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**Evaluation of Michigan's Office of Juvenile Justice
Delinquency Prevention FY98 CUD
and FY99 EUDL Grants**

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**Prepared for the Michigan
Office of Highway Safety Planning**

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| 16. Abstract This report presents findings from a process evaluation of five Michigan programs administered by the Michigan Office of Highway Safety Planning and funded by the U.S. Department of Justice, Office of Juvenile Justice Delinquency Prevention Combating Underage Drinking program for FY 1998 and Enforcing Underage Drinking Laws program for FY 1999. The objectives of the programs were to: enhance law enforcement training in the area of underage drinking; support community outreach programs to reduce underage drinking; increase awareness of underage drinking issues among judges, prosecutors, and staff of Family Court; support alcohol-prevention programs of at-risk youth age 18-20 not in college; and pilot an underage court program. Among the activities carried out were the development of a training session for police in which they learned how to conduct sting/decoy operations, how to process liquor violations and how to work with retailers; training sessions for judges, magistrates, and court staff; programs for youth at workplaces, alternative schools, and recreation centers; and the dissemination of materials to help judges run court in school programs. Most of the activities were implemented as proposed, are functioning as designed, and appear to be contributing to the stated objectives. | | | |
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INTRODUCTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the United States Department of Justice is the federal agency responsible for programs to prevent juvenile delinquency and reduce recidivism among minors. In 1998, OJJDP established the "Combating Underage Drinking" (CUD) program which provided funds for programs to reduce alcoholic-beverage availability for minors. In 1999, the CUD program was renamed "Enforcing Underage Drinking Laws" (EUDL). Applications for both grants were submitted by the Michigan Office of Highway Safety Planning (OHSP) proposing programs and activities to meet the following five objectives:

1. Enhance training of law enforcement personnel in the area of underage drinking.
2. Support community outreach efforts to reduce underage drinking.
3. Increase awareness of youth alcohol issues among judges, prosecutors, and court staff.
4. Support programs for at-risk youth age 18 to 20 not in college.
5. Pilot an underage court program intended to help youth make responsible decisions.

The State of Michigan received a two-year \$360,000 grant from OJJDP's CUD program in June 1998 and a second two-year \$360,000 grant from OJJDP's EUDL program in June 1999. In this report, the two grants are referred to as Michigan FY 98 CUD and Michigan FY 99 EUDL, respectively. Both grants were administered by OHSP. The objective of this evaluation was to identify the activities that were proposed, determine what was actually done, and if possible, identify the extent to which these activities contributed to the stated objectives.

This evaluation focuses on administrative aspects of the programs and further attempts to assess whether and to what extent program activities were implemented and whether programs are functioning as designed. The evaluation is based on available project documentation. Source materials are listed in Appendix A.

The activities proposed and funds allocated for each of these program areas for both the Michigan FY 98 CUD and FY 99 EUDL grants are listed in the next section of this report. In the third section of this report, each program area is described, any changes to the allocated funding are noted, and the completed activities are detailed. An assessment of how well the completed activities matched those proposed and if they appeared to be

contributing to the stated objectives is in the fourth section of the report.

PROPOSED ACTIVITIES

FY 98 CUD Grant

The Michigan FY 98 grant was \$360,000. The original time frame for this project was from June 1, 1998 through May 31, 2000, but the end date was later extended to August 30, 2000. (See Appendix B for the narrative of the Michigan FY 98 CUD grant application). The activities and allocation of funds proposed by OHSP for each program area are summarized in Table 1.

| Table 1. Program Areas, Activities, and Fund Allocation as Proposed in the Michigan FY 98 CUD Grant | | |
|--|---|------------------|
| Program Area | Proposed Activities | Proposed Funding |
| 1. Enhancing law enforcement training in the area of underage drinking | <ul style="list-style-type: none"> o Develop guidelines and train law enforcement agencies on how to conduct sting/decoy operations, how to process liquor violations, what enforcement actions are available, how to follow the guidelines established by the Michigan Liquor Control Commission, and how to work with liquor retailers. o Develop and implement a voluntary server certification program focused on reducing underage drinking. o Assist counties that want to implement a keg tracking program. | \$ 120,000 |
| 2. Supporting community outreach programs to reduce underage drinking | <p>Help the Michigan Coalition to Reduce Underage Drinking (MCRUD) reach communities and youth by enhancing MCRUD visibility. Specifically:</p> <ul style="list-style-type: none"> o Provide travel funds for MCRUD representative to attend community meetings, conferences gatherings. o Develop and produce educational materials. o Develop a dynamic Internet website. | \$ 50,000 |

