

**Department of Human Services**

**Division of Alcohol and Drug Abuse**

**Prevention Activities Position Paper**

**Submitted by**

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## Executive Summary

The Department of Human Services Division of Alcohol and Drug Abuse is delineating its position with respect to the prevention of alcohol, other drug use and violence in South Dakota with the following paper.

The Division proposes to concentrate its efforts on five specific outcomes:

1. To contain the percentage of our youth who have recently used alcohol at zero-growth per year through the year 2004.
2. To reduce the percentage of our youth who have recently used marijuana by 1% through the year 2004.
3. To show no increase in the percentage of our youth who have recently used methamphetamines through the year 2004.
4. To reduce the percentage of our youth who have recently used inhalants by 1% through the year 2004.
5. To reduce the percentage of our youth who were in a physical fight during the year by 1% per year through the year 2004.

**To accomplish these outcomes, the Division proposes to prioritize funding in four areas:**

1. Community Mobilization Projects expansion with parallel expansion of Community Prevention Networkers (CPNs).
2. Primary and Intensive Diversion Prevention Programming through maintenance and enhancement of these programs within the juvenile detention facilities and in each of the seven judicial circuits.
3. Maintenance of 3 Prevention Resource Centers (PRC's) to provide substance abuse training opportunities, develop prevention activities, and disseminate information statewide through their respective resource libraries.
4. Replicate the school based programming which began last year in Eastern South Dakota and in the Western region.

The position paper also includes a further description of each of these priority areas, a description of the prevention services within the State, a list of the Drug and Alcohol Abuse Advisory Council members, and a bibliography. It is hoped that this document will be used to assist governmental authorities and community members in their understanding of the Division's prevention activities, and to increase support for such activities in South Dakota.

## **Introduction**

Nationally we are on the brink of losing multiple generations of young people to drug and alcohol abuse. Typically it is our youth at the leading edge of social change and this is particularly true of drug and alcohol use. The staggering upsurge in illicit drug use of the past 20 years has proven to be a youth phenomenon. Therefore, prevention will be key in securing our future. While generations are constantly changing, we know that people who do not begin or abuse alcohol or other drugs before age 25 are very unlikely to ever develop problems due to use. It is this generational replacement factor that needs to drive prevention. We must consistently reeducate the upcoming generations.

In a report by the National Center on Addiction and Substance Abuse, February 2002, Joseph A. Califano noted that, "Children under the age of 21 drink 25% of the alcohol consumed in the U.S" and that alcohol is the top drug of abuse by America's teens. It is estimated in the report that the costs to society of alcohol use and abuse is conservatively estimated at \$184.6 billion annually.

The Department of Human Services, Division of Alcohol and Drug Abuse receives funding from the federal government for the prevention of alcohol, tobacco, and other drug use in South Dakota. These funds are available through the Substance Abuse Prevention and Treatment (SAPT) Block Grant and the Governor's Discretionary portion of the Safe and Drug Free Schools and Communities Act (SDFSCA) funds.

Of the 4.39 million dollars flowing to South Dakota in the SAPT Block Grant, at least \$877,620 or 20% is to be spent on primary prevention activities. The activities that are authorized under this grant include six major areas: education, information dissemination, alternatives, environmental change, community mobilization and problem identification/referral. There is an additional \$288,427 utilized in the provision of the PRLme program including groups aged 12-18 and specialized programming for those 19-20 years of age.

Another \$681,000 flows from the U.S. Government to South Dakota from the previously mentioned SDFSCA funds. The activities that are authorized under this grant are as follows: information dissemination, training, community based programming, coordination between state agencies, protection of students to and from school, before and after school programs promoting drug free lifestyles, courses on intolerance and hatred, activities to prevent intolerance, activities to prevent gang involvement, community surveys, service learning projects and evaluation.

## **Current Scenario**

Currently the SAPT, SDFSCA, funds from Commerce and Regulation, and State general funds for prevention are dispersed to a wide variety of community based organizations for many different activities. These activities range from diversion programming in each of the seven judicial circuit districts to Community Mobilization Projects in thirteen communities across the State. These activities focus, for the most part, on South Dakota's youth. Prevention of the use and abuse of substances is most critical for our young people. Research has shown that if people do not become habitual users in their youth, the chances of becoming chronic users as adults are extremely low. Research has also shown that the most successful approaches toward prevention are those which are comprehensive and community based rather than single

instance “one shot deals”. The Division has funded both types of activities in the past, but it proposes to pursue a more focused strategy to guide programming into the 21st century through the activities and priorities discussed in this paper.

## Outcomes Desired

The SAPT Block Grant currently requires a 20% minimum primary prevention expenditure set-aside. The Division is moving towards funding eligibility based upon the evaluation of outcomes of established goals, objectives, and activities. This increased accountability in turn determines the focus of needed prevention activities throughout the State.

