

Community/Organizational Change Project

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Introduction:

6,233 drug overdoses. Just in Wisconsin from 2014-2019. 3,084 multi-drug, 4,778 all opioids, 1,958 heroin, 1,198 from cocaine. Also in 2014-2019, in the northeastern region of Wisconsin, there were 627 opioid deaths and a rate of 8.4 opioid deaths per 100,000 people. In Brown County alone there was an opioid rate of 7.8 per 100,000 people according to the Wisconsin Government. This is thousands of deaths, thousands of addictions, thousands of lives that could have been saved. Green Bay's community needs to see a change in drug use, especially in our youths. Green Bay needs a better education program in schools on drugs and needs an education program implemented in high schools.

Defining Green Bay and the Five Community Functions.

Green Bay has a total population of 104,777 citizens according to the 2019 United States Census Bureau, making Green Bay a metropolitan. Metropolitan is a large city that serves as the surrounding area's business and economic center. For example, Dyckseville is a rural community outside of Green Bay where they need to come into Green Bay for most essential services such as big grocery shopping, hospitals, and doctor appointments. The five community functions and areas of need related to the youth are 1. production, distribution, and consumption, 2. Socialization, 3. Social control, 4. Social participation and 5. Mutual Support. Green Bay serves production, distribution, and consumption, which is meeting people's material needs by having grocery stores, restaurants, multiple different branches of banks, and one main mall. Green Bay also has five homeless shelters such as the New Community Shelter, House of Hope, Micah Center-Day Shelter, St. John the Evangelist Homeless Shelter, and Freedom House Green Bay. These shelters allow for homeless citizens to stay at and provide them with the necessities they need. People who are addicted to drugs tend to not be able to hold a steady job and have a hard

time finding a source of income, these homeless shelters help the community receive basic needs. The second function is socialization which is the transmission of values, cultures, beliefs, norms, and traditions. Socialization in Green Bay comes from family members, school employees, and peers. This allows for drug abuse to easily stem through family, peers, and school workers. The third function, social control, is setting limits on behaviors and ensuring compliance with norms and values. A setting limit on behaviors related to drug abuse is drugs are illegal in Green Bay and you will get punished if you get caught with drugs such as jail or prison. The fourth function is social participation which is an organization, groups, and facilities for social interaction. Green Bay has social participation related to youth drug abuse such as rehab centers and residential treatment programs that meet multiple times a week, which allows for the youth to discuss drug use. They also have multiple churches which allow for support groups and a place to discuss struggles with others. The last function is mutual support which is caring for the sick, unemployed, and distressed. Green Bay has mutual support by having nursing homes, treatment centers, rehab centers, hotlines to call such as the suicide hotline. Green Bay has the five needs for a community but could use more education programs and a safe place for the youth to ask questions about drug use and to become informed on drug abuse and the effects it has.

Agencies in Green Bay that Focus on Drug Abuse.

Green Bay does have some drug agencies in the community that focus on the youth population. The first drug rehab agency is Bellin Psychiatric Center. Type of care it offers is Drug and Alcohol Treatment Services, Detox, Halfway House, Alcohol Detox, Benzodiazepines Detoxification, Cocaine Detox, Buprenorphine detoxification, Methamphetamines Detox, Methadone, Mix of Mental Health and Substance Abuse, Opioids Detoxification. The service

setting is Inpatient Rehab, Residential Treatment Center (RTC) For Children, Inpatient Treatment Center (ITC) For Adults, Outpatient, Multi-Setting Mental Health Facility (e.g., Residential Plus Outpatient), Short Term, Long Term Drug Rehab, Inpatient Detox, Outpatient Detoxification, Regular Outpatient Treatment, Hospital Inpatient Treatment, Partial hospitalization/day treatment. The treatment approaches are Cognitive Behavior Therapy, Dual Diagnosis, Relapse prevention, 12-step facilitation approach. Fourteen other rehab centers offer the same services in Green Bay: Libertas Treatment Center, Jackie Nitschke Center Inc, AIDS Resource Center of Wisconsin AODA Treatment Program, Brown County Human Services Department, New Wellness Associates Inc, Family Services of NE Wisconsin Inc, Rawhide Inc Youth, and Family Counseling Services, Brown County Community Treatment Center, American Foundation of Counseling Services Inc, Green Bay Comp Treatment Center, Baten Counseling and Consultation Team, Catholic Charities of the Diocese of Green Bay Inc, Family Services of Northeast Wisconsin and Oneida Tribe of Wisconsin. These are treatment centers that offer treatment to those who are suffering from drug abuse. The downfall about these agencies is they don't prevent drug abuse and addiction in the youth, they help them once they have been exposed to drug abuse. In Brown County, they have a D.A.R.E. program that stands for Drug Abuse Resistance Education which is a program designed to partner local law enforcement and area school districts to teach elementary and middle school-age students about drug abuse. D.A.R.E. is the only education program on drug abuse for the youth in Green Bay. (see Appendix A for where the treatment centers are located on my asset map).