| Table 1. Program Areas, Activities, and Fund Allocation as Proposed in the Michigan FY 98 CUD Grant | | |
|--|---|------------|
| 3. Increasing awareness of underage drinking issues among judges, prosecutors, and staff of Family Court | <ul style="list-style-type: none"> o Develop and deliver educational seminars and training workshops on underage drinking issues for Family Court judges, court staff, probation officers, and referees. o Develop Juvenile Traffic Benchbook and Juvenile Traffic Manuals for Family Court judges. | \$ 100,000 |
| 4. Supporting programs for at-risk youth age 18 to 20 not in college ¹ | Identify and support alcohol prevention programs for at-risk youth at the work place through a small-grant program. | \$ 60,000 |

The four program areas were allocated \$330,000. The remaining \$30,000 was allocated to evaluation.

FY 99 EUDL Grant

The Michigan FY 99 EUDL grant was \$360,000. The original time frame was from June 1, 1999 through May 31, 2001, but the end date was later extended to November 30, 2001. (See Appendix C for the narrative of the FY 99 EUDL grant application). Activities and funding proposed for each program area are listed in Table 2. Because two of the programs and some activities in FY 99 EUDL are also in the FY 98 CUD, the numbering of programs is consistent across Table 1 and Table 2.

| Table 2. Program Areas, Activities, and Fund Allocation as Proposed in the Michigan FY 99 EUDL Grant | | |
|--|---|------------------|
| Program Area | Proposed Activities | Proposed Funding |
| 1. Enhancing law enforcement training in the area of underage drinking | <ul style="list-style-type: none"> o Continue supporting development, promotion, and training of law enforcement personnel in the area of underage drinking by covering costs of training, coordination of field activities, and production of training and promotional materials. | \$ 150,000 |

¹ Originally this program was aimed only at at-risk youth in workplaces. It was modified in February 2000 to include youth in alternative schools and other non-traditional-school settings.

| Table 2. Program Areas, Activities, and Fund Allocation as Proposed in the Michigan FY 99 EUDL Grant | | |
|--|--|-----------|
| 3. Increasing awareness of underage drinking issues among judges, prosecutors, and staff of Family Court | <ul style="list-style-type: none"> o Continue to develop and deliver educational seminars and training workshops on underage drinking issues for Family Court judges, court staff, probation officers and referees. o Continue to develop the Juvenile Traffic Benchbook and Juvenile Traffic Manuals for Family Court judges. | \$ 98,500 |
| 5. Piloting an underage court program | <ul style="list-style-type: none"> o Help to bring <i>Courts in School</i> and <i>Courageous Decisions</i> programs to schools by reproducing and distributing "How to" manual and video. o Evaluate program. | \$ 23,500 |

In addition, \$18,000 was set aside for program planning and administration for both the FY98 CUD and the FY99 EUDL grants. OHSP allocated \$70,000 from the FY 99 EUDL grant for the evaluation of both grants. This released the \$30,000 originally allocated for evaluation in the FY 98 CUD grant. This amount was not allocated to any specific program but was kept available for future allocation.

COMPLETED ACTIVITIES

The activities that were funded by the Michigan FY98 CUD and FY 99 EUDL grants are described in the following section. After the grants were awarded, there was some reallocation of funds as some proposed activities were dropped or modified, and others were added to existing programs. These changes are included in the descriptions. The activities are organized by program area and not by grant because of the overlap in program areas and time periods of the Michigan FY 98 CUD and FY 99 EUDL grants. Each program area is first described; any changes to the proposed funding and proposed activities are noted; and then the activities are described.