Following are the five most critical outcomes to be achieved:

1. To contain the percentage of our youth who have recently used alcohol at zero-growth per year through the year 2004.
2. To reduce the percentage of our youth who have recently used marijuana by 1% through the year 2004.
3. To show no increase in the percentage of our youth who have recently used methamphetamines through the year 2004.
4. To reduce the percentage of our youth who have recently used inhalants by 1% through the year 2004.
5. To reduce the percentage of our youth who were in a physical fight during the year by 1% per year through the year 2004.

These outcomes are considered of highest priority because of several studies done nationwide, including South Dakota. According to the national survey of high school drug use, known as the Monitoring the Future study:

*Despite the fact that it is illegal for virtually all secondary school students to purchase alcoholic beverages, experience with alcohol is almost universal among them...Now that illicit drug use is rising again in the 1990s, there is evidence that alcohol use (particularly binge drinking) may, if anything, be increasing.*

In the Summary of Findings from the 1999 National Household Survey on Drug Abuse, among 12-17 year olds 10.9% were binge drinkers nation-wide. In the 1999 NHS the estimate for South Dakota for individuals 12-17 years old was 16.5%. In the 2001 South Dakota Youth Risk Behavior Survey Report (YRBS) 36% of students in grades 9-12 were binge drinking. Males and females reported a 39% and 33% respectively, rate of binge drinking. In the past 30 days, 22% of students drove a car when they had been drinking alcohol, with 24% and 19% respectively, for males and females. These statistics underscore the magnitude of the problem we have with underage drinking and explain the Division’s prioritization of this issue.

The 2001 YRBS also indicated that 36% of students had used marijuana one or more times in the last 30 days. The Summary of Findings from the 2001 National Household Survey on Drug Abuse found that 24% of 12-17 year olds had used marijuana.

The South Dakota 2001 YRBS revealed 15% of students had used some form of inhalants while the Summary of Findings from the 2001 National Household Survey on Drug Abuse, found that among 12-17 year olds, 2.9 % reported using inhalants.

Methamphetamines is a growing problem in the Nation. The Annual Report of the Office of National Drug Control Policy reported that in 2001, 4.3% of the U.S. population (9.6 million people) reported trying the drug at least once in their lifetime. The highest rate of use was reported among those age 18-25. Nationally, among high school seniors, 6.9% reported trying methamphetamine in their lifetime. In South Dakota, according to the 2001 YRBS, 11% of seniors reported usage. South Dakota is one of five states identified as a High Intensity Drug Trafficking Area (HIDTA). The Midwest HIDTA was specifically created to address and fight the spread of meth in the Midwest.

According to the 2001 National Kids Count survey, South Dakota ranks 36 nationally on the rate of teen deaths by accident, homicide, and suicide, with a rate of 69 deaths per 100,000 teens ages 15-19. Based on the 2001 South Dakota YRBS, 19% of students have seriously considered attempting suicide during the past 12 months and 13% actually attempted, 31% of the respondents admit to being in a physical fight within the past 12 months. The Division will focus on reducing violence among teens through reducing alcohol and other drug use. It is estimated that over 50% of violent crime occurs while youth are under the influence of alcohol and/or other drugs.

Because the Division intends to eventually direct all funding to specific outcomes, the Governor's Discretionary portion of the SDFSCA money will also follow the parameters described for the outcome based programming. The previously cited statistics support the Division's belief that the five priority outcomes outlined in this paper are those which should be pursued actively and comprehensively. It is projected that a concentrated strategy for all sources of funding will allow immediate positive outcomes to be achieved.

### **Priority Activities**

The Division of Alcohol and Drug Abuse has reviewed its activities and determined that the following approaches will be given high priority for funding in order to achieve the necessary outcomes:

1. Community Mobilization Projects expansion with parallel expansion of the Community Prevention Networkers (CPNs).
2. Primary and Intensive Diversion Prevention Programming through maintenance and enhancement of these programs within the juvenile detention facilities and in each of the seven judicial circuits in the State.
3. Prevention Resource Centers through maintenance in order to provide substance abuse training opportunities, develop prevention activities, and disseminate information statewide through their respective resource libraries.
4. Development of school based prevention programming.

A description of each approach and the benefits of their utilization follows:

#### **Community Mobilization**

The community mobilization initiative is designed to blend the resources of federal, state and local government together with those of community leadership, volunteers, private and other

public service providers, families, schools and all citizens to focus on reducing the incidence of violence, alcohol and other drug abuse in South Dakota.

With the Division of Alcohol and Drug Abuse as the lead statutory agency in prevention and treatment services, we propose that through this initiative we will accomplish the following:

1. Establish a network of Community Mobilization Projects throughout South Dakota.
2. Help each council identify specific short and long term goals.
3. Show measurable progress toward accomplishing the goals thus established.
4. Demonstrate a measurable decrease in the indicators of alcohol and other drug abuse in the various CPN communities.
5. Establish a community project and resource library in the Northwest corner which is currently void of prevention services.