General Information of the D.A.R.E. program in Green Bay.

I decided to focus on the D.A.R.E. program in Green Bay. D.A.R.E.'s mission is to focus on the use of controlled substances, gangs, and violent behavior. The D.A.R.E. is part of the

Sheriff's Office. The Sheriff's Office has one full-time D.A.R.E. officer, Deputy Christine Bilgo, as of right now. Deputy Bilgo teaches the D.A.R.E. program to students at all of the outlying area schools in the county, as well as a majority of the Catholic schools, and approximately half of the Green Bay School District. The D.A.R.E. program was created in Los Angeles in 1983. In 2009, the D.A.R.E. program was repeatedly shown that the program did not work. They decided to create a new D.A.R.E. program that focuses more on the students making tough decisions in activities with their friends to help them when they are involved in high-risk situations. Brown County's specific D.A.R.E. curriculum has changed from teaching the children to say "no" to teaching them "to recognize every choice they make has a consequence." Green Bay's program does not go to the local high schools, only the elementary schools.

The Structural Components of D.A.R.E

The needs and goals to be met for the agency are to prevent substance abuse among young adults in the Green Bay community. The service D.A.R.E. provides is to develop in risk-assessment, decision-making, and conflict resolution, provide skills for recognizing and resisting social pressures to experiment with tobacco, alcohol, and other drugs, teaches the students positive alternatives to substance abuse and other destructive behaviors, and helps build interpersonal and communication skills. (D.A.R.E. program). The basis for the admission criteria and the process is for local schools to reach out to local law enforcement in the area for an officer who is qualified for the position. The level of administration is through the local law enforcement and area school districts such as superintendents, principals, sheriffs, and officers. The D.A.R.E. program in Brown County is fully funded through private donations and corporate supporters but their major contributions came from the D.A.R.E. parking lot during Packer games but as of recently it has been removed to create Titledown District, taking away their

biggest sponsor. D.A.R.E. is a nonprofit organization meaning the organization qualifies for tax-exempt status because its mission is to further a social cause and provide a public benefit. The mission statement of D.A.R.E. is to teach kids to learn self-control, emotional awareness, communication, social problem-solving, and how to say no to drugs and violence. The agency's goal is for when the elementary and middle school children get to high school and are put into dangerous situations and peer pressure, they can say no to drug abuse and violence. The organizational structure for the D.A.R.E. program is Chief of Police at the top, then administration, services division, operations division, administrative services bureau, and then detective bureau. The D.A.R.E. program is located in the administrative services bureau. (See Appendix B for the organizational chart).

Potential Gaps in Services and my Interview.

There are needs in Green Bay that are being unmet in the community. According to a former Drug Enforcement Agent (DEA) and current detective, Dan Yantes, there are needs in the Green Bay population that are unmet in the community relating to youth drug use. (See Appendix C for the full interview). Yantes says, “The main reason, not just in Green Bay, but all populations, is drug use is as prevalent as ever. I don’t think needs are being met, possibly there is a way to reach more people, get them to realize the danger of hard drug use and mainly the dangers for everybody, is the addiction. The addiction then leads to criminal behavior for the need of money, a great deal of crimes, the thefts, the burglaries, the robberies, a lot of those have to do with drug addicts needing money to purchase their next fix. A lot of people get into sex trafficking for that same reason, they are addicted and need a way to make money and can’t keep a regular job.” This highlights how important it is to educate the youth and to help prevent the addiction of drug use. The current services are not adequate. Yantes says, “I don’t think current

services are adequate. I think D.A.R.E. has its place and is a decent program but it can't be the only program in place. It should be part of a curriculum but I don't think it makes a huge dent in any type of drug use or helping kids keep off drugs." Another question I asked Yantes was, "how can services in the community be improved to better address the problem of drug use in youths?" He responded with, "The only way services in the community can be improved is through schools because that is the only way to reach out to everybody, or most people. There is no other way to make kids listen to any type of program other than through school." These show the gaps in programs needed for the Green Bay youth and drug education programs.

