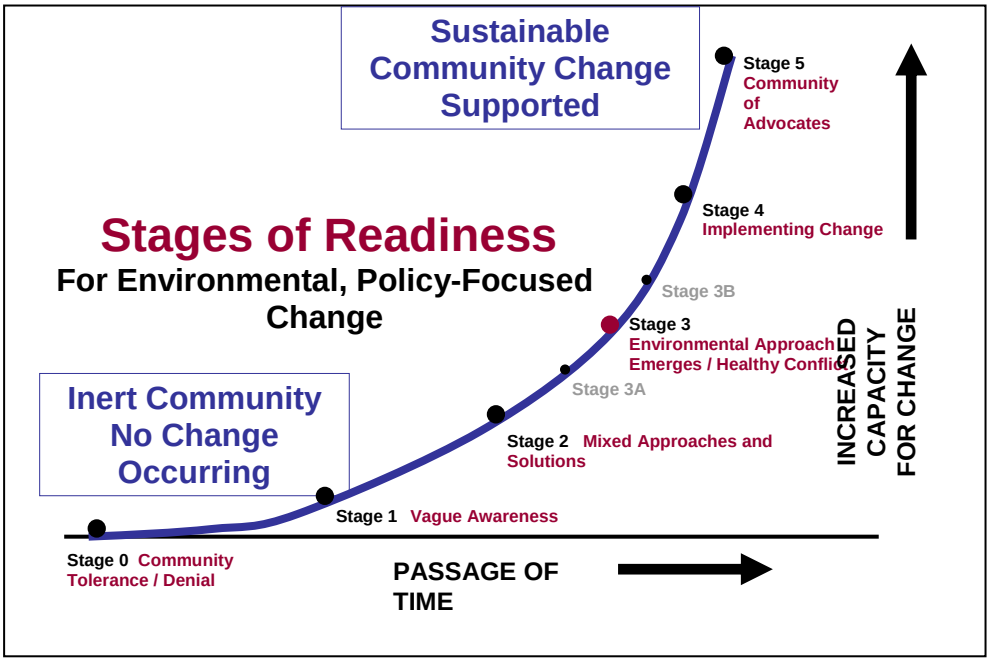


Figure 14: Community Readiness Scale (Source: Institute for Public Strategies, 2008)

The progress on the Media Advocacy component between 2008 and 2011 is shown in Table 28. All communities improved their scores in Media Advocacy and overall the improvement was almost two full stages from between Stage 0 (Community Tolerance/Denial) - Stage 1 (Vague Awareness) in 2008 up to Stage 2 (Mixed Approaches and Solutions) in 2011.

SPF SIG Funded Region	Readiness Score for Media Advocacy, 2008	Position on CRA scale	Readiness Score for Media Advocacy, 2011	Position on CRA scale
Dawson County (EMTCCP)	1.0	Stage 1	2.1	Stage 2
Jefferson County	0.1	Stage 0	2.2	Stage 2
Philips County	1.2	Between Stage 0 and Stage 1	1.7	Between Stage 0 and Stage 1
Pikanni Action Team	0.57	Between Stage 0 and Stage 1	1.0	Stage 1
Lake County and Flathead Reservation (NWMTCCP)	0.9	Stage 1	1.9	Stage 2
Butte- Silver Bow (SWMTCCP)	1.0	Stage 1	2.4	Between Stage 2 and Stage 3
Average Overall Scores	0.8	Between Stage 0 and Stage 1	1.9	Stage 2

Table 28: Media Advocacy Scores for Six Counties on the Community Readiness Assessment Showing Change between 2008 and 2011.

Statewide Perception Survey

In 2008 and then again in 2011, Harstad Strategic Research, Inc. conducted a Survey of Montana Voters on Alcohol (Maxfield, 2011). This telephone survey examined voters' attitudes regarding alcohol use and the level of support for, and perceived efficacy of, alcohol control measures. The author analyzed the findings to compare four counties were Media Advocacy by IPS, CSC members, or through reporter interest in the topic was successful in generating earned media around drinking and driving. The four counties with their respective regional newspapers were Missoula (Missoulian), Yellowstone (Billings Gazette), Lewis and Clark (Helena Independent Record) and Silver Bow (Montana Standard). Silver Bow was the only county in which a MTCCP project was located. Table 29 shows, from the Harstad Report, the 2008 levels against the 2011 levels of voter responses in the four counties where earned media was significant versus voter responses in the other non-targeted counties where there was no Media Advocacy. The voters in these four earned media counties were significantly more likely to agree that laws were not adequately enforced and that new laws could help the problem of alcohol abuse than voters in the counties without earned media (Maxfield, 2011).

	% of Voters in Non-Targeted Counties WITH Earned Media		% change	% of Voters in Non-Targeted Counties WITHOUT Earned Media		% change
	2008	2011		2008	2011	
Laws against drinking and driving are not being adequately enforced	22%	38%	+16%	30%	31%	+1%
Laws penalizing adults who give alcohol to youth are not being adequately enforced	27%	44%	+17%	34%	31%	-3%
Enacting new laws aimed at the problem of alcohol abuse would be very or fairly effective	31%	47%	+16%	40%	38%	-2%

Table 29: Voter Responses in Four Counties (Missoula, Yellowstone, Lewis and Clark, and Silver Bow) Where SPF SIG Efforts Generated Earned Media Regarding Alcohol Abuse versus Counties without Earned Media Regarding Alcohol Abuse (Maxfield, 2011)

Overall Observation:

Reading the articles in succession provided a unique outlook that would otherwise not have been noticed. In the case of news articles written by reporters, it was evident that a cultural shift with regard to alcohol occurred within their own mindset. For instance, in the beginning of the project most reporters shared the same opinions and attitudes held by Montana communities and accordingly would characterize the budding compliance checks as “sting operations” that were intentionally targeting and tricking local business owners. As time progressed, this inherent attitude softened and compliance checks, among other things, were reported in a different, more helpful light. It was no longer about police busting retailers; it became an issue of greater good for the community, and articles tended to become more supportive of law enforcement efforts.

Conclusions

- MTCCP regions and communities were successful in their media advocacy efforts, with significant coverage of the problems around alcohol abuse.
- Despite the SPF SIG emphasis on data, this was not picked up strongly in print media stories. However, the policy solution orientation of the environmental strategy approach was successfully communicated to the press.
- Statewide Media Advocacy scored higher than the regional efforts, but had lower article counts.
- Media advocacy seems to have been a factor in voter attitudes in the four counties where earned media was generated.
- The improvement in the CRAs in the Media Advocacy component would indicate that sustaining this aspect of the MTCCP efforts is realistic.

- Strategy Team Leaders identified Media Advocacy as a component on which they will focus post SPF SIG funding.

Law Enforcement

A key part of the theory used by the MTCCP and implemented in the communities through technical assistance by IPS is that increased public awareness + increased law enforcement will lead to reductions in the identified problems and thus fewer negative consumption and consequence indicators. This section will look at law enforcement in Montana pertaining to alcohol-related problems, the data available and what it can and cannot tell us, DUI and MIP data, and lastly how the MTCCP worked with the local communities to increase law enforcement efforts.

Montana Data on Alcohol-Related Law Enforcement

Data for law enforcement activities and alcohol abuse in Montana come from several sources. Montana State Crime Control data on alcohol-related crimes is reported annually with breakdowns by counties. DUI data by county is also collected annually by the Crime Control Board.

Issues and qualifications about these data were discussed in the 2009 Montana's Comprehensive Needs Assessment for Substance Abuse Prevention Report (pp. 53-58, Crime Data in Montana: Issues and Uses by Jimmy Steyee). Some of the issues and concerns discussed in that analysis included qualifications and cautions when using DUI citation data and alcohol-related crime data.

The Montana Board of Crime Control (MBCC) is the state's designated Uniform Crime Reporting Agency that collects incident-based crime data from Montana's non-Tribal local law enforcement agencies. Incident-based crime data is reported by about 100 sheriff and police departments statewide, covering over 95% of the state's population. The MBCC captures crime information on 57 different crime categories and 58 different data elements.

There are measurement issues of incomplete and inaccurate reporting of crimes and issues of misclassification. The nature of certain crimes can lead some agencies to under-report so that a "better picture of the community" will be represented. For example, due to the nature of sex crimes such as rape, a small close knit "safe" community may tend to under-report these offenses by reporting a "pled-down" offense.

Liquor law violations tend to be underreported in some communities because of the cultural acceptance of alcohol use in Montana. However, this may be changing due to programs such as MTCCP. An example of law enforcement agencies under-reporting MIPs is when some teenagers are caught with alcohol, but released with a warning and no official record of the warning is tracked.

DUI counts from the MBCC are under-reported because MBCC does not collect crime information from the Montana Highway Patrol (MHP). According to the *Montana Highway Patrol 2007 Annual Report,* the MHP issued 2,375 DUI citations not all of which were reported into the incidence-based reporting system. In 2007, 7,588 DUIs were reported by MHP and tribal law enforcement reported another 1,630 DWI offenses. Estimates show that in 2007, about 65% of the driving under the influence citations were reported to the centralized data base.

The use or non-use of an alcohol "flag" in the reporting system is another concern about reporting accuracy. The Montana Incidence-Based Reporting System collects a data element used to track alcohol, drug, and computer use by offenders. The data element is described as "offender(s) suspected of using". Up to 3 entries are allowed. For example, an offender could be suspected of using drugs and alcohol during one incident. This data element is mandatory, and a "not-applicable" data value is acceptable. The data is available at the community level and is dependent upon whether the local law enforcement agencies representing those communities report crime data to the central data base.

Some measurement issues using this data element can exist, including underreporting because it requires that law enforcement make a determination of alcohol or drug use based on the evidence. Often, this data element relies on the victim(s) account of the offense, or some other piece of information that is not always present.

DUI Citations

County data on Montana DUI citations from 2000 to 2009 were totaled over MTCCP counties and compared to the other rural counties and to statewide data. The number of citations by county for 2006 to 2009 is shown in Table 30.

REGIONS	2006	2007	2008	2009
MTCCP Counties	1,489	1,656	1,618	2,000
Other Rural Counties	1,175	1,174	1,102	1,191
Urban Counties	4,319	4,758	4,615	4,402
Total State	6,983	7,588	7,335	7,593

Table 30: DUI Citations for Montana Regions: 2006-2009 (Source: Montana Board of Crime Control, February 2011, http://mbcc.mt.gov/CrimeReport/)

MTCCP Counties show a significant increase in the annual number of DUI citations over the four-year period. The dramatic change from 2008 to 2009 represented a 24% increase in MTCCP counties compared to an 8% increase for all other rural counties and a 3.5% increase for the state. And although there are some annual reporting issues as discussed above, the significant increase for the MTCCP region in a year of program and strategy implementation for communities in that region merits a closer analysis.

There are several pieces of evidence and information that provide partial insight to what these dramatic changes might represent. First, rates of student binge drinking decreased during this time period with a disproportionate decline in MTCCP counties. Secondly, there has been a statewide decline in young adult rates of binge drinking. And third, an increased readiness in MTCCP communities for increased law enforcement of alcohol-related violations occurred as a result of MTCCP. This increased readiness is looked at closer later in this section.

Declining rates of student binge drinking in MTCCP counties have a direct impact on drinking and driving. Statistical analysis of student high-risk behavior centered on alcohol consumption show a high correlation between binge drinking and then driving a vehicle. Statistical studies of adult binge drinking also show a strong and systematic relation between this type of alcohol abuse and driving a vehicle under the influence.

Table 31 shows Montana Behavioral Risk Factor Surveillance System data for different adult age cohorts between 2003 and 2008. Binge drinking rates declined for the very high-risk young age cohorts. Montanans between 18 and 34 years of age reported lower rates of binge drinking by 2008, the most recent data year available. And while there were some slight increases for older adults 35 years of age and older there was an overall decline for all age groups in Montana's adult population.

BRFSS Binge 5 or more drinks (male) 4 or more (female) past 30 days				
Age	**2003**	**2005**	**2007**	**2008***
18-24	37.4	32.3	25.5	28.5
25-34	30.4	25.7	27.9	27.1
35-44	20.8	19.9	21.2	22.6
45-54	16.6	14.4	17.1	17.5
55-64	11.4	9.9	10.2	11.3
65+	3.5	4.1	4.5	4.1
All Ages	20.0	18.0	17.7	18.5
*** Weighted**				

Table 31: Montana Behavioral Risk Factor Surveillance System Data on Binge Drinking, 2003-2008 (Source: Montana Behavioral Risk Surveillance Survey data, www.dphhs.mt.gov)

Another perspective on law enforcement and DUI citations as well as alcohol-related crimes in MTCCP communities is shown in Table 32. The total number of DUI citations for all 19 Community Change counties was computed as a share of the statewide number for the given year. This annual share was then compared to their shares of state population to get a population-based comparison of DUI citations.

This uses a comparison of the ratios of regional shares of total DUIs to regional shares of state population as proxies for the incidence or enforcement activity by region. The results (Table 32) show that MTCCP counties had DUI shares lower than their population share in 2006 and 2007. By 2009 DUI citations had increased to pull their numbers above their population share suggesting an increased level of enforcement of DUI violations in those counties.

Other rural counties had ratios below unity (one) for the four years of data shown in Table 32 suggesting either a lower level of drinking and driving, a lower rate of enforcement, or both. Urban counties were steadily going along at a ratio in and around unity.

	2006	2007	2008	2009
MTCCP COUNTIES	0.96	0.99	1.01	1.21
OTHER RURAL COUNTIES	0.86	0.80	0.79	0.82
URBAN COUNTIES	1.06	1.07	1.06	0.98

Table 32: Regional Shares of Total DUIs in Montana Compared to Regional Shares of State Population: 2006-2009 (Source: Montana Board of Crime Control, February 2011, http://mbcc.mt.gov/CrimeReport/ and Montana Population Data)

Community Readiness Assessments

Increased readiness for implementing law enforcement strategies in MTCCP communities may be another factor contributing to increased DUI citations for those counties. IPS conducted a Community Readiness Assessment to determine a community's readiness to implement policy-focused environmental prevention. Each community was rated on an aggregated score from five components: Policy, Intentional Organizing, Applied Data, Enforcement, and Media Advocacy. The 2008 and 2011 scores on Law Enforcement show changes in the communitys' readiness for implementing law enforcement strategies on the problem of alcohol abuse, binge drinking, and drinking and driving.

Table 33 shows the readiness scores on the Law Enforcement component for the MTCCP communities.

The CRA scale is:

Stage 0 (Community Tolerance / Denial)

Stage 1 (Vague Awareness)

Stage 2 (Mixed Approaches and Solutions)

Stage 3 (Environmental Approach Emerges / Healthy Conflict)

Stage 4 (Implementing Change)

Stage 5 (Community of Advocates)

SPF SIG Funded Region	Readiness Score for Enforcement, 2008	Position on CRA scale	Readiness Score for Enforcement, 2011	Position on CRA scale
Dawson County (EMTCCP)	1.0	Stage 1	2.4	Between Stage 2 and Stage 3
Jefferson County	0.3	Stage 0	1.8	Stage 2
Philips County (HELP)	1.0	Stage 1	2.3	Between Stage 2) and Stage 3
Pikanni Action Team	0.23	Stage 0	1.4	Between Stage 1 and Stage 2
Lake County and Flathead Reservation (NWMTCCP)	0.9	Stage 1	2.4	Between Stage 2 and Stage 3
Butte- Silver Bow (SWMTCCP)	1.0	Stage 1	2.3	Between Stage 2 and Stage 3
Average Overall Scores	0.74	Between Stage 0 and Stage 1	2.1	Stage 2

Table 33: MTCCP Community Readiness Scores for Implementing Law Enforcement Strategies Targeted on Alcohol Abuse

The MTCCP communities assessed show significant gains in community readiness to implement law enforcement strategies. The lowest readiness score in 2008 had advanced to 1.4 by 2011, a move of more than one full unit on the scale.

Increased numbers and strong growth in DUI citations across MTCCP counties is partly reflected in the gain all six communities show in their readiness scores. There was a more than doubling in the average score between 2008 and 2011.

DUI and MIP Offender Survey Data

Basic characteristics of Montana's alcohol abuse and drinking and driving problems in relation to drunk driver citations and underage drinking show up in special offender survey data collected by IPS over a three-year period starting in 2008. Much of the following narrative is taken directly from the IPS report prepared as part of the MTCCP.

These types of surveys are being used in various parts of the United States, although they typically focus on DUI arrests. Data from these types of surveys in other jurisdictions have been used to inform those interested in developing environmental

prevention campaigns targeted at reducing drinking and driving, along with related issues such as binge and underage drinking. The survey instruments were developed by IPS and first implemented in DUI and MIP classes across the state in January 2008. The 2008-2010 reports for the DUI Offender Survey and the MIP Offender Survey (May 2011, Institute for Public Strategies and Montana Community Change Project) summarize three complete years of data and are the first of their kind in the State of Montana.

The importance of looking at these surveys and their results is that the data and findings corroborate many of the patterns and trends discussed in this Evaluation Report and are, more importantly, specific to Montana persons cited for DUI and MIP violations.

DUI Offender Survey Data

After an arrest for driving under the influence (DUI), arrestees may be charged or convicted of a DUI, or plead down to a lesser charge. For some arrestees, they are mandated to attend a DUI class as part of their sentence. The program provides counseling and education around the dangers of drinking and using substances while driving. Participants are asked to complete a survey during the course of their program. This survey, referred to as the Montana DUI Offender Survey, asks participants to share information about the circumstances of their DUI arrest, such as where they were arrested, how many drinks they consumed the day of their arrest, and where they consumed their last drink. Programs across the state collect these data in different ways, and at different times throughout the DUI class (i.e., beginning, middle, or end).

Characteristics of Respondents

From 2008 through 2010, over 8,000 people completed the DUI Offender Survey (N=8020). Most respondents were male (72.9%) and are white (84.7%). The next highest group of respondents, though less than 10%, was American Indian. The majority of respondents were between the ages of 21 and 45 years old, and only 10.5% were attending college, university, or technical schools at the time of the survey. Of note, 12.5% of respondents were under the legal drinking age of 21.

Summary of Findings of DUI Offender Survey

Over 8,000 persons completed the DUI Offender Survey across classes for persons convicted of a DUI in the State of Montana. Based on these respondents, and further data collection and analysis to confirm trends in the data, it appears that there are common aspects of DUI arrests:

- A majority of respondents were in the first offender program.

- A majority of respondents did not have a passenger in the vehicle when stopped for DUI.
- City police are more likely to have made the DUI arrest.
- The most common place of last drink was a bar or club.
- Most DUI arrests occurred between the hours of 9 am and 3 am.
- More vehicle crashes or injuries as part of the DUI arrest occur between the hours of 4 pm and 8 am.
- Most DUI arrests occur five miles or less from the place of last drink.
- A minority of those with a DUI arrest admit to using illegal drugs on the day of the arrest.
- Underage persons are more likely to have consumed their last drink at a private residence prior to the DUI stop.

MIP Offender Survey Data

A person under 21 years who is driving under the influence, who is drunk, or who has alcohol in their possession is typically charged with a minor in possession of alcohol offense (MIP). Persons who receive a MIP are mandated to attend a class as part of their sentence. The program provides counseling and education around the dangers of drinking and substance use. Participants are asked to complete a survey during the course of their program. This survey, referred to as the Montana MIP Offender Survey, asks participants to share information about the circumstances of their MIP citation such as where they were when cited, how many drinks they consumed the day of their citation, and where they consumed their last drink. Programs across the state collect these data in different ways, and at different times throughout the MIP class (i.e., beginning, middle, or end).

Characteristics of Respondents

From 2008 to 2010, over 3,000 persons completed the MIP Offender Survey (N=3094). Most respondents were male (62.2%) and are white (90.2%). Most respondents are between the ages of 18 and 20 years old (56.7%). A small minority of respondents report being over 21 which is likely due to a delay between the time of the MIP citation and their participation in the program.

Summary of Findings of MIP Offender Surveys

Over 3,000 persons completed the MIP Offender Survey across programs for persons with a MIP citation in the State of Montana. Based on these respondents, and

further data collection and analysis to confirm trends in the data, it appears that there are common aspects of MIP citations:

- City police are more likely to have given the MIP citation.
- The most common place of last drink is a private residence.
- The most common means for obtaining alcohol is at a party or by having someone over 21 purchase it.
- Most MIP citations were given on Saturdays, followed closely by Fridays.
- For those who drove prior to their MIP citation most drove two miles or less from their place of last drink.
- For those who drove just prior to their MIP citation, almost 60% had a passenger with them in the vehicle.
- Roughly one in five respondents reported using illegal drugs on the day of the arrest.
- Over two-thirds of the respondents reported drinking beer.
- Almost two-thirds of respondents reported alcohol consumption in the past 30 days.
- Two in five respondents admitted to binge drinking at least once in the last two weeks.