### **Juvenile Justice Prevention Programs**

The Intensive Prevention Programs (IPP) and Primary Prevention Programs (PPP) in South Dakota are another priority. These programs are designed for youth entering the juvenile justice system due to an alcohol or drug related offense. An initial screening is used to determine whether the juvenile has a substance abuse problem. From this information the individual is referred to the appropriate level of programming. The pilot project was initiated in the 6th circuit in 1995 and proved highly effective. Since then programming has been expanded to include all 7 judicial circuits. In the period from June 1, 2002 through October 31, 2002, there were 337 referrals to the PPP and 73 to the IPP. In the 19-20 year old Diversion program, there were 276 participants. The Juvenile Detention Centers also receive Diversion prevention programming. In the period from June 1, 2002 through October 31, 2002, there were 89 referrals to the JDC IPP.

The Division proposes to:

1. Provide funds so youth can be diverted into the appropriate level of programming and maintain 80% successful completion rate.
2. Provide referral to IPP due to failure of PPP, and maintain a minimum 50% successful completion rate.
3. Provide Diversion option for all 7 circuits for those juveniles arrested for an alcohol or drug related offense.
4. Provide Diversion programming for the State's 19-20 year old population, also being able to provide outpatient treatment.

### **Prevention Resource Centers**

The 3 Prevention Resource Centers (PRCs), located via host agencies in Watertown (Human Service Agency), Rapid City (Youth and Family Services), and Sioux Falls (Volunteers of America -Turning Point), are jointly funded by the Division and the Department of Education and Cultural Affairs to disseminate information through their respective resource libraries; assist schools in developing ATOD policies, programming, and curricula; train teachers and prevention advocates in various programming; and assist community and parent groups in developing

prevention activities. There are also plans under way for the Division to assist with provision of a resource library in the Northwest region.

### **School Based Prevention Programming**

In 1999, the Division along with the Mayor of Sioux Falls, SD and the Sioux Falls School District partnered to provide prevention services in the schools. Prairie View Prevention Services, the contractor now oversees staff and prevention programming in each high school and middle school in Sioux Falls. The trained Chemical Dependency Counselor is on site providing screenings, prevention programming and expertise to other school staff in dealing with alcohol and other drug issues. The success of this program has led to the projected expansion by the end of 2002 to the Western part of the state.

### **Changes**

With such a systemic change in the contracting process, prevention programming in South Dakota will also be forced to change. The following points are proposed in order to allow the Division to focus exclusively on the four outcomes prioritized earlier.

1. The Division will no longer fund single, stand alone prevention projects. Applicants will qualify for funds only if the activity is one of the four priority areas delineated in this paper.
2. The Division will concentrate on networking and connectivity in both computer and provider arenas, increasing utilization of Internet, federal RADAR (Regional Alcohol and Drug Awareness Resource) Network, and DDN.

### **Other Plans**

If all requested funds are approved in the upcoming fiscal year, there may be additional discretionary programs that the Division would like to support. First, additional Community Prevention Networker's (CPN's) in the areas that currently do not have representation would be appropriate. The Community Mobilization effort in the State needs continuous growth and expansion so that all South Dakotans have a nearby resource to turn to when addressing the community problems of alcohol and other drug abuse. A second possibility is the partnership of already established CPNs with their Tribal counterparts on the nine reservations within South Dakota. This would enhance coverage of prevention services across the State in a manner that could become the basis for many more cooperative efforts between Tribal and State entities.

The augmentation of the states prevention system has highlighted the critical need for training of professionals in the prevention arena. To that end, we have sought a partnership with our Central Center of Prevention Technology (CAPT) in Wisconsin. The state has conducted one training of Certified Prevention Specialists in the Eastern part of the State and plans to provide the same in the Western area in February, 2003. The State is also working with Central CAPT to provide advanced and ongoing training to our CPN's and expand the number and professionalization of personnel trained in prevention.

The Division is also encouraging schools to link with the Community Mobilization Projects and school based prevention programming. To that end, the Division supported the development of

a school prevention network in the Sioux Falls District. Also, the Division is currently working to replicate that program in the Rapid City District by the beginning of 2003.

The Division will be working cooperatively with Prairie View Prevention on the Meth Awareness and Prevention Project. The MAPP-SD is a comprehensive project that provides methamphetamine awareness, education, and prevention resources statewide.

### **Conclusion**

This position paper is the blueprint for further action regarding alcohol, tobacco and other drug use prevention in South Dakota. The Division of Alcohol and Drug Abuse submits this paper for review and further input by the Drug and Alcohol Abuse Advisory Council, other state and community entities, and alcohol and drug prevention providers. It is hoped that this paper will provide these entities the overview necessary to understand current Division philosophy and future activities.



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