A Potential Area for Change within the Agency.

An area for change within the drug education programs in the community is to add a mandatory high school drug education class for freshmen. The services in the community have the potential to be adequate if they build off of them. A study was conducted that examined the D.A.R.E. program. They found that the D.A.R.E. group in no case had a more successful outcome than the comparison group. (Lynam, Milich, Zimmerman, Novak, Logan, Martin, Leukefeld, Clayton, 2009, p. 188). This study shows how much the D.A.R.E. program needs to be changed for the service to be adequate. It is great that the D.A.R.E. program is educating elementary and middle school students on how to handle situations and then their goal is by high school the students will have a less hard time saying no to difficult situations. This is not the correct strategy because drug use is still at an all-time high. High schools are an important venue for implementing substance abuse prevention programs. High school is when many students first start to experience these types of behaviors and could get to the point where they become addicted. If an effective intervention can be put into place during high school, it could help prevent and control drug abuse behaviors. "Such interventions must be theory-based. Some of

the theories such as social cognitive theory, theory of planned behavior, and the integrative model of behavior prediction offer promising approaches. Interventions must reify constructs from these theories and develop psychometric tools that measure these constructs... Such interventions, if based on theory, can be very effective and efficient. Longer interventions are difficult to coordinate and execute. Such interventions also do not seem to offer any distinct advantage.” (Sharma, M., & Branscum, P. (2013). P.61). Social cognitive theory is “used in psychology, education, communication, holds that portion of an individual’s knowledge of acquisition can be directed related to observing others within the context of social interactions, experiences, and outside media influences”(Sharma, M., & Branscum, P. (2013). P.65). This means students learn about drug abuse through their peers, personal experiences and outside sources, which would be more prominent when they are a young adult, showing that it is important to have programs in high schools about drug use. Another article did a study on whether school-based prevention programs (SBDP) reduced rates of self-reported illicit drug use. They used several meta-analyses to test the effectiveness of SBDP programs on illicit drug outcomes. The study found that “the effective education programs focused on interpersonal development such as self-esteem enhancement, improving coping and stress management skills, improving personal decision-making through self-reflection” (David W. Soole, Lorraine Mazerolle, and Sacha Rombouts, 2008, p.15). Sharma and Branscum also say, “our review of the evaluation literature suggests that these programs are unlikely to reduce self-reported illicit drug use. Knowledge-based programs (that include passive information dissemination) that augment these effective education programs similarly tend to not be effective in reducing illicit drug use.” (p.20). Knowledge-based programs were noninteractive programs. Knowledge-based programs are how D.A.R.E. was originally designed. The first program was designed to teach students to

just say ‘no’ but didn't teach them through effective education of the importance of saying no and the consequences of saying yes to drugs and unsafe situations. They have started working on a new curriculum in classrooms that involves teaching the children the consequences of their actions which will help the students express their concerns, but it is still not enough.

PREPARE Steps 1 & 2.

The target problem is substance abuse in the youth in Green Bay, Wisconsin. The need is a new or adjusted education program in schools teaching students the harm of drug abuse and expanding it into high schools.

PREPARE 3.

My assessment of the agencies in Green Bay were they need more interactive programs and need to expand into the high schools in Green Bay. Although it is important to discuss drug use in middle school, it is also important to educate students in high school where they are exposed to more substances. The community needs to add more programming by having a high school drug-related educational class.

IMAGINE.