Program Area 1: Enhancing Law Enforcement Training in the Area of Underage Drinking

The focus of this program area was developing guidelines and training law enforcement agencies on how to conduct sting/decoy operations, how to process alcohol violations, and how to work with alcohol retailers. The SPOTLIGHT program, based on similar "Cops in Shops" programs in other states, was introduced in Michigan in 1998. It was a cooperative effort between law enforcement and retailers to deter minors from

purchasing alcohol, stop adults from purchasing alcohol for minors and promote awareness of the laws associated with alcohol among those who work for businesses selling or serving alcohol and also in the community. A key part of the SPOTLIGHT program is promoting cooperation between law enforcement and alcohol retailers by making them partners in reducing underage drinking rather than adversaries in police and shop-keeper confrontations.

The SPOTLIGHT program uses police undercover operations inside and outside alcohol retail establishments (i.e., bars, take out stores, restaurants). Undercover police officers pose as store employees and stop minors from buying alcohol and/or using false identification. Undercover officers are also placed outside of the establishments to stop adults from purchasing alcohol for minors. Businesses participating in the SPOTLIGHT program display warning signs and posters to deter minors from buying alcohol and adults from buying it for them even when police officers are not present.

The Law Enforcement Guide for Alcohol Licensee (LEGAL) is the companion program to SPOTLIGHT. The LEGAL program was started in October 1999 as a training program for police and alcohol retailers. This training focused on alcohol laws and policies of the Michigan Liquor Control Commission. In FY 1999 this training became a requirement for conducting SPOTLIGHT operations. After completing LEGAL training, police officers were expected to share this information with alcohol retailers in their community.

OHSP selected Lansing Community College (LCC) to develop and run the LEGAL training program. LCC's tasks included developing and conducting the LEGAL workshops for police officers, developing and reproducing the LEGAL workshop materials, scheduling and managing the training sessions for alcohol retailers and their employees, and paying the police trainers. LCC was also selected to reprint SPOTLIGHT posters and other advertising materials.

The position of OHSP Youth Alcohol Officer was created and funded from the FY 99 EUDL grant. The OHSP Youth Alcohol Officer's activities included helping law enforcement agencies with strategic planning and technical aspects associated with SPOTLIGHT operations as well as the overall coordination of SPOTLIGHT programs.

An additional \$30,000 from the FY 98 CUD grant was moved into this program area to fund in part the OHSP Youth Alcohol Officer. This money was originally assigned to evaluation but became available when all evaluation activities for the FY 98 CUD grant were folded in with evaluation of the FY 99 EUDL grant. In addition, \$17,000 of FY 98 CUD funds not spent in another program² were reallocated to this program. This amount went to Central Michigan University for the production of a video titled, *Bottle Culture*, for use in LEGAL workshops.

SPOTLIGHT/LEGAL Program

During the FY 98 CUD and FY 99 EUDL grant periods, 52 LEGAL workshops were held with 1,560 officers from 141 jurisdictions attending. The officers learned how to conduct sting/decoy operations, how to process alcohol violations, what enforcement actions are available, how to follow the guidelines established by the Michigan Liquor Control Commission, and how to work with alcohol retailers. Approximately, 2,000 sets of SPOTLIGHT materials (posters, cooler stickers, and buttons) were printed and distributed and a LEGAL and SPOTLIGHT website was developed (www.thespotlight.org).

The video, *Bottle Culture* was completed and was shown in every LEGAL workshop. The video explained Michigan's alcohol laws and contained a series of scenarios that provided practical information on how to handle situations involving alcohol law violations. The Michigan Liquor Control Commission paid for distributing this video to every law enforcement agency in Michigan. Thirteen SPOTLIGHT operations were later coordinated and conducted with OHSP funds from sources other than the Michigan FY 98 CUD and FY 99 EUDL grants.

It was intended that law enforcement officers who completed LEGAL workshops and were trained as trainers would conduct meetings in which they would share information with alcohol retailers and others. However, only a few of these meetings were organized. Instead, alcohol retailers were invited to participate in the LEGAL workshops with the police officers. This arrangement appeared to be more satisfactory. It also provided a good way for alcohol retailers to share their experiences with police officers and promote cooperation between the two groups.

² The funds came from Program 3, Increasing awareness of underage drinking laws among judges, prosecutors, and staff of Family Court.

Voluntary Server Certification

No activities to develop and implement a voluntary server certification program were supported with Michigan FY 98 CUD or FY 99 EUDL funds.

Keg Tracking Program

No activities to assist counties in implementing keg tracking programs were supported with Michigan FY 98 CUD or FY 99 EUDL funds.