Limitations of both MIP and DUI Offender Survey Data

The data from both surveys have several limitations. First, the data are self-reported and social desirability may influence participant responses. For example, if participants do not feel that the anonymity of their responses will be ensured, respondents may skip or report false information to look “less bad”. This ultimately renders their response invalid, though this kind of behavior cannot be detected by evaluators and all surveys are included in the analysis. Second, the survey is completely voluntary and at this time, there is no tracking of who refused to complete the survey. Therefore it is not possible to determine a response rate to know if responses can be generalized to the group of participants who received a DUI or a MIP citation and were mandated to attend either program. It is presumed that with a greater number of responses, evaluators can be more confident that responses are applicable to other similar groups, but it is still unclear whether the number is large enough to be representative of underage drinkers. Lastly, surveys are completed without supervision or assistance, and the quality of the data written on the survey is problematic. The survey is scanned by a computer which relies on clear handwriting in order to provide usable data. After reviewing data, it is evident that many participants are not careful to make sure letters or numbers are written properly to ensure accurate scanning. This impacts certain items of the survey far more than others (e.g., reported blood alcohol

concentration). Though extensive cleaning of written responses was conducted, data that could not be corrected were excluded from the analysis.

Use of MIP and DUI Offender Surveys by MTCCP

These reports were used in the MTCCP communities in a confidential way to support law enforcement efforts in relation to both DUI and MIP citations. The surveys identified specific alcohol retail establishments where respondents said they had been drinking or where a minor had purchased liquor prior to their citations. Thus MTCCP Staff worked with local law enforcement to follow up with these establishments. Law enforcement could also use this data to determine which establishments were selling alcohol to minors and compliance checks could be conducted at these establishments. Likewise, the reports identified bars and taverns where over-service might have taken place and MTCCP Staff could work with that business owner to increase RASS training. At no time were the DUI and MIP Offender Survey results made public or even shown to the targeted establishments. Rather they were used as tools by staff to identify places with whom they should be working to improve local conditions that supported underage drinking and alcohol abuse.

Changes in Local Alcohol-Related Law Enforcement Initiated by MTCCP

MTCCP efforts focused on local communities to increase law enforcement of alcohol-related laws and policies. As a result of their work the following law enforcement activities took place or have been put in place:

Blackfeet Reservation - Pikanni Action Team

- A Cross-Jurisdictional Law Enforcement Agreement was signed by both Tribal Council and the County Sheriff's Department, and enacted for trial period on the Blackfeet Reservation.

Southwest Montana Community Change Project

Silver Bow County

- City Council voted 10/1 to fund a misdemeanor probation officer ($75K) to monitor MIP/DUI offender compliance with sentencing requirements. Position is being advertised now. The Misdemeanor Probation Officer position has become a permanent part of the Butte-Silver Bow Budget, so this position is sustainable.

Madison County

- In 2010 compliance checks were completed in Madison County for the first time.

- Local law enforcement is now conducting high-visibility DUI enforcement operations several times per year.

Beaverhead County

- The first SCRAM device ever in the county was imposed for a repeat DUI offender.
- A City police officer is now designated as an alcohol specific officer.
- Stepped-up enforcement of MIP/DUI laws at special events in the County.
- Wristbands and DUI processing van is now used at the County Fair.

Powell County

- Powell County Attorney's office wrote a New Years Resolution letter stating that in an effort to reduce drinking and driving they will not plead down DUIs in 2011.
- Compliance checks were conducted for the first time in November 2010.
- The first interlock ever was ordered in Powell County for a 2nd Offense DUI.

Deer Lodge County

- No specific changes in policy.

Eastern Montana Community Change Project

Wibaux County

- Stepped-up enforcement of MIP/DUI laws at special events in County.
- Multiple enforcement agencies partnered to break-up large underage drinking party in county.
- Local bar permanently cancelled Sunday night dances due to numerous problems and high-visibility enforcement operations.
- A partnership between local and state law enforcement agencies has been formed and they are conducting high-visibility enforcement operations on a regular basis.

Dawson County

- Sheriff drafted letter to fair board outlining existing laws. As a result the fair board is being required to contain the use of alcohol to certain areas, or they will not be able to sell alcohol in the future.
- In the most recent compliance checks only two businesses failed, whereas the previous compliance check had 14 businesses fail.

- The sheriff has begun conducting compliance checks on a regular basis and the number of businesses that have failed have been cut in half.
- Increased enforcement of MIP/DUI laws at special events in county.

Richland County

- Alcohol compliance checks are now being conducted quarterly.

Roosevelt County (Poplar & Wolf Point)

- The first alcohol compliance checks in three years took place on the Reservation. Local law enforcement agreed to conduct quarterly compliance checks beginning in 2010.
- Tribal Council passed a new tribal anti-gang ordinance.
- Community members have begun reporting offenses, showing a new confidence in law enforcement.

Sheridan County

- An interlock installation site has been secured within the county, and MTCCP Staff are acting as liaison between judges who impose interlocks and the offenders to make sure they follow through in having the interlocks installed.
- Compliance checks were conducted in October of 2010 for the first time since 2003.

Northwest Montana Community Change Project

Lake County

- First compliance check in the last 12 years was completed in March of 2010.
- February 2010 – a multi-jurisdictional law enforcement unit is in place in Lake County and has been growing exponentially.
- A multi-jurisdictional alcohol enforcement team is being formed.

Flathead Reservation

- Special DUI processing unit utilized to prevent DUIs on the 4th of July.
- Stepped up DUI patrols over 2009 holiday season.
- First compliance checks on the Flathead Reservation in 12 years.

Lincoln County

- Created DUI Checklist with prosecutors and law enforcement which is now in use and may possibly be used as a statewide model by DOJ's new resource prosecutor.
- Alcohol compliance checks are now being regularly conducted in Troy and Libby.
- The Chief of Police in Libby has mandated a no tolerance stance on youth curfew and MIP offenses, and phone calls to parents are to occur after the citations are issued.

Mineral County

- Alcohol compliance checks are being conducted quarterly.
- ID checks and high-visibility enforcement were instituted at the fair for the first time.
- Fair/Rodeo has new unofficial policy of stamping and checking IDs for everyone prior to purchasing alcohol.
- Businesses which hold festivals are requesting help from law enforcement to control alcohol consumption at the festivals.

Sanders County

- Alcohol Enforcement Team has been formed with several enforcement agencies which have overlapping jurisdictions.
- Alcohol compliance checks being conducted on a regular basis in the county.
- Community members have started reporting underage drinking parties to the Sheriff's Department.
- The local fair utilized wristbands for the first time ever and the Sheriff's Department did aggressive walk-throughs looking for underage drinkers and other alcohol-related problems.

Jefferson County

- Stepped-up enforcement of MIP/DUI laws at special events in county.
- Quarterly alcohol compliance checks are now being conducted.
- Law enforcement is doing compliance checks in both bars and retail outlets regularly.
- Law enforcement purchased the equipment they needed to document compliance checks.
- A multi-agency, multi-county high-visibility enforcement event was held over Halloween.

Hi Line Community Change Project

Blaine County

- The Sheriff's Department has agreed to begin doing compliance checks – they have never done them before. February 2010 marked the first ever compliance checks in Blaine County.
- Blaine County purchased 20 SCRAM bracelets and trained three individuals on their proper use and maintenance.

Hill County

- First set of compliance checks since 2003 were completed in Hill County.

Phillips County

- The DUI Task Force has started conducting alcohol compliance checks.

Conclusions

- There seems to be increased law enforcement activities as measured by DUI citations in the MTCCP regions. These changes are shown in other alcohol abuse indicators.

- The unavailability of any central reporting of MIP data means there is no way to accurately analyze patterns and trends of underage drinking and law enforcement.

- There does seem to be a link between the process indicators around law enforcement and the outcomes measure of DUI citations.

- More follow up on 2010 and 2011 DUI citation data would provide additional evidence and corroborate such findings.

- It appears from the DUI Offender Surveys that alcohol retail outlets including bars, clubs, restaurants, convenience stores, grocery stores, and variety stores are checking identification of alcohol purchasers.

- However, a third of respondents rarely or never see alcohol servers at bars, clubs, or restaurants refuse to sell alcohol to intoxicated customers, or call a cab or friend to pick up intoxicated customers.

- The intentionality with which the DUI and MIP Offender Surveys were used was indicative of the high level of importance placed on increasing law enforcement around alcohol-related problems.

- All MTCCP communities but one had concrete examples of increased law enforcement.

- There is a wide variety of activities that made up these examples; the most frequently mentioned is the increased or initiated compliance checks.

- The sum of the activities shows the degree to which local law enforcement is willing to engage with the local community to address the problems around alcohol abuse.

PROCESS EVALUATION

In the Theory of Change and Logic Models developed by the UM evaluators, MTCCP outcomes were predicated on communities successfully implementing the SPF SIG and IPS approach of changing community conditions that support alcohol abuse.

This section of the Report will look at overall results for all regions and then the results for each SPF SIG step. The intent is not to competitively compare region to region, although it is not desirable to see any one region with an unusually high or low score. The indicators used to develop these matrices were adjusted to reflect changing conditions in the communities and, in some cases, changing availability of data sources. For instance the MTCCP communities did not submit Workplans for 2010, thus indicators based on these Workplans in 2009 were adjusted to reflect similar activity accomplishments but used the Site Visit Reports instead. Likewise in 2009 and 2010 indicators were added to reflect the work done on local initiatives which had not begun in 2008. It is also important to remember that community conditions change from year to year. For instance in Whitehall, the Strategy Team that originally was developed utilizing the IPS Diversity Wheel to ensure community representation changed in 2010 to an all Youth Strategy Team. Thus indicators that are based on number of community sector representation were not scored; totals for that community were averaged on fewer indicators so that Whitehall was not penalized for a successful move to a youth-focused strategy team. Likewise Heart Butte is a dry community, thus indicators based on Workbook answers about alcohol availability become a moot point and similar adjustments were made to their scores.

Scores from the Cultural Competency and Sustainability components are embedded within each SPF SIG step. If one of the data collection tools was not received, then the community received a 0 for the indicators using that data source. This presents a problem in interpreting the results. Missing data from surveys that have not been submitted reduces the scores of the non-complying community. It is noted under each SPF SIG step which community failed to submit data. Also if a question in a returned survey was not answered, any indicators pertaining to that unanswered question were scored 0.

Scores of 1 – 3 were entered into the spreadsheet to produce the figures in this section. Because of the narrow range of scoring, most changes are significant. However, in the overall project evaluation, it is important to not place too much weight on these changes. Rather, it is important to look at them in conjunction with the Policy, Media Advocacy, and Law Enforcement sections beginning on Page 70. This section is just one way of looking at evaluating overall progress toward the desired results of the MTCCP.

Overall Summary

Figure 15 shows the overall scores by region. Highlights overall are:

- Out of a possible score of 3, the average of all MTCCP regions in 2008 was 2.13, in 2009 it was 2.26 and in 2010 it was 2.36. This is an overall improvement of 0.23 from the beginning of the project until the end.
- There was an overall improvement in all regions by an average of 0.23.

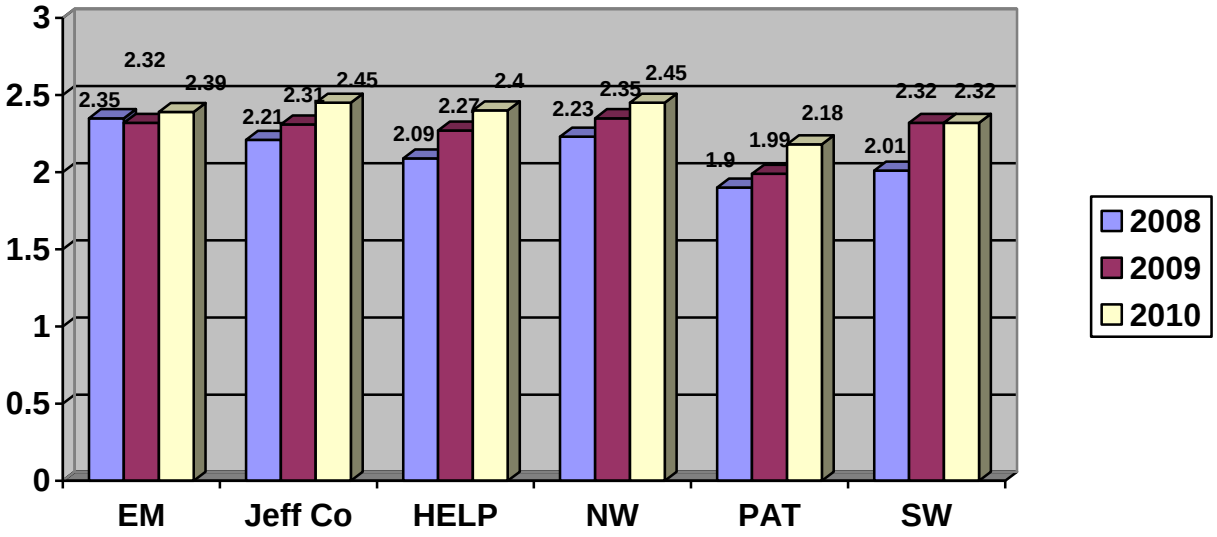


Figure 15: Overall Regional Scores, 2008*, 2009 and 2010**
*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte
**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

Figure 16 shows the average scores for each of the five SPF SIG steps. Major highlights are:

- All steps, except Step 3, improved between 2008 and 2010. Step 3 dropped by the insignificant amount of 0.02.
- The most improvement was seen in Step 5 with a 0.69 improvement.
- Steps 1, 2, and 3 did not change significantly between the three years.

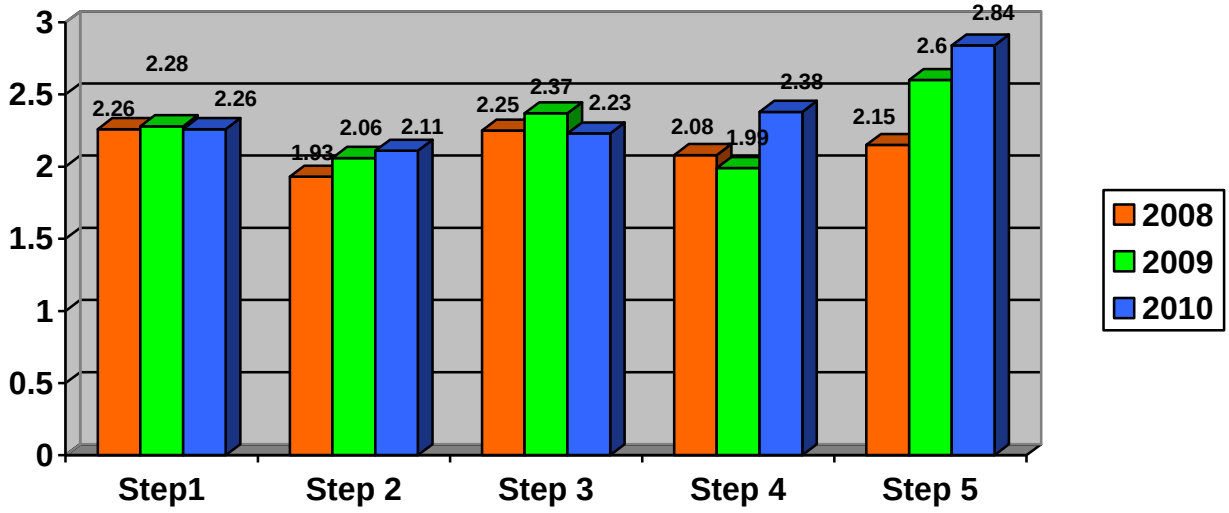


Figure 16: Overall Average Scores for SPF SIG Steps: Data, Mobilize, Plan, Implement, and Evaluate, 2008*, 2009 and 2010**

*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte

**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

Analysis

Mobilizing the community and building capacity (Step 2) for implementing the initiatives is still challenging as seen by the overall lower scores in all years. However, progress is seen by the improved scores in 2010. The overall lower scores of this step against other steps is not a surprise given the very low pre-assessment scores gathered for each community at the beginning of the project. The pre-assessment scores determined what stage the communities were at in terms of their readiness for change and all communities scored very low.

In 2008 MTCCP communities were entering the first stages of implementing their workplans thus results in Step 4 (implementation) were also typically lower than the other steps. In 2009 the overall score fell by 0.09; but had risen by 0.39 in 2010. In 2009 the project entered the difficult phase of moving past the "feel good" stage of forming strategy teams around a compelling issue to the more contentious phase of getting actual change to happen. Resistance to changing long-held societal norms is well documented and is a phase groups either move through to success or succumb to and change becomes minimal. Changing Montana's cultural acceptance of the negative consequences of alcohol abuse was bound to meet resistance from many levels and sectors. In addition to the macro-level considerations of being change agents, the MTCCP Staff and strategy teams faced many barriers as will be explored in the Survey and Interview section of this Report.

The 2008 score on the Evaluation Step (#5) was lower and to be expected as the communities had little to actually evaluate. In 2009 this step improved greatly as the communities began to evaluate their progress, re-evaluate their workplans, make adjustments to their initiatives and reach out to new stakeholders. Then by 2010, Step 5 showed another significant gain to end up with the highest score of all Steps at 2.84.

SPF SIG Step 1: Applied Data and Research

Figure 17 shows the regional scores for SPF SIG Step 1 – Applied Data and Research. In 2008 the regions were successful in working on this step; which, given the high level of assistance from all supporting entities (IPS, BBER and AMDD) is not surprising. Data for these indicators were taken from the Community Workbooks and the Inclusiveness and Cultural Awareness Surveys.

Two of the six regions improved between 2008 and 2010. Three of the regions fell by an insignificant margin and one fell by 0.22. However, in looking at specific areas, all communities were challenged by the Cultural Competence component and all scored lower in 2009 than in 2008 based on the data taken from the Inclusiveness and Cultural Awareness Surveys. However, by 2010 this component scored well indicating the staff had successfully worked on this aspect of the project. The areas that the communities did not do so well on were the social and retail availability of alcohol within the communities and the degree of concern over current criminal justice conditions negatively impacting the priorities.

Indicators on the IPS strategies of Policy, Media Advocacy, and Law Enforcement were gleaned from the Workbooks and scores here reflect the high impact of social norms concerning alcohol abuse that currently exist in the communities.

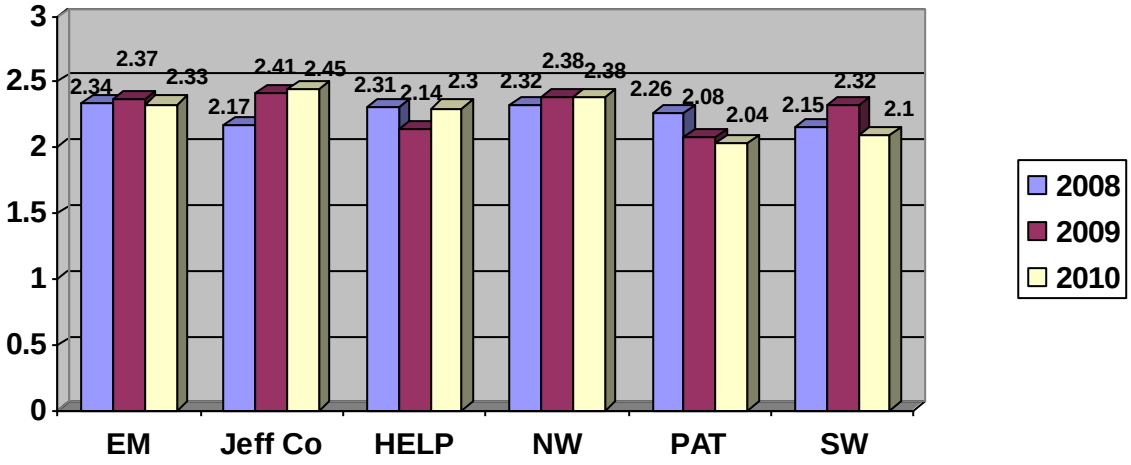


Figure 17: SPF SIG Step 1: Applied Data and Research, Regional Scores, 2008*, 2009 and 2010**
*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte
**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

SFP SIG Step 2: Mobilize and Capacity Build

Figure 18 shows the regional scores for SPF SIG Step 2 – Mobilize and Capacity Build. In 2008 these scores were overall lower than other steps but showed progress as the communities spent time educating the local stakeholders. The 2008 data source for the indicators on Intentional Organizing, Media Advocacy, Law Enforcement, and Policy were gleaned from the Community Readiness Assessment document, Site Visit Reports, Program Officer Surveys and the Cultural Competency Surveys. In 2009 and in 2010 communities did not complete individual Community Readiness Assessments. The 2008 indicators were replaced to capture changes between 2008 and 2010 in similar subject matter. Data of all indicators were taken from Site Visit Reports, Program Officer Surveys and Cultural Awareness Surveys.

All regions improved their scores between 2008 and 2010 for an average improvement of 0.17. The improvements were spread relatively consistent across all communities within the region with some exceptions. This overall improvement is a positive sign that communities are beginning to respond to the MTCCP approach and taking some ownership of changing local conditions that contribute to alcohol abuse. The PAT struggled with this step more than other communities and this is indicative of the very low Community Readiness Score at the beginning of the project.