What I propose to change is building off of D.A.R.E.'s program involved in elementary and middle school classrooms and expanding it into high schools. High schools would have a required drug informational class when they are freshmen that teaches them about drug abuse. Teachers would be able to build off the new D.A.R.E. curriculum so they wouldn't have to start from scratch. "For drug prevention, research finds that the more interactivity in an SBDP program (i.e., the more that communication among teachers, students, and peers is maximized), the more likely it is that a student will be prevented from a licit substance" (Soole, Mazerolle, & Rombouts (2008), p. 3). This gives an idea that a class will be taught by a teacher that the

students know and feel comfortable with will have more of an impact than a stranger that comes into a classroom a couple of times a week such as how the D.A.R.E. program was. Soole, Mazerolle & Rombouts also say, “From a logical perspective, one would expect the more ‘intense’ SBDP programs would generate more prosocial behavior change among school-aged children than the less intense programs. Evidence suggests that there is indeed value in developing drug prevention programs that involve multiple sessions, with more intensive programs associated with greater effectiveness” (p.3). This backs up how having a class for a whole semester would be more beneficial to the students.

IMAGINE: Goals, objectives, and action steps.

Creating a beneficial way for students to be informed and educated on drug abuse through the identification of a series of objectives would be creating a mandatory class for freshmen in high school to teach the effects of drug abuse. The action steps for this objective would be first creating a curriculum and then heading to the school board and showing them the benefits of drug prevention with effective education through social cognitive theory and how more intense programs are more effective than less intense programs. Figure one (see Appendix D) is the overdoses in each county in Wisconsin in 2013-2015. Figure two (see in Appendix E) shows the age category and sex of drug overdose deaths involving opioids. Showing how it starts in high school-age students and how many people suffer from drug abuse. Another action step would be finding teachers who would be willing to teach this subject to students and have a passion and possible experience within a drug abuse program.

IMAGINE: Evaluation.

I would evaluate my idea through formative evaluation. I would monitor the process of how the mandatory drug classes are going. Whether this is once a week at first and then

assessing over the years to see if the students in this group were more successful than a controlled group. I would have check-ins with the teachers and school administration, along with regular meetings to see how the class is going and how the students are reacting to it. I would use both quantitative and qualitative methods to evaluate. For the quantitative method, I would use numerical criteria by the number of young adults using drugs to learn whether a change has occurred following an intervention. I would use qualitative methods to understand experiences from the perspectives of the students who experienced the class. I would be able to use this information to determine patterns throughout the class. I would use target population scaling which monitors changes in clients' behaviors within a target group. My target group would be high school students.

Conclusion and Final Quote.