Program Area 2: Supporting Community Outreach to Reduce Underage Drinking

The Michigan Coalition to Reduce Underage Drinking (MCRUD) is a statewide community outreach program dedicated to preventing or reducing alcohol use by children and youth. MCRUD is a coalition of volunteer and professional groups whose common mission is to provide support, guidance, technical assistance, and advocacy for community-based efforts to promote healthy choices and the prevention of alcohol, tobacco, and other drug problems. MCRUD is coordinated through Prevention Network which is administered by Prevention Michigan, Inc. with funding provided through the Michigan Department of Community Health Division of Substance Abuse Quality and Planning, the MDCH Office of Drug Control Policy, federal block funds from the Substance Abuse and Mental Health Services Administration and OHSP. OHSP wanted to support community outreach to reduce underage drinking by helping MCRUD become more effective in providing technical assistance to communities. Accordingly, funds from the FY 98 CUD grant were applied toward enhancing MCRUD's recognition and visibility.

FY 98 CUD grant funds allocated to MCRUD were used to cover travel expenses of the MCRUD youth coordinator to MCRUD meetings and events, for the purchase of a MCRUD display case and MCRUD promotional items, for developing, printing and distributing a MCRUD yearbook, for the printing and mailing a letter to all schools in Michigan, and for the development of a MCRUD Internet website.

In addition to the FY 98 CUD funds allocated for MCRUD outreach, \$10,000 from FY 98 CUD funds not spent by another program³ were allocated to this program. These funds were used to help pay expenses of coalition members attending a two-day training

³ The funds came from Program 4, Supporting programs for at-risk youth age 18 to 20 not in college.

session organized by the Pacific Institute for Research and Evaluation (PIRE), for the purchase of rights for three public service announcements from FACE Truth and Clarity on Alcohol, and for expenses associated with hosting a statewide MCRUD conference.

MCRUD Youth Coordinator Travel

The MCRUD Youth Coordinator traveled around the state to meet with organizations and community groups to discuss underage drinking issues. The Youth Coordinator met with community groups to assist them in applying for MCRUD grants and in planning local activities to reduce underage alcohol use. He also attended monthly meetings of MCRUD regional coalitions and MCRUD grant-sponsored events, and made presentations at conferences and workshops detailing MCRUD and underage alcohol-use prevention activities. The MCRUD Youth Coordinator attended about 10 such meetings each month.

MCRUD Display Board and Promotional Items

A display board was purchased with FY 98 CUD funds and used at MCRUD functions, conferences and meetings throughout the state. Information displayed included the MCRUD logo, locations of local MCRUD coalitions and their activities, and MCRUD grant information. MCRUD promotional items such as pens, key chains, posters, and magnets were given out whenever the display board was used. All these items display the MCRUD logo, Internet address, and an 800 telephone number.

MCRUD Yearbook

A MCRUD yearbook was designed and 5,000 copies were printed. The yearbook contained a short history of MCRUD, a list of the previous year's award grants to various groups, a contact list of regional MCRUD coalitions, information on other state agencies with their contact numbers, and information on alcohol prevention programs. These yearbooks were distributed to all MCRUD coalitions, any individuals or groups interested in getting involved with MCRUD, and to state legislators. Over 1,800 copies were mailed to junior high, middle and high schools in Michigan and 400 were distributed during the MCRUD Conference.

Mailing to Schools

In May 2000, the MCRUD Steering Committee sent a letter to all public, private, charter, and alternative schools in Michigan congratulating them for addressing the issue of underage drinking during prom and graduation season. In this letter, MCRUD offered

its technical assistance to any schools with underage alcohol problems. The letter also urged schools to let others know about their successes and challenges in dealing with alcohol issues.

MCRUD Website

A MCRUD Internet website (<http://www.MCRUD.org>) was developed. The site contains information on the availability of MCRUD grants for local organizations, program ideas addressing underage drinking, a list of available technical support to local groups, contact information for the MCRUD Youth Coordinator, locations of and information about local MCRUD coalitions, and links to other sites with youth alcohol and drug use prevention information. As of November 15, 2001, there were 2,894 visitors to this website.