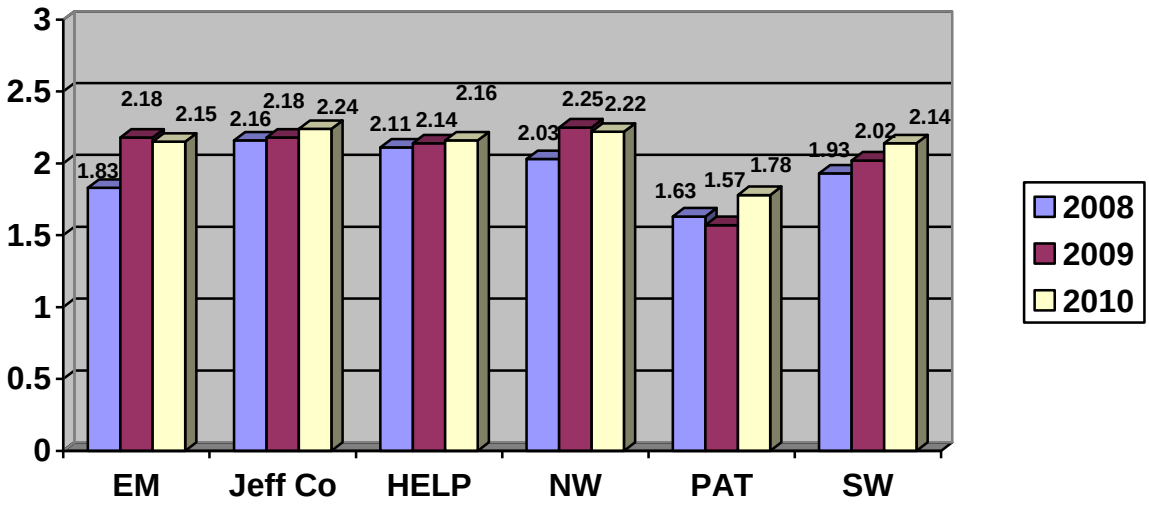


Figure 18: SPF SIG Step 2: Mobilize and Capacity Build, Regional Scores, 2008*, 2009 and 2010**

*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte

**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

SPF SIG Step 3: Strategic Planning

Figure 19 shows the regional scores for SPF SIG Step 3 – Strategic Planning. MTCCP communities were successful in this area in 2008, with supportive technical assistance guiding them through the development of their Workbooks and the identification of their initiatives. Continued support in 2009 assisted communities in re-assessing their workplans and revising them to be more specifically geared to reflect their identified initiatives. This step used the Program Officer Surveys, Site Visit Reports, Workplans, and Inclusiveness and Cultural Awareness Surveys as data sources. Scores on this step jumped around quite a bit for HELP, with an anomalous high score in 2009; although in 2010 HELP's score had come more in line with other communities. Three communities, EMTCCP, NWMTCCP and PAT, saw little change over the three years. Two communities, Jefferson County and EMTCCP, had lower scores in 2010 than in 2008. Site Visit Reports for most communities with lower scores showed that planned one-on-ones and community presentations did not take place as planned.

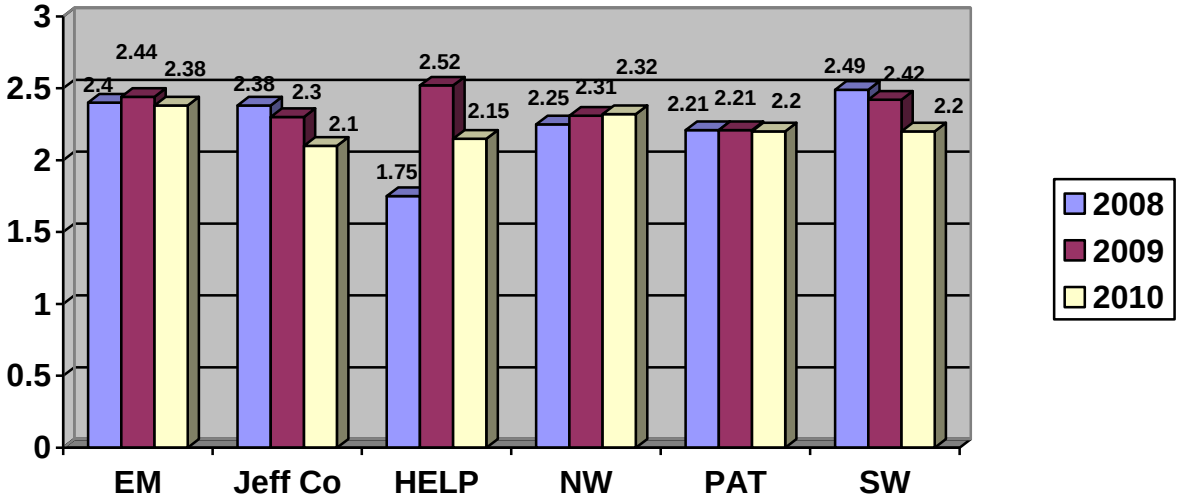


Figure 19: SPF SIG Step 3: Strategic Planning, Regional Scores, 2008*, 2009 and 2010**
*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte
**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

SPF SIG Step 4: Implementation

Figure 20 shows the regional scores for SPF SIG Step 4 - Implementation. As to be expected with communities just beginning the implementation stage, 2008 scores are lower in this step than other steps. There is much variation among communities and between regions as can be expected in the initial stages of such a complex project utilizing a new approach. However, by 2010 all regions except EMTCCP showed

improvement in this step; EMTCCP dropped by 0.27. Significant improvement can be seen in HELP and SWMTCCP.

The indicators for this step were chosen to show a community's success in implementing the activities as outlined in their Site Visit Reports; such as completion of projected number of one-on-ones or number of community presentations. In addition indicators to reflect successful implementation of the chosen initiatives were included by 2010.

Changes in representation of diverse groups on the strategy teams was also one of the indicators for this step; and caution needs to be used when interpreting these scores. The lack of change might well be a construct of local demographics rather than a lack of outreach even though race/ethnic representation was only one out of four groups that the communities were asked about in terms of representation on their strategy teams.

In 2008, Media Advocacy had not yet been implemented to the degree it was by the end of the project. In 2009, the IPS media specialist worked directly with communities. Thus low Media Advocacy scores in this step were to be expected in 2008. However by 2010, the indicator reflecting the number of alcohol-related media stories had improved, as did the other indicators to capture how well communities were implementing their Media Advocacy tasks as outlined in the Site Visit Reports.

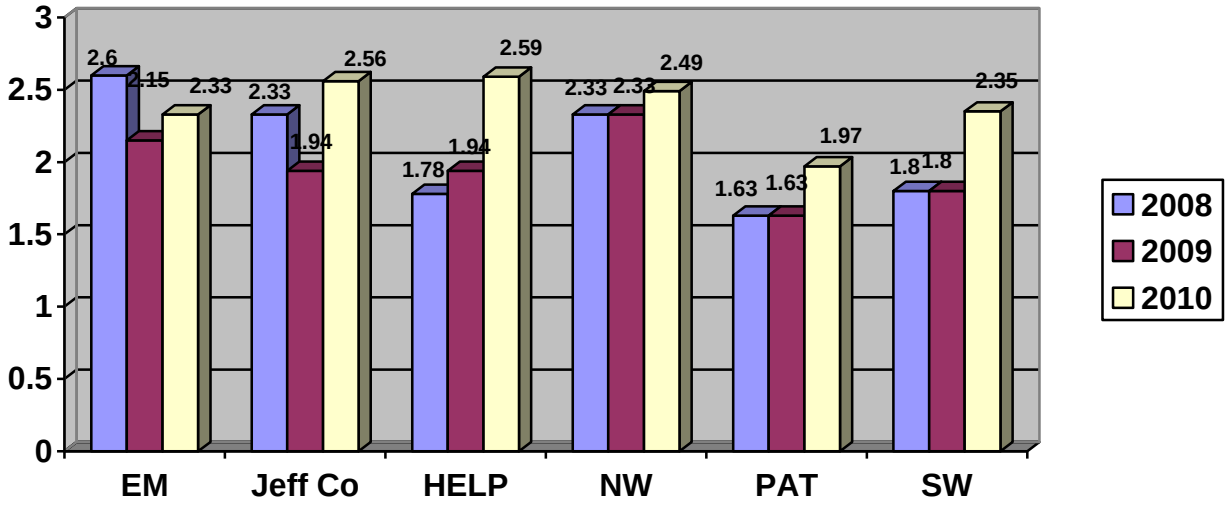


Figure 20: SPF SIG Step 4: Implementation, Regional Scores, 2008* and 2009**
*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte
**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

SPF SIG Step 5: Evaluation

Figure 21 shows the regional scores for SPF SIG Step 5 – Evaluation. In 2008 efforts on Step 5 were only just beginning and thus the regional scores are uniformly low. By 2010 there were large improvements in all regions; with an overall average improvement of 0.7, the highest improvement of all steps.

The indicators for Step 5 were constructed to show adjustments to workplans with the assumption that too many adjustments at this point of the project was undesirable, but some adjustments were to be expected. In 2010, when the communities did not submit new Workbooks, indicators were taken from Site Visit Reports to reflect the staff focus on adjusting their activities as required by changes in the community. Other indicators captured the communities' stated technical assistance needs in the areas of each SPF SIG step and the ability of the project to meet those needs.

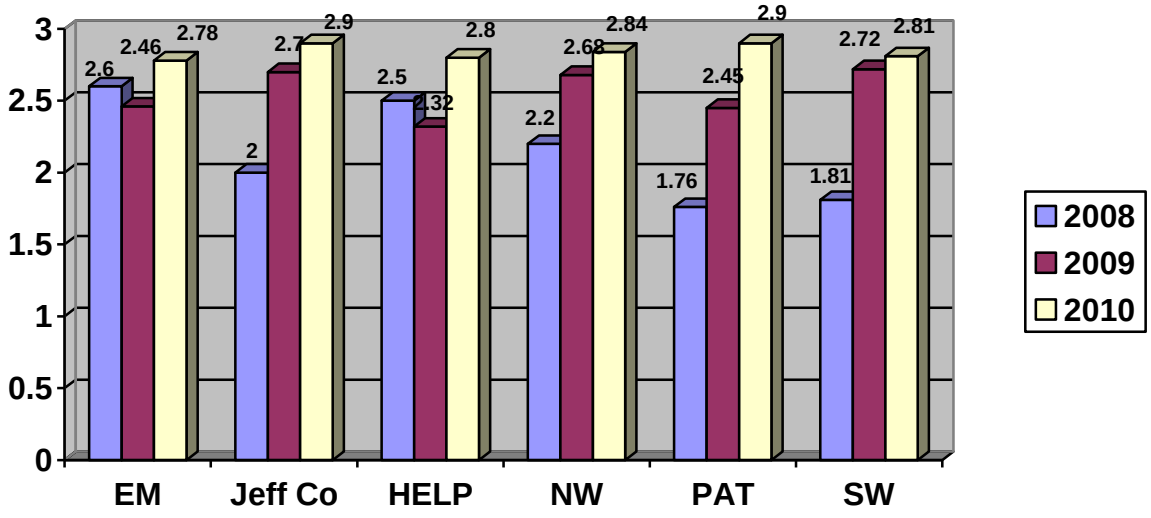


Figure 21: SPF SIG Step 5: Evaluation, Regional Scores, 2008, 2009 and 2010**

*2008: No Project Officer Survey received from Heart Butte
No Inclusiveness and Cultural Awareness Survey received from Heart Butte

**2009: No Project Officer Survey received from Browning
No Inclusiveness and Cultural Awareness Survey received from Browning

Conclusions

- The regions improved their overall process scores between 2008 and 2010 by 0.23 on a 3 point scale. This was a big improvement as the change between 2008 and 2009 was only 0.06.
- SPF SIG Step 1, Applied Data and Research, was the most consistent component of all five steps with all regions being within a 0.41 range of each other over all three years.

- SPF SIG Step 2, Mobilize and Capacity Build, and SPG SIG Step 4, Implementation, were the most challenging for the communities in 2008 and 2009. However by 2010, Step 4 was the second highest scored step following Step 5, Evaluation. Step 2 remained the most challenging step in all years.
- SPF SIG Step 3, Strategic Planning was successfully implemented by all communities. Three communities, EMTCCP, NWMTCCP and PAT, saw little change over the three years. Two communities, Jefferson County and EMTCCP had lower scores in 2010 than in 2008.

- The regions were consistently successful on SPF SIG Step 5, Evaluation.

SURVEYS & INTERVIEWS

It is important to remember when reading this section that surveys are inherently biased; people self-select in their decision to respond, and those that choose to respond are more likely to feel positively toward the project, program or issue to which they are responding. That said, surveys are useful macro-level tools for assessing people's perceptions and feeling toward the survey topic.

Program Officer Survey

This survey was distributed to the 24 MTCCP Program Officers and was designed to solicit their perceptions and experiences in organizing local strategy teams.

The survey looked to determine how the Program Officers perceived these teams: do they function as an effective group; are they representative of their community; and the degree to which they take ownership of MTCCP objectives. Program Officers were asked to identify challenges and barriers to their team's effectiveness, and also to provide their opinion on the potential sustainability of the project after funding ends in 2011.

In both 2008 and 2009, 23 useable surveys were returned from Program Officers. In 2010, 25 surveys were returned, with two from Richland County, one from each of the two strategy teams.

In this section the responses between 2008 and 2010 will be reported and analyzed. The same survey was conducted in 2009, but results for that year are not included in this overall final report as changes between 2008 and 2009 are covered in detail in the 2009 Community Process Evaluation (Herling 2009). The first part of this section on Program Officer Surveys will look at the numerical responses; the second part will look at the subjective open-ended questions.

The surveys differed between 2008 and 2010. The last two questions in 2008 and 2009 asked what the Program Officers liked about MTCCP and what would they change. These questions were removed in 2010 and the responses are not described in this final report. In 2010 a new section was added asking Program Officers about their perceptions of the project's success, the MTCCP process, and their community's reaction to both.

Strategy Team Professional, Geographic, and Demographic Characteristics

The initial survey questions centered on the composition of the strategy teams. Using the sample IPS Diversity Wheel (Figure 22 below), Program Officers were asked to identify the number of strategy team members within each category of representation.

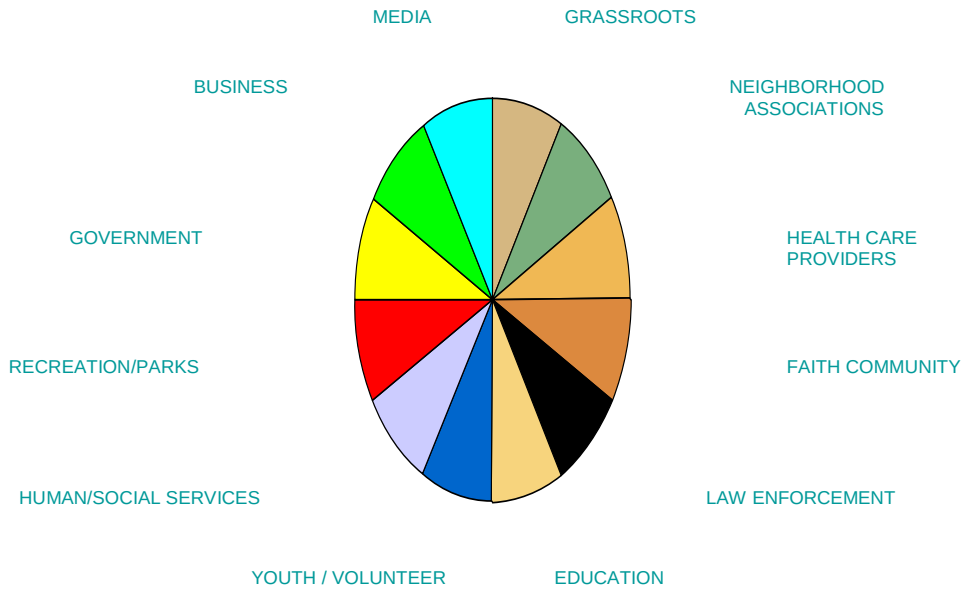


Figure 22: "The Community Wheel – *The Right People at the Right Time*": IPS Summer Training Institute Presentation to Communities, 2008

The first part of Table 34 below compares the composition of strategy team membership in 2008 and 2010 by the categories in The Community Wheel. Out of the 12 categories, nine had representation on over 50% of the strategy teams in both years. The nine categories with at least 50% representation in both years were: business, grassroots, health care, faith community, human/social services, law enforcement, government, education, and youth/volunteer. The least represented categories in both years were neighborhood associations and recreation/parks because some communities do not have associations or parks and recreation. Three categories grew by more than 10%: grassroots, youth, and parks/recreation; whereas two categories dropped by more than 10%: social services and law enforcement.

The second part of the table further explores the geographic and demographic characteristics of the individuals serving on MTCCP strategy teams. More people resided "in town" than "out of town." The MTCCP communities are all placed in rural counties with small population centers and large rural areas, making this "in" or "out of town" an important diversity characteristic. Both years more strategy team members were from "in town" as to be expected. However by 2010, the spread between "in" or "out" of town had narrowed.

The demographics of the strategy teams show that gender representation was about evenly split. "White" was the highest represented racial group, which is not surprising given the racial breakdown of Montana where American Indians are the highest minority group at only 6.4%. The fact that throughout the project years American Indians were represented on approximately 20% of the MTCCP Strategy

Teams is a positive. Three of the MTCCP communities are in or around reservations, so representation by American Indians on these teams should be, but is not necessarily, a given. A 20% American Indian representation clearly shows a positive effort by Program Officers outside of reservation areas to diversify their strategy teams.

Most strategy team members are adults between the ages of 19 to 60 years old. Given the MTCCP goal of addressing underage binge drinking and underage drinking and driving, having representation by youth on the MTCCP Strategy Teams was recommended by IPS. In 2008 only 11% of the teams included youth, this grew to 19% in 2009 (not shown) but fell to 13% in 2010.

Strategy Team Representation of Community Groups	2008	2010
Business		
Yes	78%	72%
No	22%	28%
Media		
Yes	35%	44%
No	65%	56%
Grassroots		
Yes	61%	88%
No	39%	12%
Neighborhood Associations		
Yes	23%	32%
No	77%	68%
Health Care Providers		
Yes	73%	76%
No	27%	24%
Faith Community		
Yes	62%	60%
No	38%	40%
Human/Social Services		
Yes	65%	52%
No	35%	48%
Law Enforcement		
Yes	83%	68%
No	17%	32%
Government		
Yes	61%	72%
No	39%	28%
Youth/Volunteer		
Yes	52%	68%
No	48%	32%
Education		
Yes	96%	68%
No	4%	32%
Recreation/Parks		
Yes	13%	24%
No	87%	76%
How many people on it are from in town?	71%	64%
How many people are from out-of-town	29%	36%
How many males?	45%	44%
How many females?	55%	56%
How many strategy team members are white?	79%	79%
How many strategy team members are American Indian?	19%	19%
How many strategy team members are another race?	2%	2%
How many youth (under 18)	11%	13%
How many adults (between 19 – 60)	77%	71%
How many seniors (over 60)	12%	15%

Table 34: Diversity Representation on Community Strategy Teams as Reported by Program Officers in 2008 and 2010

Strategy Team Group Process Characteristics

The next section of the Program Officer Survey looked at how the strategy team structures group functioning tasks. This is deemed important in demonstrating the team's ability to handle group processes, to accomplish group tasks, and to work toward formal sustainability.

Overall, in 2008 the strategy teams were operating less formally than by 2010, with fewer teams having formal agendas, designated meeting chairs, recorded meeting minutes, and an established conflict resolution process. In fact, in 2008 most teams did not have any of the last three operating processes in place. This changed by 2010 with more teams having formal agendas, meeting chairs, and recorded meeting minutes as shown in Table 35 below. Although, by 2010 a majority of the teams still did not have a formal conflict resolution process in place, even though the number that did grew.

Whether or not people show up to meetings was evenly split between yes and no and were similar between both years with a slight improvement by 2010.

Survey Question	Number of Strategy Teams	
	2008	2010
Does your team have formalized ways of operating?		
a. Formal agenda		
Yes	14	19
No	9	3
b. Meeting chair		
Yes	8	17
No	15	5
c. Meeting minutes		
Yes	11	17
No	12	5
d. Conflict resolution process		
Yes	7	9
No	15	11
Are there people on the strategy team who never show up?		
Yes	11	13
No	12	9

Table 35: Strategy Team Group Process Characteristics as Reported by Program Officers (2008 and 2010)

The remainder of the survey comprised open-ended questions or requests for comments. Some of these written comments are analyzed by grouping them into themes and then comparing frequencies of these themes between 2008 and 2010.

Are there people on the strategy team who never show up? If yes, what efforts are made to find out why?

The responses are very similar throughout the project and can be summarized by "people are busy." Program Officers mention phone calls, emails and face-to-face visits to determine why; and if they can discern genuine interest they continue to offer these people the opportunity to participate. For those who do not respond to the efforts, the Program Officers clearly understand that these members may have to be replaced on the team. In some cases, Program Officers contact key people after the meeting to update them on developments.

In your opinion, what (if any) are the two major points of conflict or disagreement on the team?

In 2010, 16 Program Officers reported that there were no conflicts. This is a significant improvement from 2008 when four teams had no conflicts. However in 2008, four Program Officers did not respond to this question and three said they did not know of any conflicts.

In 2008 the points of conflict themed around law enforcement issues (4), and issues to do with the environmental approach being used by MTCCP (10). By 2010 only three Program Officers identified the approach as a cause of conflict. Jurisdictional issues were the only other identifiable category with two responses pinpointing it as a cause of conflict.

In your opinion, what are the top three barriers that prevent the team from being more effective?