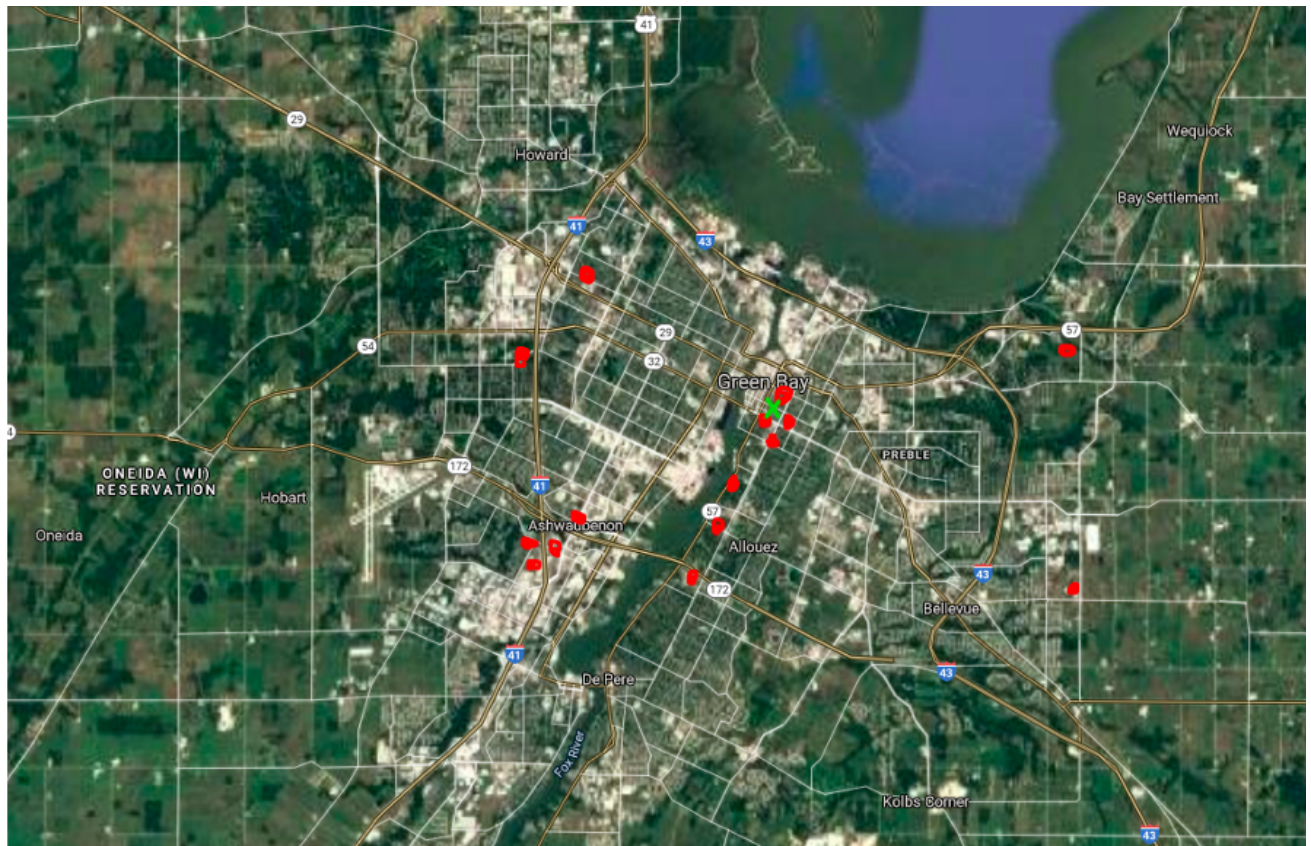
There should be a mandatory drug education program in local high schools. The studies have shown how to make an education program effective on drug education. I asked Detective Yantes his thoughts and his response was, "I think yes. It needs to happen there because it is the only place it can happen to reach the majority of kids. They need to be shown the real horrors of what happens to drug addicts and what can happen to drug addicts and that includes multiple overdoses where you don't, once your addicted to it the fact that you are overdosing and almost dying doesn't seem to have the impact that it does if you weren't an addict already. I've seen people where you come into the and they're dead with a needle still in their arm. That's a powerful thing, whether you have to show pictures of that or not, that's a powerful thing to realize that the guy didn't even have a chance to get the needle out of his arm before whatever he pumped into him, killed him. But, once you are addicted to all that stuff already, that overriding the need for that drug overrides your safety. There are times where you are like okay I might die

from this, but I need it because you're an addict. The programs that should be shown should and I don't know if you can show it to younger kids but most certainly should be shown to high school kids. Where if you need to show a dead body or two to get through to these kids how dangerous, especially meth and heroin with the addition of fentanyl that's being introduced to all these drugs. How easy it is to have it ruin your life, how addicting it is. I don't think most people have any idea how many overdoses there are, people that are saved by Narcan and people that don't make it in Green Bay in a given week. I think the numbers would shock most people." I know this was a hefty response but it shows the importance of drug education programs and how serious this problem in Green Bay is. We need to help save thousands of lives and this could be the first step.

References

- Lynam, D. R., Milich, R., Zimmerman, R., Novak, S. P., Logan, T. K., Martin, C., Leukefeld, C., & Clayton, R. (2009). *Project DARE: No effects at 10-year follow-up*. In G. A. Marlatt & K. Witkiewitz (Eds.), *Addictive behaviors: New readings on etiology, prevention, and treatment* (p. 187–196). American Psychological Association.
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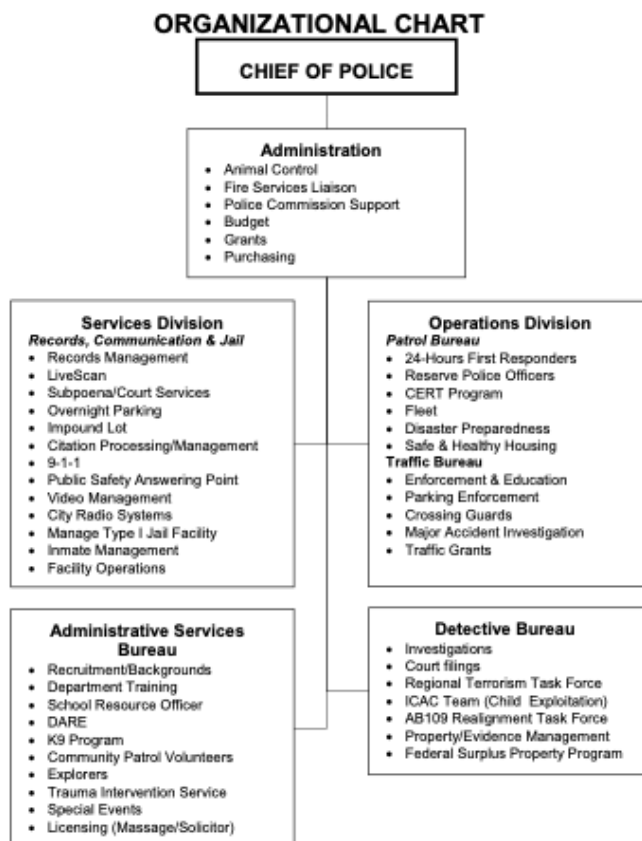
Appendix A