Barrier	2008 (# times barrier identified)	2010 (# times barrier identified)
Time/Commitment/Need for Volunteer Leadership	16	17
Resources/Lack of Organizational Support	7	12
Approach/Strategy	5	3
Fear/Pressure	1	1
Media	1	0
Cultural	1	0
Other Priorities within the Community	0	3
Internal Issues	0	6

Table 36: Barriers to Team Effectiveness as Identified by Program Officers (2008 and 2010)

The changes in the barrier of logistics were not significant between 2008 and 2009 (not shown) but by 2010 several new categories emerged and there were big shifts in others. The biggest barrier has always been the challenge of finding people with the time and level of commitment needed to be involved with such a far-reaching project. This has been the most frequent response in all three years. The change in identifying the MTCCP environmental change approach as a barrier was significant and dropped from 13 to three responses; a positive (and to-be-expected) reduction after two years of work. In both years, Program Officers identified strategy team members' fear of community rejection or reprisals for taking a stand to change prevailing acceptance of alcohol abuse as a barrier to team effectiveness. Although the number of times it was identified fell, it was still an issue in 2010.

The identification of media as a barrier was interesting and occurred four times in the 2008 Program Officer Survey. The perceived media barriers included: lack of media training; lack of confidence to tackle the media; and newness of the approach using media advocacy. This is an understandable factor given that the project was still in its beginning phase in 2008. By 2010 this was not identified as a barrier.

Cultural issues were not identified in 2008 but were in 2009 and in 2010. Only one person commented on cultural differences between American Indian and white community leaders. The other cultural issues pointed at prevailing cultural attitudes around acceptance of alcohol and those held by law enforcement.

The new categories mentioned in the 2010 surveys were: leadership, money, and internal issues. It is not surprising that these issues should arise at the end of the project when the Project Officers are focusing on strategy team sustainability. Without leadership in place sustainability is unlikely; without money it is possible but harder. The issues around internal functioning of the strategy team themselves or the strategy teams within their communities is likewise a barrier to sustainability and thus is more likely to be identified by Program Officers at this point of the project. Examples of the written comments are:

- Ongoing community member power struggles and conflict;
- Resistance by members of DUI Task Force to strategy team input;
- Lack of law enforcement of the team; and
- The team choose an informal status and procedures which has been very effective, but the lack of formalizing and confusion with them not being the coalitions' but rather pushing those groups to move projects, makes for difficult evaluations.

Internal issues involving MTCCP regional and local staff, AMDD or DPHHS were also identified as barriers to effectiveness. These included: changes in regional leadership/structure negatively effecting positive momentum; lack of perceived support; and political interference from the state.

Do you think your community has the potential for sustaining the MTCCP efforts?

Program Officers were asked if they thought their community has the potential for sustaining the MTCCP efforts after funding ends. In 2008, all but one Program Officer (22) responded "yes". In 2010, 19 (out of 25) said "yes," two said "no," and two replied "yes and no." The shift to being less sure about sustainability is probably an indication of the reality of sustaining such an effort and what it took to get it going.

When asked why the project may not be sustainable, there were only two written responses in 2008: "Need buy-in from community" and "Need for leadership from within." In 2010 there were five responses. Where the project was not sustainable, one reason was that a staff position would be needed to maintain the strategy team although individual projects already in place would continue. The other reason was that Tribal Government had not yet expressed support.

The response that expresses ambivalence about the project's sustainability pointed to people's lack of time (but not lack of caring) and that more time was needed to ensure that local policy changes were actually enforced.

What are the top two barriers to sustaining some type of future strategy team beyond the current funding?

Some of the response themes to this question mirrored those to the question about current barriers to strategy team effectiveness. As shown in Table 37, time constraints/commitment from volunteers was the top barrier identified in both 2008 and 2010, and it was also raised in the question about the effectiveness of MTCCP. Another similar response theme was the barrier to changing mindsets and embracing an environmental strategies approach to alcohol abuse problems. A significant barrier identified by Program Officers was lack of funding and lack of organizational stability to maintain the work.

Barrier	2008 (# times barrier identified)	2010 (# times barrier identified)
Time/Commitment	20	18
Approach/Strategy	13	3
Fear/Pressure	5	2
Media	4	0
Cultural	0	1
Leadership	0	4
Money	0	5
Internal Issues	0	6

Table 37: Numerical Responses on Barrier to Sustainability from Program Officer Surveys, Comparing 2008 with 2010

Two of the barriers identified in 2008, Media and Cultural, were no longer an issue; and fear or community pressure was again identified in one community. A new category emerged in 2010, identified by three Program Officers: other issues/priorities were pulling attention away from alcohol abuse (the economy, medical marijuana, and public fickleness).

2010 Program Officer Survey Section on MTCCP

This portion of the survey was only included in the 2010 Program Officer Survey. The first three questions in this section are on a Likert scale; the average response to each of these questions is highlighted below. There were 23 responses to the first and third questions and 22 for the second. Based on these averages, it would appear that the Program Officers felt good about MTCCP's success both locally and statewide, and likewise about the community's acceptance of environmental strategies.

How would you rate the MTCCP Project's success in your community?

Not at all successful									Very successful
1	2	3	4	5	6	**7.9**	8	9	10

How would you rate the MTCCP Project's overall statewide success?

Not at all successful									Very successful
1	2	3	4	5	6	**7.3**	8	9	10

How would you rate the community acceptance to using environmental strategies to change the negative effects of alcohol abuse?

Not at all successful									Very successful
1	2	3	4	5	6	**7.2**	8	9	10

What aspects of the MTCCP contributed to your success?

Program Officers were asked to check all that apply in a list of strategies that they were expected to use. These are based on the IPS model and all communities were provided with technical assistance to achieve them. The list below is ranked in order by number of responses.

1. Using data to drive decisions - 18
2. Building a strategy team - 17

3. Focusing on policy change - 16
4. Media advocacy - 16
5. Working with the law enforcement community - 15
6. Technical assistance - 14
7. Workshops/Institutes - 13
8. Producing the Workbooks – 9

IPS was given kudos for the quality of their workshops and for the overall support they gave to the communities. Their workshops were considered critical to success, whereas other workshops were called "a waste of money and time." Likewise, the usefulness of site visits/consultation from IPS staff was identified.

Several other aspects of the MTCCP process were included in the "other" choice:

- Working with and communication with other projects in our region and other reservations;
- Presentations to key people in the legal and law & order personnel;
- One-on-one interviews; and
- Selecting and nurturing citizens with diverse talents who contributed what they do best to the project.

What two aspects were least helpful to you from the list above or other aspects not listed (if any)?

This question garnered a total of 26 responses from 17 Program Officers, some only giving one aspect others giving two aspects. The aspects that were listed in the previous question considered to be the least useful to Program Officers are listed below with the number of times that aspect was identified. Overall, however, the number of negative responses was way below the positives listed in the above question.

- Data Workbooks – 5
- Workshops/Institutes – 5
- Technical assistance – 4
- Media – 4
- Law enforcement – 1
- Focus on policy change – 1

Non-listed aspects that were identified by Program Officers:

- Too much time spent on reporting – 2
- Bureaucracy – 2
- Strategy Team was not a success – 1
- Cancellation of Spring 2010 Institute – 1

Given that identifying Technical Assistance and Media as least useful aspects of MTCCP contradicts the answers to the previous question, we need to look closer behind the numbers to the comments. The comments are reproduced under each aspect, some of which do not illuminate why that Program Officer felt that way. However, other comments give insight.

Data Workbook—5

- Our Reservation cannot be compartmentalized into "neat" stats. We are as diverse in our workplace as we are as individuals. Most departments do **not** keep data.
- Producing SOME aspects of the data notebooks. Sections that didn't apply shouldn't of had to of been revisited year after year. Project Coordinator difficult to satisfy with Workbook efforts—too hung up on grammar, style and nit picking details. What was important was collecting the data and determining trends and/or changes. We should have focused on the big picture and not so much on details that didn't make a dime's worth of difference.
- The Workbook was a good start, but not much help after I got started.
- Workbooks, I don't know that they will ever be looked at again after evaluation.
- Producing the Workbooks.

Workshops/Institutes—5

- Some of the conferences (workshops/institutes) were repetitive in nature and did not generalize pragmatic strategies.
- State mandated trainings.
- Some workshops were more helpful than others.
- Workshops/Institutes
- Workshops/Institutes
- Workshops/Institutes

Technical Assistance—4

- The technical assistance was too disorganized and often hard to judge. It was not cohesive and often strayed from the issues identified within the communities. It felt as if the TA wanted to guide what the community should be doing, not guiding the community on what it chose to do.
- Policy change was helpful, but in a 3.5 year process, it was less important than more qualitative data and change factors. Community condition change. Had there been another 3 years of funding, policy would have been a bigger part. I felt the TA did not understand this and focused solely on policy as the defining factor of success in the MTCCP.
- Technical Assistance.
- Technical Assistance.

Media—4

- Overly restrictive guidelines regarding media advocacy.
- Media advocacy. The articles that have been submitted to our local paper were beneficial to the overall success of the project. WAY TOO MUCH TIME was spent creating issue briefings and fact sheets. Sadly, some of them have never been used. The Program Officer should have been made aware that one of the reasons that they were asked to redo the issue briefings and fact sheets over and over and over was that they were being used as models/examples for other fellow Program Officers. Very difficult to find individuals in our communities that were willing to write letters to the editor in support of environmental prevention efforts.
- The media was disadvantageous on occasion.
- Media advocacy.

Law Enforcement—1

- Local law enforcement and originally, the criminal justice staff.

Focus on policy change—1

- Focus on policy change.

Non-listed aspects that were identified by Program Officers:

Bureaucracy – 3

- Layers that divided communication between the PO and the technical advisors and the state project director.
- Time spent reporting time spent reporting activities (e.g., MDS).
- State mandated trainings.

Strategy Team was not a success - 1

Cancellation of Spring, 2010 Institute - 1

What sector in your community adopted or liked the environmental strategies approach to changing the negative effects of alcohol abuse? Check all that apply:

Program Officers were asked to check from the list provided to determine which community sectors supported their efforts to use an environment prevention approach. The responses are listed ranked in order of most identified.

- Law Enforcement – 18
- Media – 15
- Judicial – 15
- Education – 14
- Prevention Community – 13
- Youth – 12
- Parents – 12
- Business (e.g., taverns/bars, convenience stores, other alcohol outlets) – 10
- Business (e.g., that do not serve alcohol) – 6

The ranking shows no surprises given the effort to build partnerships with law enforcement entities and people involved with media.

In your community who resisted the environmental strategies approach to changing the negative effects of alcohol abuse? Check all that apply:

This question asked the reverse of the previous question. And as to be expected the ranked order was also in the reverse. The two questions about support from community sectors reflect the differences in the culture between communities.

- Business (that serves alcohol) – 21
    - Taverns/bars – 13
    - Convenience stores – 3
    - Other alcohol outlets – 5
- Prevention Community – 5
- Judicial – 4
- Law Enforcement – 3
- Media – 2
- Youth – 2
- Parents – 1
- Education – 1
- OTHER – One community group that sponsored a community event.

Inclusiveness and Cultural Awareness Survey

Cultural Competency was identified as an important part of the SPF SIG process and thus a survey was developed to specifically address perceptions and thoughts about this aspect. This survey was sent to both MTCCP Project Coordinators and Program Officers for all three years, 2008, 2009, and 2010. Appendix F shows the survey instrument used for all years. Survey questions were grouped around the five steps of the SFP SIG Framework and people were asked if they were currently implementing, planning to implement or not yet implementing certain strategies to improve inclusiveness and cultural awareness in their communities. Below are charts showing the progression from 2008 (the year the communities started) to 2010 as the project entered its final phase. The charts show averaged responses for each SPF SIG step expressed as percentages. Within each step, two to six survey questions were posed.

Needs Assessment *(SPF SIG Step 1)*

Chart 1 shows the averaged responses to the Needs Assessment section of the survey. As can clearly be seen, MTCCP communities have improved their implementation of culturally competent approaches to inclusiveness in the Applied Data and Research step. In 2008 only 46% of responses indicated they were currently implementing identified steps and activities supporting inclusivity and cultural awareness; whereas by 2010, 90% reported doing so. The biggest improvement in responses to individual questions within this step (not shown) related to whether cultural awareness training was being provided to the strategy teams. The percent of responses reporting “currently implementing” rose from 8% in 2008 to 79% in 2010.

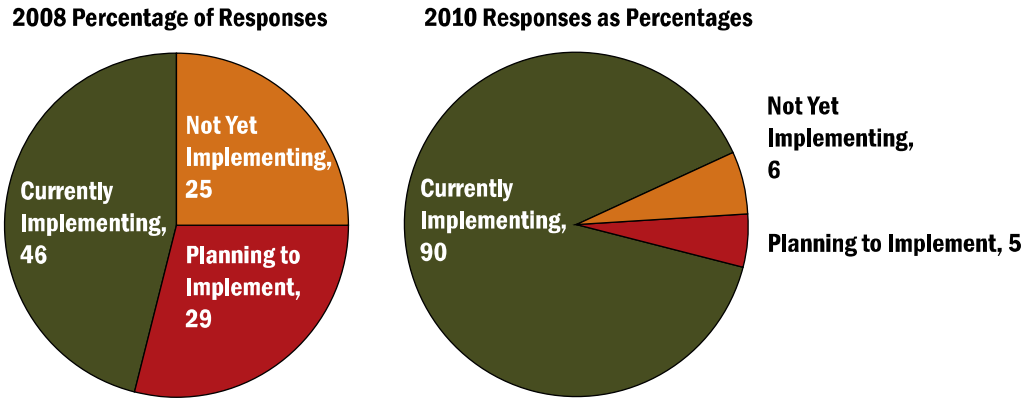


Chart 1: Responses to Needs Assessment Section (SPF SIG Step 1) in Inclusiveness and Cultural Awareness Survey as Averaged Percentages (2008 and 2010)

Mobilize and Capacity Build *(SPF SIG Step 2)*

Chart 2 shows the averaged responses to the SPF SIG Mobilize and Capacity Build section of the survey in 2008 and 2010. As with Step I, MTCCP communities have improved their implementation of culturally competent approaches to inclusiveness. In 2008 only 31% of responses indicated they were currently implementing identified steps and activities supporting inclusivity and cultural awareness; whereas in 2010, 83% reported doing so. When looking at the individual question responses (not shown) the most significant change seen in this section is the increase in efforts to recruit and train media spokespeople from diverse groups. Numbers jumped from 4% in 2008 to 71% in 2010.

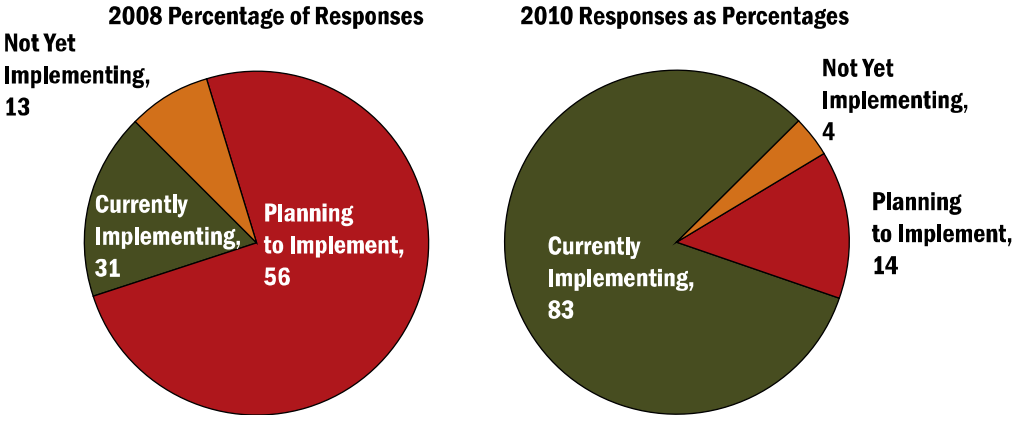


Chart 2: Responses to Mobilize and Build Capacity (SPF SIG Step 2) in Inclusiveness and Cultural Awareness Survey as Averaged Percentages (2008 and 2010)

Strategic Planning *(SPF SIG Step 3)*

Chart 3 shows the averaged responses to the SPF SIG Strategic Plan section of the survey. Again, MTCCP communities have improved their implementation of culturally competent approaches to their work. In 2008, only 21% of responses indicated they were currently implementing identified steps and activities supporting inclusivity and cultural awareness; whereas in 2010, 67% reported doing so. It is reassuring to see that the 62% planning to implement in 2008 reduced to 21% by 2010.

The most significant changes in this section related to the strategy teams beginning to review all identified initiatives with regard to their impact on different community groups. The number of MTCCP communities utilizing these practices jumped from 21% in 2008 to 82% in 2010. The least change to occur was in formalizing how cultural awareness policies/procedures/practices would be enacted by strategy teams. Although this grew from 8% in 2008 to 29% in 2010, this area saw the least amount of change out of all questions in the entire survey.

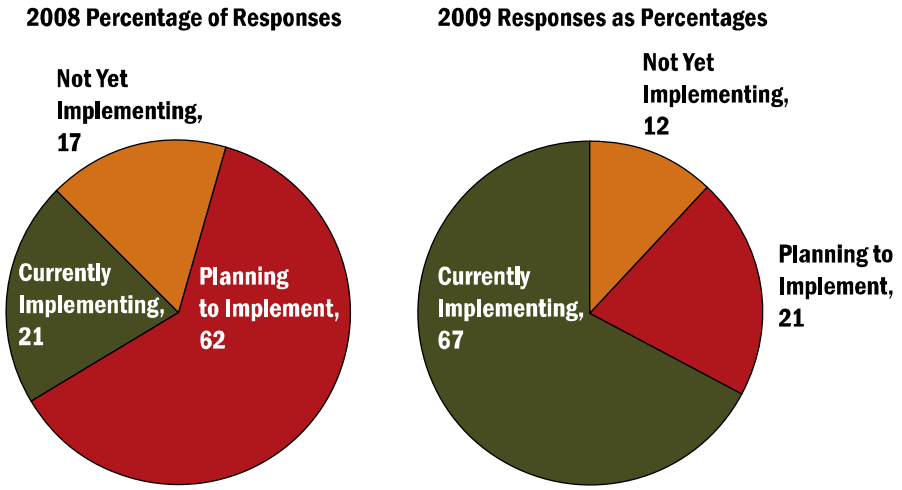


Chart 3: Responses to Strategic Plan Section (SPF SIG Step 3) in Inclusiveness and Cultural Awareness Survey as Averaged Percentages (2008 and 2010)

Implement Evidence-Based Initiatives *(SPF SIG Step 4)*

Chart 4 depicts the averaged responses to the SPF SIG Step 4 Implementation section of the survey and shows us that MTCCP communities have improved their overall implementation of culturally competent approaches. In 2008 only 32% of responses indicated they were currently implementing identified steps and activities to support inclusivity and cultural awareness; whereas in 2010, 92% reported doing so. All questions in this section saw a relatively similar improvement, between 64% to 55% improvement between 2008 and 2010.

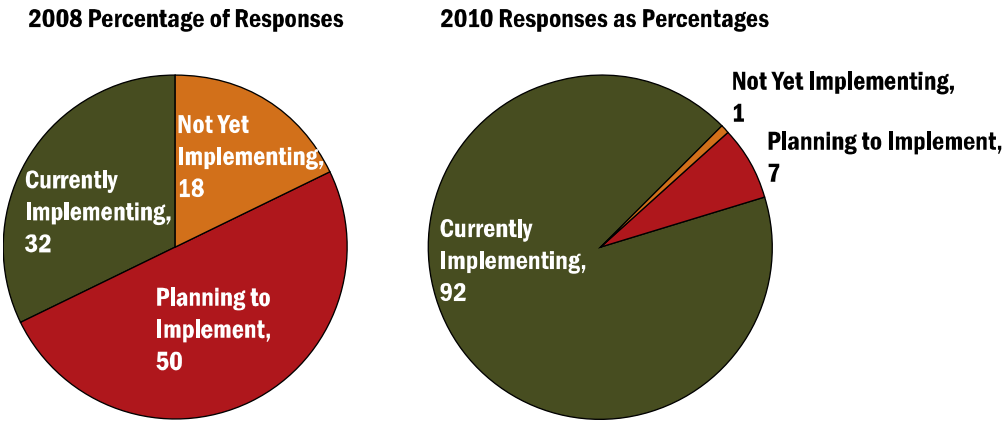


Chart 4: Responses to Implementation Section (SPF SIG Step 4) in Inclusiveness and Cultural Awareness Survey as Averaged Percentages: 2008 and 2009

Monitor and Evaluate *(SPF SIG Step 5)*

Chart 5 shows the averaged responses to the SPF SIG Step 5 Monitor and Evaluate section of the survey and indicates that MTCCP communities have improved their implementation of culturally competent approaches. This section only had two questions. By 2010, the change in the question about reviewing policies/procedures/practices related to the importance of cultural awareness and update increased from 29% to 69% with 86% making adjustments based on this review.

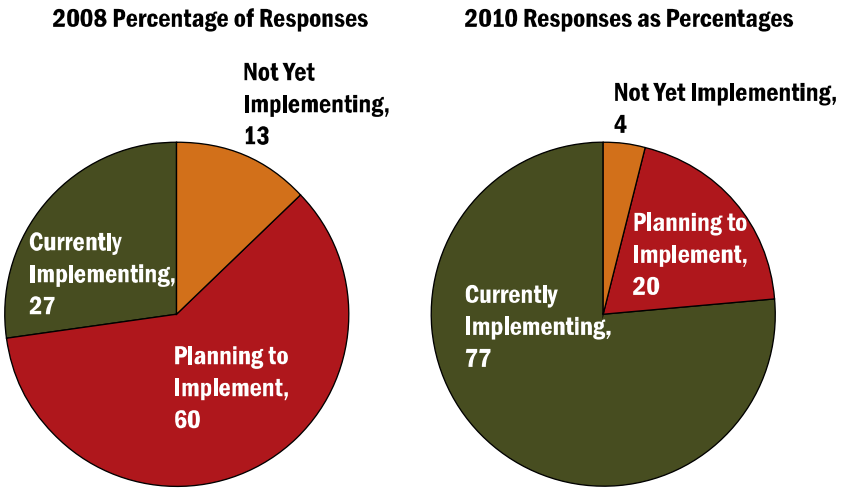


Chart 5: Responses to Monitor & Evaluate Section (SPF SIG Step 5) in Inclusiveness and Cultural Awareness Survey as Averaged Percentages (2008 and 2010)

Project Coordinator Interviews 2010

All six MTCCP Project Coordinators were interviewed in 2008, 2009 and 2010 asking them to reflect on their work in the previous year. Appendix G shows the interview questions for 2010. This section of the Report looks at the themes that developed under each question, and relevant quotes for each question are included.

Question 1:
How has your work changed over the past year?

In 2010, overwhelmingly the Project Coordinators focused on sustainability and building the local strategy teams.

Question 2:
Do you think that using environmental strategies to change alcohol abuse has been embraced by the communities in your area? If so, why/why not?

Judging from responses to this question, progress is being made in bringing communities to understand and embrace an environmental approach to alcohol abuse problems. However, no Project Coordinator indicated that it has been fully embraced. Many responses were qualified "on varying levels," "it has increased in all counties," and "I think so."

Difficulties arose in changing from individual treatment to an environmental prevention approach and it is still hard for people. It is interesting to include a paragraph from the 2009 Process Evaluation:

> Comments such as "community so stuck on individual responsibility, difficult time thinking beyond individual education" and "individual approach is still so engrained" infused responses from all the coordinators. By 2009 these were replaced by comments such as "I have finally seen many Ah-Ha moments" and "We see huge changes – so much discussion on alcohol in media and on streets too."

In 2010, Project Coordinators were still facing resistance to the environmental strategy approach. It appears that embracing or resisting the approach is largely dependent upon the actual community or an entire professional sector within a community. Comments included:

- Not at community level but once people understand how to work with it. Difficult concept to grasp. People are very familiar with feel good project approach.
- It is a matter of educating community.

- The knowledge that this is working has caught on. See it in action, at beginning it was conceptual.

Question 3:
2010: How have the strategy teams in your area changed over the past year?

In 2010, Project Coordinators focused more on the Intentional Organizing aspect of the IPS model as without strong strategy teams, sustainability was in question. Thus the strategy teams saw changes in membership and committed leadership taking more control. "They (leaders) have been identifying what needs to be done instead of being told what to do."

To build sustainability some strategy teams have joined with groups focused on other issues; "some have broadened beyond just alcohol issue to bring in more resources."

But throughout the project, burn out, the natural process of people stepping in and out, and the formation of a core group were mentioned several times by Project Coordinators.

Question 4:
2010: Do you think key players are missing at the table? If so, what segment and why have they not chosen to participate?

All Project Coordinators understand that some communities have fewer sectors to be represented. But within that caveat, by 2010 two Project Coordinators said all sectors are involved, with a third saying that their communities were "greatly improved over the past year" in terms of representation. There were only two sectors identified as missing players; the faith communities and schools (both K-12 and higher education).

The need for getting informal community leaders involved over the "traditional leaders" was the focus of two Project Coordinators.

Question 5:
2010: What are the most challenging cultural differences in your project?

Culture was defined differently depending on which community was being mentioned. Some MTCCP communities have little to no ethnic or racial diversity and others have little generational diversity. In 2008, the most frequently mentioned cultural difference revolved around "the hard drinking culture." By 2010 several new cultural differences emerged in the responses, although the culture of alcohol continued to be identified.

- Individuals struggling with economic hardships. The culture of alcohol is so engrained. People see it as an individual problem, not a community problem.
- We have oil boom, influx of people not from here. They are transient. Really affecting the drinking, fill our bars, violence, sexual activity. They are buying for our youth. No stake in our community.

The focus of maintaining individual rights was often repeated:

- Very resistant to "outside", can't tell them even with data, they have to come to it on their own.
- They don't want big brother telling them what to do. Personal responsibility, no government interference.
- Pervasive cultural difference is around individual rights versus community good. My right to provide a place for my kids to drink.
- Data makes no difference to ideology.

The prevailing culture in the prevention community was identified as challenging in a couple of communities:

- This project wasn't supported within the culture that it was created. 50% of my time fighting within a deeply entrenched prevention culture. They believed that our job was education with no controversy. So adverse to tension, no waves for them.

The challenge in reaching out to create a strategy team that included non-reservation Indian people was also identified.

Question 6:

2010: In your opinion what are the 2 biggest successes in your area over the past year?

All six Project Coordinators pointed to specific, concrete changes made to policies and attitudes. Two pointed to youth involvement as their biggest success.

- Bringing youth to the table has been great. No better way to change perceptions!
- Following through with initiatives to get them passed.
- Whole success is change in attitude.
- First time there was no deaths during Labor Day.
- Sheriff and police department worked together and they have hated each other for years.

Question 7:

2010: In your opinion what remain as the 2 biggest challenges to the success of the MTCCP in your area?

The identified challenges to success were:

- Maintaining focus – environmental changes take so long without seeing success, it is hard to keep going.
- Getting very rural communities involved.
- On-going sustainability of initiatives, not enough time to put them in place.
- Volunteers have issue at heart but are very involved people with all community issues.
- Infrastructure may not be in place and/or strong.
- Need staff person that can keep things rolling.

Question 8:

2010: What are the major tensions that still exist over strategies used by MTCCP?

2009 responses tended to focus more on specific initiatives or policy changes. Some of the initial ones chosen proved not to be sufficiently understood or were met with too much resistance causing changes to be made to the chosen initiatives. This created situations where too much time was spent figuring out the right initiatives leaving too little time to do the work before the project ends.

However in 2010, the major tensions were around the details of the chosen initiatives or still around the environmental change approach over individual change.

- Not strategies, but people still think it is about "changing hearts," not changing behaviors.
- Still believe in individual based with activities for kids. Underage drinking problem is with kids and parents.
- Basic idea of environmental strategies rather than specific policy.

Some very positive comments included:

- Our strategies are all accepted. Common knowledge that social host is in place. Youth should not be around alcohol abuse. Community has rallied around environmental approach.
- People know about Wibaux – surprised about the explosion, over-reaction on Wibaux's part. Even though very few people know the whole story, it hasn't hurt us.

Question 9:

2010: Have community-based "champions" emerged (someone who is not paid by the MTCCP and is someone who holds a position of authority in the community and is a highly respected community leader)?

There was significant change between the first two years of the project. In 2008, four Project Coordinators said no champions had emerged yet, while two said yes. By 2010, five communities were identified as having the same community champions. Others had "stayed consistent" or "come and gone".

Some comments include:

- Really have stayed consistent, for the most part we are community members who are great volunteers who have had experience or are parents. Agency support has been consistent also. Most have seen the consequences for their community.
- Tried too hard to quick to get them, we needed to learn. People have been hungry for a voice to change, looking for solidarity in saying no, instead of being laughed at and told "Montana Culture."

Question 10:

2010: Do you think that the MTCCP is sustainable? What would it look like (post-funding) in your project area? What are the biggest challenges to the sustainability of MTCCP?

In 2008 responses were enthusiastic and hopeful. Then in 2009, the responses were more circumspect reflecting the reality of sustaining such a big project despite the best efforts of community members and MTCCP Staff. By 2010, all Project Coordinators mentioned issues around funding being the biggest challenge.

- Funding an issue in some places, but not the only, some have grants.
- With no funding, sustaining efforts is totally on individual local governing bodies.
- Looking for other grants to limit youth access to alcohol.
- Community organization part will struggle without funding, the work is hard and volunteers don't often have time, knowledge and energy.
- Funding on this level is very rare, without it, things will be piecemeal. The efforts will not stop but without someone pushing, communities are left with doing the best they can.

Leadership was also an issue in sustaining efforts:

- Leadership in some places; people want to be part of things happening but they do not want to lead.

However there were some comments that indicated a positive take on sustainability:

- The community members have become passionate and gone beyond Program Officers.
- Efforts in Mariah's Challenge will continue.
- Awareness is there and will not go away. Word of mouth and word on street, so talking about it.
- Some law enforcement agencies who have adopted policies will continue. Efforts have become institutionalized with multiple agencies working together.

Question 11:

2010: Do you think that other MTCCP stakeholders (such as law enforcement, local governing bodies, etc.) see it as their responsibility to sustain MTCCP efforts beyond this round of funding?

The buy-in by law enforcement entities was mentioned by four Project Coordinators as having a positive effect on sustaining efforts. In addition, the DUI Task Forces were mentioned by three coordinators. Local governing bodies are seen to be taking responsibility for carrying though with policy changes.

Question 12:

2010: What has been the hardest part of your job?

In all years, the main theme revolved around time-consuming state requirements and the perceived "hoops" they needed to jump through to meet state expectations. The requirement of keeping the Minimum Data Set (MDS) was mentioned specifically four times. Dealing with politics internal to DPHHS was also mentioned as making their jobs harder.

- Dealing with the State, entrenched culture.
- The project focused on things that kept us busy. Didn't necessarily look at goals and results. Measurements of success not necessarily good (MDS). Numbers of activities doesn't show if we changed the hearts and souls. A lot of data gathering, reacting to requests for reports which were never used in community to help the project.
- Everything done at state seems capricious and arbitrary.
- Any request we made got back a blanket "no."

Other comments included:

- Such a hard project, hard to get a volunteer to pick up what a paid person does. Getting people to see there is a better way to do things. If it saves someone's life then work on doing it. Frustrated, takes a long time and we don't have time.
- So many road blocks, just have to be persistent and patient.
- Didn't expect community in-fighting even between organizations with same mission. Lifelong grudges between community people.

Question 13:
2010: What has been the most rewarding part of your job?

The following quotes are some examples:

- Realizing how much there is a power for change in the communities.
- Seeing the cultural shift for which MTCCP is responsible.
- Tipping point with media advocacy.
- It is out of our hands but we have created such a shift. Not something people can deny.
- Knowing initiatives are in place and will be there forever.
- When all is said and done we know what good we have done; people that stepped up to the plate to help get things done.
- Being able to see change even at a snail's pace.
- Media coverage has to be attributed to MTCCP.
- Professionally seeing staff blossom and grow to take on tough work and live their passion.
- I have seen people's mindset change.
- I have seen the environmental approach go to areas of state which aren't MTCCP funded committees.
- Seeing successes in each county; lots of work but it has been good, and we have felt like we have made progress.

MTCCP Strategy Team Leader Interviews

A total of 23 individuals were identified by Program Officers as Strategy Team Leaders and 18 of them were interviewed. The five that were not interviewed did not respond to numerous calls or emails. This section will give an overview of the

responses. Results will also be used in other sections of this Report to illustrate specific evaluation points.

The interview questions began with one ice breaker question then focused on three areas: environmental strategies, MTCCP sustainability, and local strategy teams. Then there were two final questions on the Strategy Team Leaders' overall feelings about their work with the project.

Overall, it must be noted that those interviewed showed an exemplary commitment to and understanding of the issues around alcohol abuse. They are people who have taken abuse from their neighbors for standing against the prevailing culture, they have been bullied in school, and they have put in countless hours all without being remunerated in any way.

Question 1:
What is your role on the strategy team in your community? Why did you get involved?

Who:

- Within a public agency – 10
- Working in non-social services field – 2

Role: (some duplication)

- Leader or strategy team – 6
- Member of local strategy team – 4
- Leader/Member of local DUI Task Force – 6
- Leader/member of other local coalition – 3

Length of time involved:

- 3 – 3 ½ years – 8
- 2 years – 2
- One year – 1
- 6-8 months – 1
- 4 months – 1
- One week – 1

Reason for involvement:

- Goals align with my personal belief in helping kids.
- My son was in a bad wreck.

- Have an interest in changing the culture of drinking.
- Seen lots of people die because of drinking and driving, alcoholism, especially young people**.**
- Lived in small community with several tragic deaths of youth**.**
- I got involved when a friend was killed by a drunk driver.
- Because it is a good thing to do and I am not afraid to voice my opinions.
- I have 2 seniors in high school, have had interest from them.
- I had 3 teenagers and see it at HS.
- Became very important to me to teach my family.

Environmental Strategies

Question 2:
Do you think that using environmental strategies to change alcohol abuse has been embraced by the communities in your area? If so, why/why not?

Yes – 3
No – 1
Somewhat /Maybe – 12

Why do you think it has?

- As a result of MTCCP.
- Media advocacy has been key.
- When I first approached schools to get student input they were very engaged.
- People maybe think a little more – less accepting of kids drinking. See signs that bars give out mugs to DD.
- A certain percentage of community wants to see it change.
- All the right people are behind it.

Why do you think it has not?

- MT has drinking as part of lifestyle.
- Need more positive things on the reservation to give alternatives.
- Barriers are people feel government is telling people what to do.
- People who didn't think alcohol was ok, now they have a place to speak out.

- There are mixed messages from community groups that turn people off. Some force it down people's throat which translated into "No drinking." MTCCP has tried to slowly talk about responsible drinking. Teetotaler message doesn't work but we get put into that bucket.
- Hard, hard thing to do. People don't want to get involved, especially with alcohol. If they do get involved or say they want things to change, then community says "are you trying to be better than the rest of us?"
- General population is slower to get involved. No real tragedies in recent years. Status quo so people think not a problem.
- It is deeply engrained that prevention is about providing things to do for people; about activities not changing behavior.
- Alcohol abuse is an institutional practice in Montana which isn't going to change in only a couple of years.

Question 3:
Which segments of the community have been most resistant/most supportive?

There were many different sectors of the community identified as resistant to an environmental prevention approach. Parents (4), businesses (3) and local elected officials (3) were the sectors of the community identified several times. The list is included below to illustrate the diversity of resistance.

- Parents
  - Young parents with drugs problems
  - Teenage parents are against change
  - Some parents
  - Parents – still engrained we did it so it's ok now.

- Businesses
  - Business leaders – afraid that restrictions on drinking will lead to more regulations
  - Taverns Association
  - Hotel and gas/convenience.

- Local Elected Officials
  - City council
  - Tribal Council/Tribal Business Council
  - School board.

- Patrons of bars – people who use.

- Lots of people want things to stay the same, both individuals and community sectors.
- People who believe it's OK and are resistant because of prevailing culture.
- Tribal members.

The most supportive community sectors identified were:

- Law Enforcement – 5
- Individuals – 3
- Local Elected Officials – 2
- Youth – 2
- Judicial –1
- Media – 1

Comments:

- Rural residents don't have options to call cabs, need to be willing to call people to give them a ride.
- Still part of lifestyle in spring to have branding 'parties' given to youth.
- Have not seen it – when first going, the DUI TF had some territorialism. What we are doing is different. Had ironed itself out.
- Can't think of any that have been resistant, most are just ignorant of the problem.
- Taverns have been listening to media about RASS and media around compliance. See the writing on the wall.
- Some parents still encourage, attitudes of high schoolers will perpetuate the problem.
- Good old boy network, always done it this way.
- Small number of people who say "we always have done it this way", they don't want restrictions on alcohol at social events. "Don't tell us what to do."

Question 4:
What about places that sell alcohol – retail or events that serve alcohol?

Well received – 10

Not well received – 2

Mixed/not sure – 4

Comments:

- High turnover of employees which is challenging to outlets.
- Social event (fund raiser) used to be a huge alcohol fueled event, but it has changed to less drinking.
- "Leave us alone" attitude.
- Vocal minority can make it very hard if they are against something.

Question 5:
Do you think that the MTCCP has changed the community norms around the culture of acceptance of alcohol abuse?

Has changed norms – 5

Has not changed norms – 3

Beginning to change norms – 8

Comments:

- Youth feeling the pressure to drink but MTCCP gave them an alternative.
- At the beginning of the project, saw people allowing underage drinking in their homes. Now don't see it as much as the Coalition has let people say it is not ok.
- Kids wanting to change community norms.
- When first started it was very hard to get people involved but now they seem more excited.
- More aware of abuse problems.
- People are more aware that drinking and driving/underage drinking is not OK.
- Some don't want to quit – if they tell their kids not to drink, then they have to quit. One big change was that a local entertainment place opened their doors to a youth alcohol-free after event party. We didn't spearhead it but think our efforts at increasing awareness made people work on it.
- I see IDs being checked. However one incident occurred when three teens turned up drunk and the bartender called it in to local police at the urging of other patrons. The students were issued MIPs. This was all good BUT the bartender was a high school senior and was bullied at school and ostracized by the community.
- MTCCP has been a good start.
- Norm hasn't changed even though we have started the conversation and small groups have agreed.

MTCCP Sustainability

Question 6:
In your opinion what are the two biggest challenges to the long-term sustainability of the MTCCP in your area?

Many people who identified the need for a paid staff person also identified "keeping volunteers involved."

Challenges	2010 # times challenge identified
Keeping volunteer leaders involved	9
Need a paid staff person	7
Financing prevention efforts and services	6
Still in infancy of changing Montana drinking culture	2
Maintaining awareness and interest	2
Figuring out how to deal with "over service"	1
Jurisdictional issues of law enforcement	1

Table 38: Challenges to Sustainability as Identified by Strategy Team Leaders

Question 7:
How do you see efforts to sustain MTCCP being funded?

Funding could come from:

DUI Task Force - 7

Looking for funding to continue work - 5

Don't see any funding possibilities – 3

Comments:

- Would like to see DUI Task Force take it on but will not happen.
- Not looking positive at the moment, County leery of taking on more grants due to all the fighting between grant staff. Too bad because it has been so successful.
- I do know that people are willing to volunteer, they just need to be coordinated.
- Even though current staff has been paid a lot, they haven't done much.

Question 8:
What will the Strategy Team in your community be doing in the next year? Be specific: what policy, what law enforcement, etc.?

With the caveat that many were waiting to see what will come out of the legislative session – the interviews were conducted in January and February 2011 – the responses can be grouped as follows:

Overall activities:

- Community education – 7
- Media advocacy – 4
- Educating retailers – 3
- Involve youth – 3
- Looking at possible new ordinances – 2
- Improve law enforcement – 2

Specific activities:

- RASS/compliance checks – 9
- Restriction of alcohol at special events – 6
- Social host – 4
- Cross-Jurisdictional agreement – 1
- Develop relationship with local DUI Task Force – 1

Local Strategy Team

Question 9:
Do you think key stakeholders are missing at the table? If so, what segment and why have they not chosen to participate?

No – 5

Have most of them – 5

Segments identified:

- Business sector – 3
- Bars – 2
- Parents who allow their kids to binge
- Schools

- Retail outlets
- Health Care
- High school students
- Faith-based
- Medical
- Low income representation

Comments:

- Students presented to the community and have been the face out front.
- We have had all stakeholders we need but to keep them involved is hard.
- Law enforcement stepped back - kept up to date but they are not attending like they used to. Have own agenda, lack of manpower.
- Always use more Tavern Owners Association participation.

Question 10:
Are there cultural differences which play a part in helping or hindering collaborative efforts in your community? (Culture can be age, gender, ethnicity, etc.) If there are cultural differences how are they being handled?

Only four team leaders said there were none or that they didn't know if there was any cultural difference that affected efforts in their community. The identified cultural differences fell into three major groupings: Montana culture that alcohol is accepted as part of the norm, intergenerational and age differences in attitudes to alcohol, and socio-economic cultural differences. The different attitudes among generations were across the board but mostly were about older Montanans being more accepting of alcohol abuse.

The two other cultural differences mentioned were between drinkers and non-drinkers and, on one reservation, the cultural divide between tribal members and non-tribal members.

Some Comments:

- There are fewer ranches so hard-drinking lifestyle is changing.
- Unfortunately we have no diversity on our Strategy Team.
- Alcohol abuse is becoming more accepted among parents and kids than it was 40 years ago.
- Older community says "we gave our kids alcohol."

- Acceptance of people walking around drunk is a norm.
- Over-users are across demographics.

Question 11:
In your opinion what are the two biggest successes in your area over the past year?

The Strategy Team Leaders identified six different categories for their biggest successes as is seen in Table 39. Success in the local policy arena was most often identified as the top success with the following specific policies mentioned: RASS and compliance checks
(8), Social Host Ordinance (1), Refusal to Blow Ordinance (1), DUI Courts (1), and Festival Ordinance (1).

Getting young people involved, whether college or high school, was the second most identified success followed by getting the community involved and increasing awareness in general.

Successes Identified	2010 # times Success identified
Policy related	12
Getting youth involved	9
Getting community involved with solutions	5
Increasing awareness of problem	5
Giving legal system and law enforcement tools to enforce laws	4
Working with the DUI Task Force	3
Jurisdictional issues of law enforcement	1

Table 39: Successes as Identified by MTCCP Strategy Team Leaders

Overall Feelings about Work with MTCCP

Question 12:
What was been the hardest part of your work with MTCCP?