Red dots: Treatment Agencies in Green Bay

Green X: Green Bay City Hall

Appendix B



This is an organizational chart of the Law Enforcement and where the D.A.R.E. program is located on the organizational chart.

Appendix C

Interviewer: As a former DEA agent and current detective, in what ways did you observe youth drug use in Wisconsin?

Interviewee: "As a law enforcement the main concern about kids being involved or started in drugs.. For most kids that means marijuana. It is a gateway drug that keeps them going back to the drug world. Keep them experimenting where eventually they find their way to coke, meth or heroin that's where a greater danger lies."

Interviewer: What impact does a drug education program have on students?

Interviewee: "I think that varies. I think that any kind of education program can reach some people but that there are a lot of kids that it doesn't reach. Either because they think that is not accurate or a lot of these times those programs don't reach and make an impact on the kids that are the greatest at risk of the use of drugs because of socio or economic disadvantages."

Interviewer: Are there needs of the Green Bay population that are unmet in the community relating to youth drug use?

Interviewee: "Yes, there are. The main reason, not just in green bay, but all populations, is drug use is as prevalent as ever. I don't think needs are being met, possibly there is a way to reach more people, get them to realize the danger of hard drug use and mainly the dangers for everybody, is the addiction. The addiction then leads to criminal behavior for the need of money, a great deal of crimes, the thefts, the burglories, the robberies, a lot of those have to do with drug addicts needing money to purchase their next fix. A lot of people get into sex trafficking for that same reason they are addicted and need a way to make money and can't keep a regular job."

Interviewer: Are the current services adequate? For like the D.A.R.E. program?

Interviewee: "I don't think current services are adequate. I think D.A.R.E. has its place and is a decent program but it can't be the only program in place. It should be part of a curriculum but I don't think it makes a huge dent in any type of drug use or helping kids keep off drugs."

Interviewer: How can services in the community be improved to better address the problem of drug use in youths?

Interviewee: “The only way services in the community can be improved is through schools because that is the only way to reach out to everybody, or to most people. There is no other way to make kids listen to any type of program other than through school.”

Interviewer: Do you think there should be a mandatory drug education program in local high schools?

Interviewee: “I think yes. It needs to happen there because it is the only place it can happen to reach the majority of kids. They really need to be shown the real horrors of what happens to drug addicts and what can happen to drug addicts and that includes multiple overdoses where you don’t, once you’re addicted to it the fact that you are overdosing and almost dying doesn’t seem to have the impact that it does if you weren’t an addict already. I’ve seen people where you come into the and their dead with a needle still in their arm. That’s a powerful thing, whether you have to show pictures of that or not, that’s a powerful thing to realize that the guy didn’t even have a chance to get the needle out of his arm before whatever he pumped into him, killed him. But, once you are addicted to all that stuff already, that overriding need for that drug overrides your safety. There are times where you are like okay I might die from this, but I need it because you’re an addict. The programs that should be shown should and I don’t know if you can show it to younger kids but most certainly should be shown to high school kids. Where if you need to show a dead body or two to get through to these kids how dangerous, especially meth and heroin with the addition of fentanyl that’s being introduced to all these drugs. How easy it is to have it ruin your life, how addicting it is. I don’t think most people have any idea how many overdoses there are, people that are saved by narcan and people that don’t make it in Green Bay in a given week. I think the numbers would shock most people.”