The team leaders felt that the hardest part of their work was:
- Community resistance to the message – 9
- Lack of resources (time, money and volunteers) – 8
- Group dynamics – 3

The following comments illustrate the very different experiences team leaders had depending on the community in which they lived:

- Balancing how far I want to push things. There are consequences when we pass a law.
- Feeling like beating your head against a wall; it is so hard to step back and see any big impact when you are in the trenches. You see people whisper behind your back.
- No hard part – enjoy the work.

Question 13:
What has been the most rewarding part of your work with MTCCP?

Without a doubt the most rewarding part of the work identified by the team leaders was getting the community to stand up and refuse to accept the Montana drinking culture (11). This was shown in remarks such as "finding out there is more support out there to change the problem than I thought", and "People have had their heads in the sand but now there is a united front to change."

Two other rewarding parts were also identified: seeing institutional change (2), and getting something/anything going in the community (2).

Comments:

- Going to community events without the stupidity of drunken behavior.
- We really need it, the community is really broken.
- Proven that people don't have to get falling down drunk to have a good time.
- Seeing kids who are successful and stop going down the wrong road.
- When project started there was no talk about alcohol abuse, now it is front and center.
- Working with more of the businesses.
- Working with kids and getting to know our community better.

SUSTAINABILITY

This section looks to evaluate if the SPF SIG activities/approach in Montana are sustainable over time after the funding ends. This first section looks at the project's overall sustainability using six different elements and the final section will look specifically at the state-required Community Sustainability Plans developed by the MTCCP Staff.

Framework

Overall Sustainability of SPF SIG Efforts in Montana

When looking at the overall sustainability it is helpful to use a framework to view what the project has created, how it has become institutionalized in the minds and hearts of leaders, and what is in place to keep the momentum going. We will use some parts of a framework developed by The Evaluation Center at Western Michigan University, called the Sustainability Evaluation Checklists model. This model uses the following criteria for evaluating sustainability:

1. **Significance**
   Is the continuation of the project important?

2. **Merit**
   What are the properties which define good sustainability?

3. **Worth**
   Is the continuation of the project or its outcomes worth the costs that accrue now and in the future?

For this section of the SPF SIG evaluation, we will focus on the second criteria "Merit". The first and third criteria "Significance" and "Worth" have been answered in the data already gathered for this project by the Epidemiological Workgroup (page 9) and the research papers Economic Cost of Alcohol Abuse (Barkey, 2009) and Economic Costs of Alcohol-Related Vehicle Crashes in Montana (Seninger, 2010)

The authors of the Sustainability Evaluation Checklist pose the question: "What are the properties which define good sustainability?" They have come up with a list of Process-Oriented Criteria. Not all criteria developed by The Evaluation Center will be used in looking at sustainability of SPF SIG efforts in Montana; but the following elements will be:

1. **Use of evidence from research, monitoring, and evaluation**

   What aspects of the project worked/didn't work in Montana, and what is critical to the integrity of the project's success? How will 'what didn't work' be removed and 'what did work' be used to ensure sustainability?

2. **Appreciation of knowledge, skills, abilities, and competencies**

   Has knowledge, skills, abilities, and competencies been transferred beyond MTCCP? Do those who are charged with sustaining the efforts have access to that knowledge?

3. **Leadership competencies**

   Are champions of the approach in place? Are there strong political commitment and external support? Is there a balance between bureaucratic efficiency and democratic involvement? (i.e., effective participation.)

4. **Collaboration/Involvement**

   Are all relevant stakeholders involved in sustaining the approach? Are the linkages in place to other organizations/partners?

5. **Organizational characteristics**

   Are institutionalization efforts in place? Are the actions and/or impacts of the project replicable?

6. **Understanding the environmental context**

   Is there a conducive environment for sustainability?

Each criterion comes with a set of inherent questions, which we will attempt to answer based on the collected data around all aspects of MTCCP. Data will be drawn from the following sources:

- Project Coordinator Surveys
- Program Officer Surveys
- Strategy Team Leader Surveys
- MTCCP Community Sustainability Plans
- Personal Interviews
- Common Sense Coalition 2009 Evaluation
- Statewide Perception Survey
- Blackfeet Reservation Survey

Use of evidence from research, monitoring, and evaluation

How will 'what didn't work' be removed and 'what did work' be used to ensure sustainability?

From the wealth of information gathered from MTCCP Staff it would appear that the following aspects of the process used to implement SPF SIG in Montana worked well:

- Following a proven process to change prevailing culture worked well for communities new to this type of approach. The IPS model gave a framework for MTCCP Staff to implement an extraordinarily complex project that sought a paradigm shift in Montana attitudes around alcohol.
- Using data to show the need for change worked slowly but surely in skeptical communities. Even though this did not change the hearts and minds of ideologues wedded to the concept of individual rights over all else, it helped for the majority of communities.
- Media advocacy has been a successful tool for MTCCP communities as seen in the Media Advocacy section of this Report (Page 85).
- It was an important feature that staff lived in the communities in which they worked. This made a difference in credibility and their ability to build trusting relationships.
- Building strategy teams with young people was very successful on many levels. They provided an authentic voice that even the most hardened adults listened to; they were able to get the ear of elected officials; and they provided a fresh, new voice to the issue. This was not without cost to the young people involved and sensitivity to the issues of peer pressure and rejection must be considered when encouraging young people to be involved.
- Building in successes to show skeptical community members that an environmental approach works. Project Coordinators pointed to this as helping bring communities around to "letting go" of the individual treatment approach being the only way to address alcohol abuse.
- The environmental approach to changing the culture of alcohol in Montana takes time; expecting quick changes is unrealistic.
- Emphasizing that alcohol abuse prevention is not EITHER individual treatment OR environmental change; it is a combination of BOTH. MTCCP Staff and strategy teams that consistently used this inclusive approach had more success in garnering community support.
- Joining forces with other groups working on alcohol abuse worked well. Partnering with DUI Task Forces and other law enforcement groups or community coalitions showed the most promise to ensure sustainability. Although in some communities these groups were resistant to change.

Some of the processes that did not seem to work are listed below. It must be added that many of these issues are being resolved as Montana heads into the new Block Grant process that requires an environmental approach to be integrated into the more traditional treatment and prevention.

- Tension between the MTCCP environmental approach and the traditional prevention and treatment approach might have been avoided with a greater effort up front to integrate the two approaches and ensure relationships between MTCCP Staff and prevention specialists.
- Outreach to certain community groups just never worked in some communities. The Diversity Wheel used by IPS to illustrate the different sectors for outreach activities included sectors that do not exist in many Montana communities, namely Neighborhood Associations and Parks & Recreation. Perhaps a re-examination of community sectors will be useful in the next iteration of the environmental change approach.
- The process of change creates tension and discord. When some of the local communities experienced this upheaval, MTCCP Staff perceived that state leaders did not like it and just wanted things smoothed over. Accepting the tension inherent to change must be part of any future state efforts to sustaining the SPF SIG model.
- Project Coordinators and Program Officers frequently mentioned the bureaucratic requirements as being onerous and took them away from "doing their jobs."
    - Producing Data Workbooks each year was, some felt, unnecessary; others went further and said the Workbooks were never looked at again once they were finished. Perhaps a different approach to data collection could be tailored to what was useful and what wasn't. Some of the data MTCCP Staff put into the Workbooks was also collected by the evaluators and Epidemiological Workgroup thus creating a duplication of effort.
    - Minimum Data Set (MDS): an unavoidable requirement. Future grantees receiving funds to do environmental prevention need to be clear of such requirements.

Appreciation of knowledge, skills, abilities, and competencies

Has knowledge, skills, abilities, and competencies been transferred beyond MTCCP? Do those who are charged with sustaining the efforts have access to that knowledge?

- The body of knowledge built up in the five years of the SPF SIG project is significant and how to transfer it, use it, and spread it further is a tremendous challenge. Several things are happening to ensure this:
    - The formation of the AMDD/CD Prevention Work Group has worked to build partnerships between MTCCP Staff and prevention specialists in anticipation of the new Block Granting process. This included a survey asking about communication, future training needs, and other items. The Work Group was also formed to craft the application for the Block Grant.

- The new SAMSHA SPF grant to Tribes has also given the state the opportunity to transfer knowledge. People involved with implementing SPF SIG in Montana gathered with the new SPF TIG grantees to discuss strategies and what worked/didn't work.
- There are plans to continue the Epidemiological Workgroup beyond the SPF SIG Grant. The members of this data-oriented group have an institutional knowledge of the project, the process, and most importantly are committed to maintaining the approach. Prior to the formation of this group, the agency data experts had seldom interacted with each other to use their data-bases collectively.
- The Common Sense Coalition (CSC), the statewide group that has been working on statewide policy changes, has members who are professional staff of different but like-minded organizations. Their expertise and knowledge of the issues was present before SPF SIG and will continue after SPF SIG. Even more importantly, they understand and embrace the MTCCP approach.
- Some MTCCP Staff, although no longer employed directly by the project, will continue to work in their local communities either as volunteers or staff of other organizations. This continuation of the knowledge, skills, abilities, and competencies gained over 3 ½ years will be invaluable to local coalitions, task forces and other volunteer or professional groups.
- IPS focused on teaching community members some specific skills. Media advocacy is a prime example, and it has been shown through research that "once taught to local people, it can take root, become institutionalized, and thereby be sustained after the project funding ceases and professional technical assistance is withdrawn" (Holder & Treno, 1997).
- Likewise, changing local and statewide policies require skills that, once imparted, will continue to be used. MTCCP Staff and volunteer leaders learned these skills throughout the process as evidenced by their involvement with both state and local efforts. IPS again focused on a policy approach to environmental change.
- The research and reports generated out of the SPF SIG contract with BBER are public documents and will remain available. These include:

    - 2008 Prevention Needs Assessment Data on Student Drinking and Driving and Sources of Alcohol (Seninger, 2009)
    - Prevention Needs Assessment 2004 and 2006 Data: Identifying Social and Environmental Factors Associated with Underage Binge Drinking (Seninger, 2009)
    - Two Methods for Measuring the Role of Alcohol Abuse with Mortality Records (Schwartz, 2008)

- Behavioral Risk Factor Surveillance System: Quality Improvements in Data Collection and 2008 Binge Drinking Module Results (Oreskovich, 2009)
- Prescription Drug Abuse (Seninger, 2009)
- Crime Data in Montana: Issues and Uses (Steyee, 2009)
- State Trauma Registry: Impact of Alcohol-related Injuries (Nemec and Perkins, 2009)
- Economic Impact of Alcohol Abuse (Barkey, 2008)
- Economic Impact of Problem Drinkers in Montana (Seninger, 2009)
- Two years of Process Evaluation Reports (Herling, 2008, 2009)
- Montana's Comprehensive Needs Assessment for Substance Abuse Prevention (Seninger and Herling, 2008)
- Montana's Comprehensive Needs Assessment for Substance Abuse Prevention (Seninger and Herling, 2009)

Conclusions

- It is too early to determine if the knowledge, skills, abilities, and competencies have been transferred beyond MTCCP. Though state agencies have worked to put into place the structure to allow this to happen.
- The continuation of the Epidemiological Workgroup has not yet been formalized.
- All IPS evaluative documentation is available for review.
- Institutional knowledge through members of the Common Sense Coalition is assured.

Leadership competencies

Are champions of the approach in place? Are there strong political commitment and external support? Is there a balance between bureaucratic efficiency and democratic involvement? (i.e., effective participation.)

The presence or absence of local or state champions is key to sustaining any project beyond initial funding. Thus questions were asked in all surveys about this issue as MTCCP Staff were expected to identify, train, and work with local leaders to become community-based champions. The responses are summarized below and are reported on more fully in the relevant Surveys and Interviews section of this evaluation, at Page 120. Overall, the project did generate many community-based leaders and champions over its lifetime. However, the number one challenge to sustainability was identified by both Program Officers and Strategy Team Leaders as: "time constraints/commitment

from volunteers;" "the need for local volunteer leadership;" and keeping volunteer leaders involved.

Project Coordinators Interviews

The Project Coordinators were asked specific questions on community-based champions. On the whole, finding community-based champions has been successful. Ten communities were identified where community-based champions have been consistently involved in leadership roles, whereas three communities have new champions who became active in 2010.

Program Officer Surveys

The Program Officers were asked to identify the barriers to sustaining a local strategy team. The top barriers identified in all three years in which the survey was conducted were time constraints/commitment from volunteers and the need for local volunteer leadership.

Strategy Team Leader Interviews

The Strategy Team Leaders are the de facto community-based champions and as such are key to sustainability. They were also asked to identify what they thought were the biggest challenges to the long-term sustainability of the MTCCP, and similar to the Program Officers they identified the biggest challenge to sustainability as "keeping volunteer leaders involved."

The degree of political commitment at the local level can also be seen from the surveys and interviews with the findings being that:

Project Coordinator Interviews

The Project Coordinators were asked what remains as the biggest challenges to the success of the MTCCP in their area. Lack of political commitment from local officials and agencies was not specifically mentioned as a challenge; however the perceived lack of support from the state level was mentioned in comments such as "dealing with the entrenched State culture." It was not clear if this meant lack of political support or lack of willingness to support change in program approach. Either way it was seen as a challenge to success.

Another interesting comment came up in the Project Coordinator interviews. When asked what remains as the biggest challenges to the success of the MTCCP in their area, two people referred to the "community in-fighting" among organizations with similar missions, as well as between community leaders that held "lifelong grudges" against each other. Without a doubt this dilutes the local political support for changes.

When asked to identify the hardest part of their jobs, Project Coordinators' responses revolved around time-consuming state requirements and the perceived "hoops" they needed to jump through to meet state expectations. Dealing with politics internal to DPHHS was also mentioned as making their jobs harder.

The degree of political commitment at the state level likewise varies.

- The reinvigoration of the Interagency Coordinating Council (ICC) has come from the SPF SIG grant and is an important start to ensuring a high-level commitment to sustaining the environmental approach.
- Continuation of commitment will also be determined by the election cycle. The governor under whom SPF SIG was brought into the state will term limit out of office in 2012.
- Likewise, electoral changes at the state level might well impact support for or against policy changes that address the problem of alcohol abuse.
- Leaders at the Montana Department of Transportation and the Department of Revenue have shown commitment to the environmental approach and institutional change has resulted from this commitment.

Conclusions

- Again it is too soon to determine if the political commitment will continue past changing election cycles and changing departmental appointments. However, the condition exists for political support at both the local and state levels provided there is someone in public office or other positions of authority willing to speak out and be the "bully pulpit".
- Tensions arising from disagreements on how best to approach prevention of alcohol abuse must be resolved or, at best, navigated to ensure a balance between traditional treatment and prevention and an environmental approach. A balance between the two is absolutely necessary and must not be sabotaged by the inherent bureaucratic resistance to change.
- Resources must also be channeled into training and development of community-based champions. Without some support, the group of volunteers that have emerged throughout the project cannot be expected to sustain things at such an intensive level.

Collaboration/Involvement

Are all relevant stakeholders involved in sustaining the approach? Are the linkages in place to other organizations and partners?

State-Level Collaboration and Linkages

At the agency level there have been three collaborative efforts as a result of SPF SIG.

1. The Epidemiological Workgroup bought together eight agencies (Appendix A), some of whom had never interacted before. Their efforts were a major contribution

to the project and they have continued to meet throughout the grant years. There are state plans to continue this workgroup.

2. The Interagency Coordinating Council has become reactivated as a result of SPF SIG. Membership is designated by Executive Order and is composed of 12 representatives including departmental appointees. Its mission is:

> The council is charged with developing, through interagency planning and cooperation, comprehensive and coordinated prevention programs that will strengthen the healthy development, well-being, and safety of children, families, individuals, and communities-particularly children and families that are deemed to be at risk. (http://governor.mt.gov/)

3. AMDD/CD Prevention Work Group was formed to address some of the tensions created by the traditional treatment and prevention approach and the environmental approach espoused by SPF SIG. Membership in this group is a cross-section of prevention specialists and MTCCP Staff.

It is challenging for law enforcement agencies to totally embrace the MTCCP collaboration approach; not because they do not agree with the desired outcomes but because "we have our own culture. Most law enforcement entities are not used to working with public health groups and in media advocacy". (Colonel Mike Tooley, Montana Highway Patrol, personal communication).

Local-Level Collaboration and Linkages

This aspect has been extensively reported on in the Project Coordinator Interviews, Program Officer Surveys and the Strategy Team Leader Interviews. The salient findings to stakeholder collaboration and involvement are summarized below:

Project Coordinator Interviews

Project Coordinators agreed that not all communities had all stakeholders, with the faith community and schools consistently identified as being absent.

Project Coordinators were asked about the local stakeholder ownership of sustaining MTCCP efforts. Their answers were varied and mostly pointed to the fact that key agency stakeholders were willing to sustain their piece of the MTCCP efforts. In other words, in some communities the law enforcement or judicial entity would continue the compliance checks or the MIP tracking. The DUI Task Forces are key to sustainability as discussed below in the institutional piece of this section. However, all Project Coordinators felt that local governing bodies are seen to be taking responsibility for carrying though with local policy changes.

Program Officer Surveys

Program Officer Surveys showed that out of the 12 categories identified on the IPS Community Diversity Wheel, nine of the categories had representation on over 50%

of the strategy teams. Two of the categories were not present in many communities, thus in reality nine out of ten categories were represented on the strategy teams.

The Program Officers were also specifically asked to identify the sectors in their communities that adopted/agreed with the environmental strategies approach to changing the negative effects of alcohol abuse. Law enforcement, media, and judicial were the top three sectors identified, followed closely by education and prevention sectors.

Strategy Team Leader Interviews

Strategy Team Leaders were also asked about collaboration and involvement by other stakeholders. There were many different sectors of the community identified as resistant to an environmental prevention approach. Parents (4), businesses (3), and local elected officials (3) were the sectors of the community identified several times. The most supportive community sectors identified were law enforcement, individuals, local elected officials, and youth.

Common Sense Coalition

Members of the Common Sense Coalition were asked to rate if the coalition has a broad and appropriate membership for the issue it is addressing in partnership with MTCCP. Most of their efforts were aimed at impacting outcomes of the 2011 Montana Legislative Session. The average response was 1.54 on a scale of 1 (agree) to 5 (disagree). This positive response was borne out during the interviews when 10 of the 14 members interviewed praising the membership composition saying those who should be are present at the table.

Additionally the CSC members were asked about their efforts to identify law enforcement partners. Members were positive about the efforts to identify law enforcement partners around the state, and were generally felt to be very good and a "stronger arm of CSC." The fact that the law enforcement community knows the problems created by alcohol abuse and wants to change it makes them a natural partner in the work of the CSC.

Then members were asked to identify the biggest barrier to getting buy-in from the law enforcement community. The response themes were:

- Every community or city has its own unique set of problems and trying to find solutions at the state level to get buy-in at the local level is a challenge.
- Law enforcement has its own culture.
- Fear of political backlash.
- DUI is hard work.

Conclusions

- At the state level, structures are in place to foster collaboration and linkages. Ensuring a successful outcome is harder to predict.
- Key to success will be resolving the tensions between the traditional prevention approach and the environmental approach. The tensions have a history from the beginning of MTCCP in some areas of the state. The creation of the Prevention Work Group will ameliorate some of these issues.
- Continued commitment (with actions speaking louder than words) from leadership at all levels of state and local government is critical to long-term sustainability.
- At the local level, efforts to foster and maintain collaboration have, on the whole, been successful. But MTCCP staff and local Strategy Team Leaders have reservations about the sustainability of these efforts without funded positions to foster them. The local areas that receive Block Grant funding have a higher probability of success.

Organizational Characteristics

Are institutionalization efforts in place? Are the actions and/or impacts of the project replicable?

Block Grant

The most important institutional change that has evolved from the SPF SIG efforts is in the Federal Block Grant approach. SAMSHA has institutionalized the environmental prevention approach to substance abuse by requiring it to be followed in the state Block Grants. This will, in effect, force Montana to retain at least most of the approach built through the MTCCP.

There are changes that have happened within state government agencies during the lifetime of the Montana SPF SIG project. These changes are not perhaps as a direct result of the MTCCP, but the cumulative effects will increase the likelihood of sustaining the environmental prevention approach used by MTCCP.

Prevention Resource Center (PRC)

The PRC is an important continuous part of state government that supports Montana's efforts to educate citizens about ATOD abuse. Over the life of the SPF SIG project, its website has housed much useful information about MTCCP. It also has on-going information about the ICC. (http://prevention.mt.gov/)

The newsletter created and distributed by the PRC, Prevention Connections was defunded through the budgeting process of the 2011 Legislative Session. This was a useful tool for education around alcohol abuse prevention and environmental strategies.

Additional commitments from state agencies involved with the issues can be summarized as follows:

State Highway Traffic Safety Office, Montana Department of Transportation (MDT)

Several institutional changes have taken place at MDT that will contribute to sustaining an environmental approach. These have taken place over several years and are not attributable to SPF SIG efforts, but they have allowed an important alignment to take place.

In 2006, when challenged by the National Highway Traffic Safety Administration (NHTSA) about Montana high traffic fatalities, MDT created a new position as an interdepartmental liaison.

The Montana Comprehensive Highway Safety Plan, established in 2005 and annually updated, is a multi-jurisdictional, multiple partnership effort aimed at ensuring driver safety. One aspect woven throughout is reducing alcohol and drug-impaired driving crashes. The current areas of focus aimed at this aspect include:

1. Stronger penalties for Blood Alcohol Content (BAC) test refusal including consistency between jurisdictions and states.
2. Enhance DUI data collection and analysis.
3. Reduce over-service of alcohol to apparent or obviously intoxicated persons.
4. Increased merchant education.
5. Expand DUI courts.

(Montana Comprehensive Highway Safety Plan, May 2010)

These are all strategies that align with MTCCP efforts or with efforts that are going on in non-MTCCP communities using an environmental approach. Even the enhanced DUI data collection has been an issue that MTCCP has tried to address through its own DUI and MIP reporting mechanisms.

Both MDT and the Department of Revenue have roles in the DUI Task Forces around the state. The number of DUI Task Forces has steadily grown such that in 2011 there are 34 state-approved DUI Task Forces in 38 counties each with a coordinator. Some coordinators are paid while others are volunteers. In 2008, the number grew greater than any other year, with 10 DUI Task Forces being added in that year alone.

There has been a connection between the state DUI Task Force Facilitator and MTCCP efforts since the inception of the MTCCP. The SPF SIG emphasis on environmental approach has been beneficial to the local DUI Task Forces. This is especially true in counties were there has been a positive linkage between the task force and the local strategy team.

The funding mechanism for the DUI Task Forces is from the collection and disbursement of License Reinstatement Fees with the activities undertaken being driven

by the county-level decision makers. Thus more populated counties receive more funding and some have a paid coordinator position. The Strategy Team Leaders were asked how efforts to sustain MTCCP could be funded and seven leaders identified the DUI Task Forces as the possible funding mechanism.

The State Highway Traffic Safety Office has worked with the Montana SPF SIG, the Epidemiological Workgroup, and with AMDD throughout the project.

The Alcohol Server Education in Montana Program
Department of Revenue (DOR)

The department, through its "Let's Control It" program, offers education for retailers about selling and serving alcohol responsibly. The program promotes four key principles (eliminate selling to minors, eliminate secondary selling, eliminate selling to intoxicated customers, and refuse altered or false identification) to help businesses operate within the constraints of the law, as well as protect their liabilities. (http://revenue.mt.gov/forbusinesses/alcohol_beverage_control/Alcohol_Server_Training/default.mcpx)

The program was initiated in 2003 but it received additional emphasis in 2008 with the hiring of a full time educator to build the curriculum and widen the program's reach. In 2008 there were 16 trainers to cover the state; this grew to 410 in 2011. The majority of these trainers are prevention specialists, MTCCP Staff, local law enforcement personnel, DUI Task Force coordinators, and Community Coalitions. One-third of the trainers are corporate trainers such as those with Town Pump who train their own employees using the DOR curriculum.

MTCCP Staff saw the connection between what they were doing and the DOR alcohol education program and contacted the coordinator. The MTCCP emphasis on local and state RASS trainings has been a great synergy with DOR efforts (Lisa Scates, personal communication). The 2009 Big Sky Alcohol Conference was held in partnership with the annual MTCCP Institute.

The number of RASS trainings held around the state has increased quite significantly as shown in Table 40.

Total Trained in State via Let's Control It							
2003	2004	2005	2006	2007	2008	2009	2010
54	651	948	691	1,214	1,912	3,977	3,289
Total trained for years 2003-2010 = 12,736							
Total trained to date for all years = 13,701							

Table 40: Number of Responsible Alcohol Sales and Server Trainings held in Montana 2003–2010 (Department of Revenue)

In 2009, a potential change to DOR rules governing alcohol sales and service training would have allowed an alcohol-related business to avoid citations for selling to minors on a first offense provided it can prove that it offers its employees a legitimate alcohol sales and service training course once a year, and trains all employees within 30 days of being hired. This change to the administrative rule was taken up by MTCCP among others, generating many comments in opposition. DOR withdrew the possible rule change and retained its current rule on the issue.

The Department of Revenue has created a voluntary form for law enforcement to use for reporting compliance checks and for other liquor law violations. This will standardize collection methods to allow for easier recording and tracking. In addition, there is a lower threshold for law enforcement to

Department of Justice (DOJ); Law Enforcement

The Montana Highway Patrol (MHP) has instituted the Strategic Traffic Enforcement Team (STET) that deploys 5 troopers and a sergeant as “roving patrols” to event in known high-crash corridors. In addition there is an increased visibility of the Mobile Impaired Driving Assessment Center (*MIDAC*). This increased enforcement is not a result of MTCCP actions, but adds to the sustainability of the project. As referenced in the Law Enforcement Section (Page 97) of this Report; increased law enforcement is one of two key components needed to ensuring success of an environmental approach to changing community conditions around the acceptance of alcohol abuse.

Important to the local aspect of environmental approach is the MHP Division Goal:

> To make efficient and effective use of time by diligently detecting and making contact with people who violate traffic and criminal laws on Montana's roadways as mandated by the citizens of the State of Montana, especially those laws concerning driving under the influence and occupant protection.
>
> (Montana Highway Patrol, 2009 Annual Report http://doj.mt.gov/)

This underlines and supports some comments made by Common Sense Coalition members who pointed to the need to build a trusting relationship with local law enforcement and to work hard at educating them about what policy changes need to happen.

Legislative Changes: 2011 Montana Legislative Session

The legislative changes enacted from the 2011 Montana Legislative Session will impact state institutions. The Policy Section (Page 70) of this Report covers the exact legislative enactments that came out of the 2011 session in more detail.

Seven of the 14 bills recommended by the SJR 39 Interim Committee passed during the 2011 session. In addition, one other bill on issues around alcohol abuse passed. Collectively these change the institutional tools available to law enforcement and judicial branches. They also represent an increase in the number of regulations pertaining to alcohol abuse, some of which have been seen in numerous previous sessions but never passed. The bills passed in 2011 pertaining to alcohol abuse were:

SB 15: Create a misdemeanor crime of aggravated DUI

SB 29: Mandatory alcohol server and sales training

SB 41: Allow cities to establish courts of record

HB 10: Revise driver licensing provisions for DUI court participation

HB 69: Revise jail penalties for DUI court participation

HB 12: Increases the maximum jail time for a 1st or 2nd DUI or a 3rd BAC offense from 6 months to 1 year

SB 42: Authorize search warrants to obtain a blood or breath test in DUI cases

HB 106: Provide for a 24/7 sobriety project for impaired driving offenders

Common Sense Coalition

Members of the CSC were asked what they might do after the 2011 session if any of the bills for which they were advocating did not pass. Collectively they agreed that gearing up for the 2013 session would be their top priority. Thus, even if the CSC as an entity does not stay together, the individual entities that make it up will still be in place to sustain efforts.

Conclusions

- Changes in the Block Grant requirement are the most significant institutional change that will perpetuate continued environmental approach to alcohol abuse. It will force the state to make the necessary changes to incorporate the environmental change approach (Joan Cassidy, personal communication). However, to ensure success there must be a significant commitment to providing adequate technical assistance to Block Grant recipients.

- Institutional changes over the years within MDT, DOR, and DOJ are important factors in creating the conditions for sustaining SPF SIG efforts.

- The DUI Task Forces will be critical in sustaining efforts at the local level, making continuing support from MDT an important factor. Empowering DUI Task Forces to embrace environmental change strategies and to expand membership and mission will be key to their success in sustaining a SPF SIG approach.

- DOR is currently writing the administrative rules to implement the successfully passed SB 29, Mandatory alcohol server and sales training. This will change the DOR Let's Control It Program that currently conducts RASS trainings around the state. However, how the changes will affect sustaining MTCCP efforts in providing RASS training is unknown at this time.

- Laws passed in the 2011 session increase the tools available to the state even though advocates feel they do not go far enough.

- The termination of Prevention Connections, while not critical, is a loss of an educational tool. However, the PRC will be critical in navigating the changes within state government to truly incorporate the environmental approach.

Understanding the environmental context

Is there a conducive environment for sustainability?

Statewide Alcohol Perception Survey

The most direct way to evaluate if there is a more conducive environment for sustainability is the Statewide Alcohol Perception Survey conducted pre-project and post-project (Maxfield, 2011). The findings listed in the 2011 survey show that:

- Montana voters remain concerned about drinking and driving in their communities.
- There is widespread support for new measures aimed at drinking and driving.
- The project's earned media appears to have made a difference.
- Large majorities of Montana voters continue to support community action to control unsafe and irresponsible alcohol use.
- However, voters may be pushing back a little against alcohol controls in bars, clubs, and restaurants.
- The reactions to the Montana Community Change Project in the targeted regions varies widely.
- Counties where there was a high degree of active community involvement suggest wider effects of the project.

Blackfeet Reservation Survey

In 2011, the Pikanni Action Team in Browning contracted with Gary J. Conti, Ed.D. from Oklahoma State University to describe the attitudes of those on the

Blackfeet Reservation concerning an alcohol control policy for the Reservation (Conti, 2011).

In his summarizing comments, Dr. Conti concludes:

> A large segment of those on the Blackfeet Reservation feel that an alcohol control policy can improve the overall health of the community even though they realize that it may have undesirable consequences such as encouraging illegal drug use or bootlegging. Nevertheless, through this survey, they have spoken loudly and clearly of their support for an alcohol control policy.

An overall look at comments and responses in the three surveys conducted with MTCCP Staff and community leaders can also give insight about the environmental context.

Project Coordinator Interviews

Project Coordinators were asked if they thought that using environmental strategies to change alcohol abuse has been embraced by the communities. Judging from responses to this question, progress is being made in bringing communities to understand and embrace an environmental approach to alcohol abuse problems. However, no Project Coordinator indicated that it has been fully embraced. Many responses were qualified "on varying levels," "it has increased in all counties," "I think so." By 2010, Project Coordinators were still seeing residual resistance to the environmental strategy approach. It appears that embracing or resisting the approach is largely dependent upon the actual community or an entire professional sector within a community.

Program Officer Surveys

Program Officers were asked to rate their community's acceptance to using environmental strategies. Their responses averaged over 7 on a scale of 1 (not good) to 10 (excellent).

Strategy Team Leader Interviews

Community leaders were asked a similar question to assess how they thought MTCCP had changed the community norms around the culture of acceptance of alcohol abuse. Eight leaders said it was "beginning to change norms," five said it "has changed norms," and only three said it "has not changed norms."

Common Sense Coalition

Members of the CSC were asked to rate their efforts of serving as a catalyst for positive changes related to Montana's culture of acceptance around alcohol abuse. The members strongly agreed that they were serving as this catalyst.

When interviewed, the members were asked if Montana is ready for the policy

changes for which the CSC is advocating. The answers clearly showed that members thought Montanans in general were very ready for policy change and tougher DUI laws. They were also asked if they thought Montana was at a tipping point in its cultural acceptance of alcohol abuse, which elicited generally hopeful responses. People's optimism centered on the attention that the media has bought to the issue of alcohol abuse and the policies that are being considered.

Conclusions

- The larger Montana environment is conducive to sustainability of MTCCP efforts. While not solidified, it has the potential to be so.

- Support from the local communities for changing the conditions that allow alcohol abuse to continue has been building as evidenced throughout this Report.

- The legislative changes enacted in the 2011 session could not have happened without a body of advocates willing to pressure their state legislators. Although not all bills introduced and recommended by the work of legislators involved with Senate Joint Resolution 39 were passed. Thus there is still more to do in convincing Montanans that this work needs to be sustained.

- The Statewide Perception Survey also indicates that Montanans are still not ready for an unqualified sea-change in alcohol policies and local ordinances.

- The Common Sense Coalition did not see its efforts as impacting the wider culture; rather they focused on legislators and decision makers for the 2011 Legislative Session.

- The impact of the Media Advocacy is directly attributable to MTCCP efforts and has clearly worked towards changing the culture of acceptance of alcohol abuse.

- The culture of drinking, individual rights, and distrust/dislike of government regulations all add up to making a challenging environment in Montana.

Additional Findings from Qualitative Data

An overarching question was asked of both Project Coordinators and Program Officers to see if they felt the MTCCP is sustainable. The responses were almost identical. 2008 responses were enthusiastic and hopeful. By 2010, the responses were more circumspect reflecting the reality of sustaining such a big project despite the best efforts of community members and MTCCP Staff. By 2010, all MTCCP Staff mentioned issues around funding and leadership as being the biggest challenges.

Common Sense Coalition

The CSC members were asked if they thought their efforts were sustainable. It is important to note that this question pertained to the CSC specifically and not MTCCP in general. Responses ranged from an agreement that the efforts of the CSC are sustainable, with four people in agreement, to three people saying the efforts must be sustained as the issue is so important. No-one thought the efforts were unsustainable. However, the role that IPS played was clearly seen as key to current efforts and sustainability.

Community Sustainability Plans

All six MTCCP regions developed Sustainability Plans as required by the SPF SIG grant. This section will look at those plans. There were two sustainability components identified in the Montana SPF SIG application.

1. By March 2006*, communities will provide the State of Montana with community strategic plans that include a sustainability plan.
2. Community programs will be required to start sustainability planning and action in year two of funding. They will need to develop an action plan with measurable outcomes.

(Source: Montana DPHHS application for SPF SIG funding submitted 2005)

The date stated in the application was unrealistic due to delays in starting SPF SIG in Montana. However the intent, once things got underway, was to have the regions meet in November 2009 then write their sustainability plans in March 2010. However, a sustainability training session was not held until November 2010 and the sustainability plans were not submitted to the state until the beginning of 2011. IPS did not provide technical assistance to this aspect of the community requirement; although IPS provided feedback to the Project Coordinators on the submitted plans.

Thus intentional state-directed work on sustainability planning did not officially begin until later than anticipated, which resulted in some lack of focus on this important aspect of the project. As stated by Friedman and Wicklund: “Developing a comprehensive sustainability plan at the outset is critical to a coalition’s success” (Friedman & Wicklund, 2006).

However, Project Coordinators, Program Officers and Strategy Team Leaders were well aware that sustaining efforts was a requirement as evidenced by their responses to interview and survey questions. Questions on sustainability were in all 2008, 2009, and 2010 evaluation interviews and survey instruments.

The basic guideline given to the Project Coordinators for writing the Sustainability Plans covered the following components:

- Strategies and tasks to be sustained?

- Who will complete/carry on the task?
- Is funding needed? Identify source.
- Do you see this strategy/task being completed prior to the end of the project?

Project Coordinators were asked to complete this set of questions for each community in their region. The actual plans often do not all reflect these questions, the plans range in length from five pages to 15 pages, and some tend to look back at what has been done rather than what still needs to be done to sustain efforts. Additionally, some look at how work begun on individual local policies and how ordinances will be sustained.

Some inferences can be made from the plans pertaining to sustaining the local coalitions and funding their efforts. The importance of these elements is borne out by research from National Opinion Research Center (NORC) at the University of Chicago in a literature review of assessing the sustainability of community coalitions post-federal funding.

Barriers to sustainability include governance challenges, structural issues, ***a lack of funding for core operations***, turf battles, leader and member turnover, and shifting priorities. (NORC, 2010) Emphasis added. And, sustainability is related to the coalition's capacity to secure stable funding and resources. (ibid)

On-going Funding for MTCCP Efforts Post SPF SIG

All MTCCP communities have identified possible funding sources to sustain at least some of their efforts. Six communities have shown committed funding from an identified source, another six communities are in the process of securing funding, while 11 are still looking and unsure if funding will be forthcoming.

Specified Funding Sources:

- Ten communities identified the DUI Task Forces as the best source of continued funding and partnerships.
- Six communities have identified the Block Grant as their best potential funding source.
- Three communities identified the Drug Free Communities Grant.

HELP

Phillips County has received a Drug-free Communities grant and they are planning for this to be their source of sustainability.

Both Hill and Blaine counties have community health clinics with which they can partner for prevention money that reportedly is to become available.

Jefferson County

The current block grant prevention specialist working in Jefferson County is the county's best chance toward any sustainable efforts begun by the JCCCP staff. This person could continue to lead the coalitions in environmental efforts as well as educate the DUI Task Force on the issues.

NWMTCCP - Sanders, Flathead Reservation, Lincoln, Lake, and Mineral Counties

DUI task forces are an integral part of sustaining the efforts implemented during the MTCCP. Each of these counties has their own well-established DUI Task Force. All of their activities and funding are completely self-sustained at this time and there is no indication that the DUI Task Forces will weaken at the termination of SPF SIG funding. It has been a challenge in some areas to get DUI Task Forces to understand and work on environmental prevention; however it is strongly believed that most of the DUI Task Forces' activities will be centered on environmental prevention approaches.

MTCCP Staff and community members will also explore funding opportunities to assist the community coalitions.

Pikanni Action Team

Economic sustainability is being pursued with the hope that something can be worked out with the Montana/Wyoming Tribal Leaders under SPF TIG. In addition they are looking at the Drug Free Communities Grant if the Blackfeet Housing wants to pursue it. There is also on-going research into alternative funding sources such as community revitalization grants and stimulus package grants.

EMTCCP

Dawson

The local community coalition has its own logo, letterhead, and temporary chair. It meets monthly, has good community representation, and is expected to continue. RASS and compliance checks will be continued by the local DUI Task Force. All other aspects to maintain sustainability in Media Advocacy and Policy work will be done by local coalition volunteers.

Richland

The local community coalition is working with District II Alcohol & Drug Services and is expected to be sustainable. Continuing RASS training will be a dual effort

between District II and the local coalition with compliance checks being done by the Sheriff's office.

Roosevelt/Fort Peck Reservation

It is anticipated that the local community coalition will continue to meet monthly and work with District II Alcohol & Drug Services to offer RASS trainings. All other aspects to maintain sustainability in Media Advocacy and Policy work will be done by local coalition volunteers.

Sheridan

The local community coalition has its own logo, meets monthly and has good community representation. Continuing RASS training will be a dual effort between the District II Alcohol & Drug Services and the local coalition with compliance checks done by the local DUI Task Force. All other aspects to maintain sustainability in Media Advocacy and Policy work will be done by the local coalition volunteers and/or the DUI Task Force.

Wibaux

The local community coalition has its own logo, meets monthly, has community representation, and also appointed co-chairs. RASS training will be continued by the District II Alcohol & Drug Services. All other aspects to maintain sustainability in Media Advocacy and Policy work will be done by local coalition volunteers.

SWMTCCP

Each county has prevention dollars through the Block Grant programs that could pick up where the MTCCP leaves off. Those prevention professionals could continue the work of MTCCP; however, their dollars and resources will be more limited than was available under the SPF SIG grant. It would also require cross-training so that block grant people are able to take up the environmental approach.

Madison and Beaverhead Counties are developing volunteer coalitions that can pursue multi-county grants and funding options independent of Butte-Silver Bow.

Powell and Anaconda-Deer Lodge are also working on their own Drug-Free Communities grant. Small grants such as treatment court planning grants and other funding sources from state agencies are being pursued as they become available.

All counties continue to research grant opportunities that may fit with work already being conducted but it does not appear that there are many promising options.

Conclusion

- Funding to sustain efforts is a problem. It was identified as one of the most significant challenges to sustainability by all MTCCP Staff and leaders during interviews and in surveys. Their concerns are underlined by the above section on funding post-SPF SIG. In the communities where intentional outreach has been conducted to willing DUI Task Forces, MTCCP efforts are most likely to be sustainable. Many of the Strategy Team Leaders stated their commitment to continue efforts as volunteers; if this happens, sustainability is also more likely.

CONCLUSIONS

This final section will return to the MTCCP Logic Model to determine how the project impacted the identified short, intermediate, and long-term outcomes. The SPF SIG was a five-year grant to states and implementation in the communities was over a three and a half year period.

In the language of the MTCCP Logic Model, "coalitions" refer to the local strategy teams that were organized by staff. This is an important distinction as the strategy teams were not coalitions per se, they were groups of individuals, some of whom represented their workplace, some of whom worked in the prevention field but participated as volunteers, and some who had no affiliation with prevention through work but were concerned citizens. Some strategy teams had joined forces with other groups by the end of the project period, such as the DUI Task Forces.

Under each outcome there is a statement about the results for Montana SPF SIG efforts as seen in this evaluation Report pertinent to that outcome. The actual results, data, or findings are not repeated as they have been comprehensively laid out throughout this Report.

Short-term Outcomes:

- **Increased skills demonstrated by coalitions (strategy teams) in developing and implementing environmental strategies**

  The MTCCP Strategy Teams initially struggled with the shift to environmental strategies. The entrenched approach of modifying the behavior of an individual with alcohol problems to addressing the community conditions that allow for alcohol abuse requires a significant paradigm change. However, by 2010 the strategy teams were instrumental in implementing 10 new local polices, nine existing policies or ordinances were or are being revised and strengthened or successfully targeted for increased enforcement, and 10 new court enforcement mechanisms were put in place.

- **Coalitions (strategy teams) build shared vision and design, plan, and facilitate research**

  Based on the findings in 2009 from both the Strategy Team Surveys and the Strategy Team Leader Interviews, a shared vision was built within the teams, and in some cases such as Wibaux, the community did not buy into the vision. The Applied Data and Research element of SPF SIG and the IPS model was mostly carried out by MTCCP Staff. Strategy team members were involved as Key Informants in developing the Workbooks but most research was planned and facilitated by staff with volunteers participating.