Interviewee: Dan Yantes

Appendix D

Figure 1. Three-year crude rate of drug overdose deaths involving opioids by decedent county of residence, 2013-2015

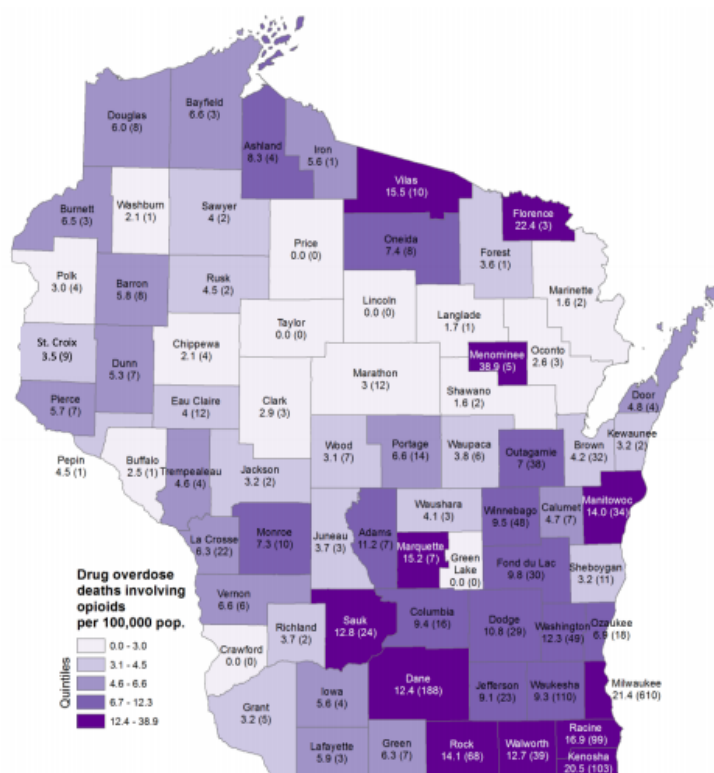


Figure 1. Shows the drug overdose deaths involving opioids by counties in Wisconsin. The arrow points to Brown County which is in Green Bay.

“Opioids: Data, Reports, Studies.” *Wisconsin Department of Health Services*, 2 Apr. 2021, www.dhs.wisconsin.gov/opioids/data-reports-studies.htm.

Appendix E

Figure 2. Crude rate of drug overdose deaths involving opioids by age category and sex, Wisconsin, 2015

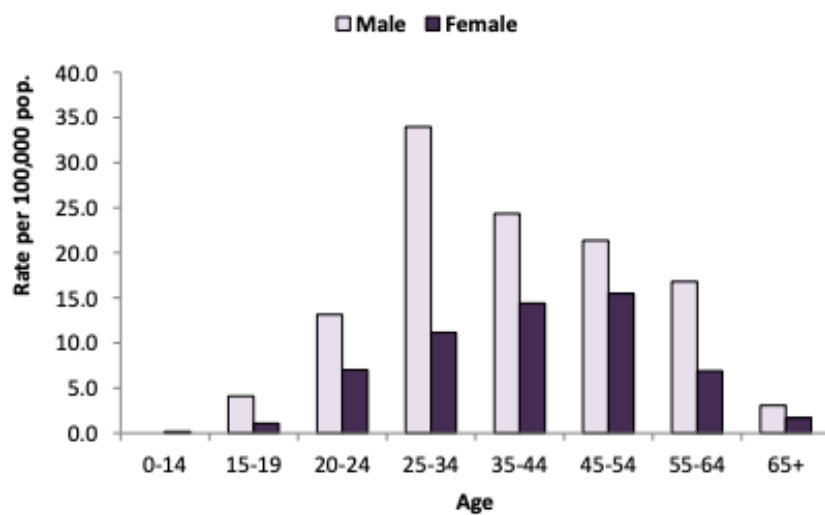


Figure two represents the gender and age groups of overdose deaths in Wisconsin in 2015.

“Opioids: Data, Reports, Studies.” *Wisconsin Department of Health Services*, 2 Apr. 2021, www.dhs.wisconsin.gov/opioids/data-reports-studies.htm.

D.A.R.E. Program Resources

<https://www.browncountywi.gov/services/dare-program/>