- **Increased awareness regarding binge drinking and driving while drinking in SPF SIG grantees' counties and in the state**

  The Statewide Perception Survey did not show a clear increase in awareness. Although Montanans continue to be concerned about the use of alcohol in the state, and particularly about drinking and driving, a change in this concern between 2008 and 2010 was not evident from the survey results. Results showed a variance in increased awareness within the different MTCCP regions. However, large majorities of Montana voters continue to support community action to control unsafe and irresponsible alcohol use.

- **Increased understanding of cultural competence as a linchpin for effective community collaboration in prevention activities**

  MTCCP Staff and the Strategy Teams showed improvement throughout the project in this short-term outcome. The Inclusivity and Cultural Awareness Surveys conducted for all three years showed steady improvement in applying culturally competent practices. However, it will take longer than five years to change the deeply entrenched Montana drinking culture. Differences in generational attitudes to alcohol abuse were harnessed successfully in some communities to push for positive change.

- **Increased networking in communities, service integration, and sharing of resources to address substance abuse prevention**

  MTCCP was successful in building networks in communities. The Intentional Organizing within the IPS Model required staff to conduct one-on-ones and other community outreach. Although initially the organizing component was less embraced by staff, by the end of the project there was ample realization that without it sustainability would not be possible. Service integration is an aspect that will directly improve post-project as a result of the changes in the Block Grant program. Sharing of resources has been a successful part of the efforts to ensure sustainability with the enmeshing of MTCCP Strategy Teams into existing community entities such as the DUI Task Forces.

Intermediate Outcomes:

- **Increased effectiveness of prevention efforts to address binge drinking and drinking and driving**

  Prevention efforts as a whole have benefitted from SPF SIG but a complete interface has not happened yet between the traditional treatment approach and the environmental approach to addressing binge drinking and drinking and driving. The changes to the way the federal government apportions the Block Grant will help this integration but with the reduced amount of money going to the states through the

Block Grant will result in fewer communities having the staff and resources to continue the work done under MTCCP.

- **Increased knowledge about the external barriers that support continued binge drinking and drinking and driving**

  Through the Media Advocacy work, MTCCP has increased the knowledge about external barriers. But as seen in the Statewide Perception Survey, Montana voters have still to completely embrace the fact that community norms and attitudes support continued alcohol abuse.

- **Improved policy decisions related to binge drinking and drinking and driving (e.g., law enforcement, advertisement, etc.)**

  MTCCP successfully impacted policy decisions related to the SPF SIG priorities. The success of media advocacy efforts helped pressure local communities to make changes. Likewise, many policy enactments or revisions resulted in increased law enforcement. Some communities did not see actual policy decisions during the lifetime of the project, but, it would appear that support for change is growing with the potential for future decisions to address alcohol abuse.

- **Increased participation of community residents in policy decision making processes that concern substance abuse prevention**

  According to MTCCP Staff, the project gave community residents a voice to speak out against alcohol abuse. The culture of drinking was so entrenched that to speak out was an invitation to ridicule by segments within the community that resisted change. The formation of Strategy Teams gave a place for those who desired change to get involved with policy decisions. There was also much focus on alcohol abuse in Montana during years of the SPF SIG grant, which were not attributable to MTCCP. The untimely death of State Troopers and other victims of drunk drivers pushed the dialogue about drinking and driving into a whole new realm. MTCCP contributed to the increase in citizen participation but was not solely responsible.

- **Increased number of policies related to binge drinking and drinking and driving adhered to and enforced**

  Increased law enforcement was a continuous focus of MTCCP Staff and Strategy Teams. By the end of the project, all but one of the MTCCP communities had concrete examples of increased law enforcement. The use of the DUI and MIP Survey data to assist local law enforcement efforts was helpful in fulfilling this outcome.

- **Sustainable data research by SEW to work on Montana substance abuse prevention**

  The Montana Epidemiological Workgroup continued to gather and disseminate alcohol-related data throughout the project. Workgroup members are willing to remain committed to the project post SPF SIG funding. Plans are being explored to sustain this effort but it is not ensured.

Long-term Outcomes:

There was a clear acknowledgement from CSAP that some outcomes could not be achieved in the five-year SPF SIG timeframe (Mike Lowther, SPF SIG grantee meeting 2008). This may well be the case with some of the long-term outcomes.

- **Reduction in binge drinking, especially with underage drinkers**

  MTCCP counties had rates of student binge drinking and 30-day use of alcohol in 2002 that were significantly above state rates and above the rates in other rural counties. Both of these indicators for MTCCP counties as a group declined and were the same as the state rate and other rural county rates by 2010.

  In 2008, high school seniors in MTCCP counties reported higher than statewide rates of binge drinking and higher than reported rates for other, non-MTCCP rural counties. Binge drinking rates by seniors in MTCCP high schools dramatically decreased by 2010 to levels below the state and other rural counties rates for high school seniors.

  The drop in high school senior binge drinking rates in MTCCP counties reflects various factors including the impact of the environmental strategies implemented by MTCCP in these communities.

- **Reduction in drinking and driving, especially with underage drinkers**

  In 2008, the rates of student drinking and driving in MTCCP counties were significantly above state and other rural county rates. Two years later, by which time MTCCP counties were in full implementation of their environmental strategies, student drinking and driving rates had declined significantly in these counties and were essentially equal to other rural counties and slightly above state rates.
  The pattern of convergence between MTCCP rates, other rural, and the state as a whole can also be seen in student responses on riding in a car with a driver who has been drinking. The good news about riding with someone who has been drinking is the decreased rates reported by Montana students and the convergence of MTCCP county rates with other parts of the state. MTCCP counties reported significantly higher rates of riding in a vehicle with a drinker in 2008 but their reported rates

dropped significantly to slightly above other rural counties and the state by the 2010 survey year.

- **Reduction in alcohol-related traffic injuries and fatalities in MTCCP communities**

Alcohol-related vehicle crashes and fatalities are long-term outcomes affected by a number of factors and are not solely affected by environmental strategies and interventions in MTCCP communities. State agency policies and programs and statewide and national economic factors affect driving and travel habits which, in turn, affect the number and types of crashes in the state.

Statewide the number of alcohol-related vehicle crashes in Montana have decreased in 2009 and 2010. MTCCP interventions focused on communities although some of the positive effects of these efforts may have translated to the state level. Percentage decreases in MTCCP alcohol crashes were significantly greater between 2009 and 2010 with a percentage decrease exceeding the statewide rate of decline.

A similar pattern of percentage decreases in alcohol-related fatalities occurred in MTCCP counties as a group. Percentage decreases in MTCCP alcohol-related fatalities were significantly greater between 2009 and 2010 exceeding the statewide rate of decline.

Directly connecting the MTCCP efforts to statewide vehicle crash numbers is problematic since there were other non-MTCCP initiatives in play during 2008-2010. Certainly MTCCP is an important part of the mix although it is difficult to identify the exact proportion attributable to the community environmental strategies.

- **Shift in cultural norms toward challenging binge drinking/drinking and driving as normal**

The Statewide Perception Survey is one measure of this long-term outcome. As the findings show, Montanans continue to be concerned about the use of alcohol in the state, and particularly drinking and driving. However, the margin of increase between 2008 and 2011 was not great. The Montana hard-drinking culture was identified as one of the biggest barriers to SPF SIG success by all MTCCP Staff throughout their work. And it was expressed by all staff that 3 ½ years is too short a time to significantly change cultural norms that are so deeply engrained. However, looking at student perception surveys, perceptions of unfavorable attitudes by parents to their children drinking increased between 2002 and 2010. The increased student perception on parents viewing their drinking as very wrong was especially pronounced in MTCCP counties. Likewise, students in MTCCP counties reported a significant increase in their self-perception of drinking being wrong.

There has also been an increase in DUI arrests statewide between 2006 and 2009 with MTCCP counties accounting for the major portion of Montana DUI arrests between 2008 and 2009.

- **Sustainability of efforts though local ownership and resource expansion**

Although still tenuous, the potential for SPF SIG sustainability exists. The local Strategy Teams are not as well entrenched as they could be except where they have been integrated with DUI Task Forces or other community coalitions. However, the commitment of local leaders is evident and they will determine the extent of local ownership and thus sustainability. Resource expansion is a problem with the reduction in funding through the Block Grant but local groups are working hard at finding other sources of funding to continue the work. Increased law enforcement has been a major factor in the success of SPF SIG and there is no reason to think that this will not continue in the communities where the local law enforcement has embraced the efforts. Statewide efforts are sustainable especially after the legislative changes made during the 2011 session.

APPENDIX A:
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APPENDIX B:
Theory of Change and Logic Models

APPENDIX C:
Common Sense Coalition Survey

For each item please circle, the number that best shows your agreement with the statement about that aspect of the coalition

Vision, –Planning, Implementation, Progress

1. The coalition has a clear vision and mission

2. There is consistent follow through on coalition activities

3. The coalition utilizes activities that are effective in helping the coalition reach its goals

4. The coalition has developed targeted action planning for community and systems change

5. The coalition effectively reconciles difference among members

6. The coalition engages in collaborative problem solving of jointly shared problems, resulting in innovative solutions

7. The coalition expands available resources by having partners bring resources to the table or identify others with resources

Leadership and Membership

8. The coalition develops and supports leadership

9. There are opportunities for coalition members to take leadership roles and members are willing to take them

10. Leadership responsibilities are shared in the coalition

11. The coalition has broad and appropriate membership for the issue it is addressing

12. The coalition membership is diverse

13. Members display commitment and take on tasks

Structure

14. The coalition follows its operating guidelines for meetings and agenda setting?

15. The coalition has active workgroups and committees

16. Guidelines for accepting new Strategic Partners are followed without bias.

17. The work of the meeting, as outlined in the agenda, gets accomplished

18. The coalition has a viable organization structure that functions competently

Communication

19. Communication among members of the coalition is effective

20. Communication between the coalition and the broader alcohol prevention community is effective

21. Coalition members are listened to and heard

Activities

22. Information gets exchanged at coalition meeting

23. The coalition collects and disseminates research relevant to alcohol abuse policy change

24. The coalition advocates for change

25. New and more perspectives are shared on issues

Outcomes

26. The coalition is serving as a catalyst for positive changes related to Montana's culture of acceptance around alcohol abuse

27. The coalition workplan will lead to outcomes that will reduce the negative impacts of alcohol abuse.

28. After each activity or project the leadership of the committee evaluates how it went in order to learn from experience

Systems Outcomes

29. As a result of the coalition's formation changes in relationships in the alcohol abuse prevention system have happened.

30. We have seen positive changes in the alcohol abuse prevention community as a result of the coalition: partners are more collaborative, and more cooperative

31. The problem of alcohol abuse is more visible as a result of the coalition

What is happening or happened that surprised you that you did not plan for when you joined the Common Sense Coalition?

As a result of the coalition work, what are the three most significant things you've learned?

APPENDIX D:
Common Sense Coalition Interview Questions

Ice breaker question:

1. What brings you to the CSC? What role do you play on the coalition?

Applied Data and Research

2. Do you think you have enough data and research to show that the policies for which you are advocating are effective? Will the fact that data is often from other states affect its reception?

3. Do you think that the fact that they are evidence based policy solutions will have any weight in the legislature? For the general public?

Intentional Organizing

4. Are there stakeholders that are not represented on the CSC? If not, who else should be at the table? How can they be bought into the fold?

5. Has the CSC reached out to professionals involved in substance abuse prevention and treatment? Has this been successful?

6. Do you think that Montana is ready for the policy changes for which the CSC is advocating?

7. How will the CSC mobilize communities to support the passage of legislation? Do you think that your efforts will result in increased participation of community residents in the policy decision making processes?

Policy

8. Have you been involved with SJR 39? Do you think work with the Law and Justice Interim Committee has been a successful effort by the CSC?

9. What legislation do you personally most want to see introduced and passed?

10. What role do you see yourself playing in getting policies introduced and passed? Do you plan to actively and publically participate in the policy arena?

11. What are the biggest barriers to getting legislation passed? Who are your identified opponents to getting legislation passed?

12. Realistically, what policy change do you think the CSC will achieve?

Media Advocacy

13. Is the CSC effective in doing media advocacy? What if IPS was not there?

14. What do you make of the increased willingness of media outlets to cover alcohol abuse problems?

15. Do you think that Montana is at a tipping point in its cultural acceptance of alcohol abuse? What role do you think media is playing to help increase statewide awareness regarding alcohol policies?

Law Enforcement

16. What are the CSC efforts to identified law enforcement partners around the state?

17. What is the biggest barrier to getting buy in from the law enforcement community?

Sustainability

18. Do you think the efforts of the CSC are sustainable? Why – why not?

19. If all fails in the legislature, what else might the CSC do – or what could be done through other avenues?

APPENDIX E:
Program Officer Survey 2010

Thank you for taking the time to fill in this survey. Sections 1 and 2 are similar to the surveys in 2008 and 2009. Section 3 has been added with questions on the overall MTCCP.

Section on Strategy Team

1. What is the make up of your strategy team? Do you have representation from any of the following groups?

Business	Yes	No
Media	Yes	No
Grassroots	Yes	No
Neighborhood Associations	Yes	No
Health Care Providers	Yes	No
Faith Community	Yes	No
Human/Social Services	Yes	No
Law enforcement	Yes	No
Government	Yes	No
Youth/volunteer	Yes	No
Education	Yes	No
Recreation/Parks	Yes	No

   a. How many people on it are from in town?_____
   b. How many people are from out-of-town?_____

   c. How many males?_____
   d. How many females?_____

   e. How many strategy team members are white?_____
   f. How many strategy team members are American Indian?_____
   g. How many strategy team members are another race? (your best guess is OK)?_____

   h. How many youth (under 18) (your best guess is OK)?_____
   i. How many adults (between 19 – 60) (your best guess is OK)?_____
   j. How many seniors (over 60) (your best guess is OK)?_____

2. Does your team have formalized ways of operating?
   a. Formal agenda yes no
   b. Meeting chair yes no

c. Minutes yes no
d. Conflict resolution process yes no

3. Are there people on the strategy team who never show up?
    a. Yes No
    b. If yes; what efforts are made to find out why?

4. In your opinion, what (if any) are the two major points of conflict or disagreement on the team?
    a.
    b.

5. In your opinion, what are the top three barriers that prevent the team from being more effective?
    a.

    b.

    c.

Section on Sustainability

6. Do you think your community has the potential for sustaining the MTCCP efforts?
    a. Yes/No
    b. If no, why not?

7. What are the top 2 barriers to sustaining some type of future strategy team beyond the current funding?
    a.
    b.

Section on MTCCP

8. How would you rate the MTCCP Project's success in <u>your</u> community?

Not at all successful Very successful

1 2 3 4 5 6 7 8 9 10

9. How would you rate the MTCCP Project's <u>overall</u> statewide success?

Not at all successful									Very successful
1	2	3	4	5	6	7	8	9	10

10. How would you rate the community acceptance to using environmental strategies to change the negative effects of alcohol abuse?

Not at all successful									Very successful
1	2	3	4	5	6	7	8	9	10

11. What aspects of the MTCCP contributed to your success (check all that apply)
    9. Building a strategy team
    10. Focusing on policy change
    11. Using data to drive decisions
    12. Technical assistance
    13. Producing the workbooks
    14. Media advocacy
    15. Working with the law enforcement community
    16. Workshops/Institutes
    17. Other: _____

12. What two aspects were least helpful to you from the list above or other aspects not listed (if any)?
    a.

    b.

13. What sector in your community <u>adopted or liked</u> the environmental strategies approach to changing the negative effects of alcohol abuse? Check all that apply:
    Business:
        Taverns/bars
        Convenience stores
        Other alcohol outlets
    Business (that do not serve alcohol)
    Media
    Prevention Community
    Law enforcement
    Judicial
    Youth
    Parents
    Education

14. In your community who resisted the environmental strategies approach to changing the negative effects of alcohol abuse? Check all that apply:

Business:

Taverns/bars

Convenience stores

Other alcohol outlets

Business (that do not serve alcohol)

Media

Prevention Community

Law enforcement

Judicial

Youth

Parents

Education

APPENDIX F:
Inclusiveness and Cultural Awareness Survey

Date:
Community you serve (county or municipality):

Coding for Current Status
1 = Yes/Currently Implementing; 2 = Planning to Implement; 3 = Not Implementing (circle which one applies)

The easiest way to think about your answer is to say to yourself for each statement:
"Am I currently implementing/planning to implement/not implementing …(fill in with each statement)?"
- **Please add a comment if you would like to explain or expand on your answer.**
- **We understand you are at the beginning of this project and it is too soon to be implementing some of these statements.**

MTCCP Steps and Activities Supporting Inclusivity and Cultural Awareness	Current Status			Comments
1. Needs Assessment				
▪ Identifying and including people on the strategy team who reflect the community and the problems associated with binge drinking and drinking while driving.	1	2	3	
▪ Providing cultural awareness training to strategy team.	1	2	3	
▪ Identifying local cultural norms and issues specific to binge drinking and drinking while driving.	1	2	3	
▪ Gathering information about socio-economic and environmental risk factors that reflects disparity rates among groups represented in data on binge drinking and drinking while driving.	1	2	3	
▪ Collecting data that reflects the composition of the community/county/municipality to include race, ethnicity, age, gender, and poverty level.	1	2	3	
▪ Analyzing local alcohol promotion (media, ads, billboards etc) with attention to cultural biases.	1	2	3	

2. Mobilize and Build Capacity: ▪ Producing agreed on policies/procedures/practices to guide strategy team efforts to include all relevant groups within the community. ▪ Seeking feedback from strategy team on how it can continually address issues related to inclusiveness. ▪ Ensuring all outreach materials are reviewed for cultural sensitive. ▪ Planning to recruit and train media spokespeople from diverse groups. ▪ Ensuring identification and outreach to diverse community groups. ▪ Engaging in active recruitment of community stakeholders from diverse groups. ▪ Establishing networks and partnerships with diverse community groups to share information and raise awareness.	1 1 1 1 1 1 1	2 2 2 2 2 2 2	3 3 3 3 3 3 3	
3. Strategic Planning ▪ Ensuring all groups affected by the problems of binge drinking and drinking while driving are involved in the development of a comprehensive plan. ▪ Reviewing all identified initiatives as to their impact on different community groups. ▪ Developing printed materials or other media resources for implementation efforts that reflects the diversity of the community. ▪ Formalizing how cultural awareness policy/procedures/practices will be enacted by strategy team.	1 1 1 1	2 2 2 2	3 3 3 3	
4. Implement Evidence Based Initiatives ▪ Ensuring diverse groups are including in implementation efforts ▪ Ensuring all forms of communication and promotional materials are culturally appropriate ▪ Including initiatives approaches that are relevant and appropriate to diverse community groups.	1 1 1	2 2 2	3 3 3	

5. Monitor and Evaluate ▪ Reviewing policies/procedures/practices related to the importance of cultural awareness and update if needed. ▪ Including efforts to increase diversity if needed.	1 1	2 2	3 3	

APPENDIX G:
MTCCP Project Coordinator Interview Questions

1. Ice breaker question: How has your work changed over the past year?

2. Do you think that using environmental strategies to change alcohol abuse has been embraced by the communities in your area? If so, why/why not?

3. How have the strategy teams in your areas changed over the past year?

4. Do you think key players are missing at the table? If so, what segment and why have they not chosen to participate?

5. What are the most challenging cultural differences in your project?

6. In your opinion what are the 2 biggest successes in your area over the past year?

7. In your opinion what remain as the 2 biggest challenges to the success of the MTCCP in your area?

8. What are the major tensions that still exist over strategies used to by MTCCP?

9. This question is about the community-based "champions" (someone who is not paid by the MTCCP and is someone who holds a position of authority in the community and is a highly respected community leader)? Who are they? Are they the same as last year – have they stuck with the project?

10. Do you think that the MTCCP is sustainable? What would it look like (post-funding) in your project area? What are the biggest challenges to the sustainability of MTCCP?

11. Do you think that other MTCCP stakeholders (such as law enforcement, local governing bodies etc) see it as their responsibility to sustain MTCCP efforts beyond this round of funding? If so which stakeholders and why?

12. What is the hardest part of your job?

13. What is the most rewarding part of your job?

APPENDIX H:
MTCCP Strategy Team Leader Interview Questions

Ice Breaker

1. Ice breaker question what is your role on the strategy team in your community. Why did you get involved?

Environmental Strategies

2. Do you think that using environmental strategies to change alcohol abuse has been embraced by the communities in your area? If so, why/why not?

3. (follow up if not addressed in #2) Which segments of the community have been most resistant/most supportive?

4. (follow up if not addressed in #3) What about places that sell alcohol – retail or events that serve alcohol?

5. Do you think that the MTCCP has changed the community norms around the culture of acceptance of alcohol abuse?

MTCCP Sustainability

6. In your opinion what are the 2 biggest challenges to the long term sustainability of the MTCCP in your area?

7. How do you see efforts to sustain MTCCP being funded?

8. What will the Strategy Team in your community be doing in the next year? Be specific: what policy, what law enforcement etc?

Local Strategy Team

9. Do you think key stakeholders are missing at the table? If so, what segment and why have they not chosen to participate?

10. Are there cultural differences which play a part in helping or hindering collaborative efforts in your community? (Culture can be age, gender, ethnicity, etc.) If there are cultural differences how are they being handled?

11. In your opinion what are the 2 biggest successes in your area over the past year?

Overall

12. What was been the hardest part of your work with MTCCP?

13. What has been the most rewarding part of your work with MTCCP?

APPENDIX I:
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