PIRE Training

A two-day PIRE training session on *Local Policy Options for Preventing Youth Access to Alcohol* was held in Lansing on June 22 and 23, 2000. There were 48 participants at these sessions including individuals from MCRUD coalitions. FY 98 CUD funds were used to cover training, materials, meals and lodging for individuals from MCRUD coalitions whose expenses were not covered by other sources. The number of these individuals was not found in the available documentation.

FACE Public Service Announcements

Rights to three public service announcements were purchased from FACE Truth and Clarity on Alcohol. These public service announcements were made available to grassroots community groups that had the cooperation of their local television stations to air the announcements. No information was available as to how many grassroots community groups took advantage of this arrangement or how many announcements were aired.

First Annual MCRUD Conference

The first annual MCRUD one-day conference was held on April 2000 in Lansing, Michigan. Over 200 youth and adults attended. The majority of the attendees were of high school age. The conference featured the activities of local MCRUD Coalitions, distributed alcohol-abuse prevention information, and provided practical information for local coalitions. Local coalitions were shown how they could target their efforts by first surveying the community. Advice on how to work with schools, parents, and law

enforcement was provided as were pointers for how to apply for MCRUD and other grants.

Program Area 3: Increasing Awareness of Underage Drinking Issues Among Judges, Prosecutors, and Staff of Family Court

Michigan has spent considerable effort to educate and train law enforcement officers agencies about underage drinking laws. These activities have increased enforcement of underage drinking laws and provided deterrence as youth become aware of the potential consequences under the law. However, enforcement efforts are rendered useless if charges of underage drinking are dismissed or reduced when the cases come to court. OHSP used FY 98 CUD and FY 99 EUDL grant funds to develop an education and awareness training program for judges, prosecutors, and other Family Court personnel on youth alcohol issues through the Michigan Judicial Institute (MJJ).

The MJJ was established by the Michigan Supreme Court as a training division of the State Court Administrative Office. MJJ develops training materials and course content, and also conducts seminars for judges, prosecutors, and other court staff. The grant funds were used to develop and incorporate seminars and workshops on underage drinking laws into the MJJ's educational and training programs for judges, magistrates, court administrators, probation officers and referees of the Family Division of the judiciary.

These workshops and training sessions were held at Magistrate Specialty Seminars, at the Juvenile Law II Seminar for juvenile probation officers, at training sessions for District and Family Court judges and administrators, at the Family Division Summit for Family Court staff, and at a state-wide court staff video conference. MJJ also developed, published, and distributed a Juvenile Traffic Benchbook and two supplemental Juvenile Traffic Manuals. The Juvenile Traffic Benchbook was also published on CD-ROM.

Of the \$100,000 of FY 98 CUD funds allocated to this program, only \$73,000 was spent. The remaining \$27,000 was reallocated to other programs⁴. The \$98,500 allocated from the FY 99 EUDL grant was used as proposed.

Magistrate Training-Underage Drinking Laws

A workshop on enforcing underage drinking laws was held during this Magistrate

⁴ \$17,000 went to Spotlight/Legal and \$10,000 went to OHSP for administration and planning.

Specialty Seminar in October 1998. This workshop, co-facilitated by Brad Van Zanten, 58th District Court and Peggy Leece, Department of State, was attended by 33 experienced magistrates. Participants rated the workshop as excellent and it was repeated in May 2000.

A one-half day training session on underage drinking laws, held during a Magistrate Specialty Seminar in May 2000, was attended by 43 District Court magistrates. Presenters at the training session were Randall Webber from Chestnut Health Systems, the Lighthouse Institute in Bloomington, Illinois, and Judge Michael A. Martone from the 52nd District Court in Troy, Michigan. Mr. Weber presented statistical information on trends and patterns of substance abuse among youth. Judge Martone focused on his *Courageous Decisions* program, an alcohol and drug intervention program. Judge Martone showed the *Courageous Decisions* video and explained how magistrates could conduct similar programs in their courts. Evaluations from session participants were very positive with two-thirds of them indicating that the workshop added much to their knowledge of the topic.

Education and Training of Family Division Probation Officers - Juvenile Laws II Seminar

In August 1999, MJI conducted the Annual Juvenile Laws II Seminar. Attendance at this seminar was required by Michigan Supreme Court Administrative Orders of all new Family Division juvenile probation officers. Combating underage drinking was addressed in a 1.5 hour presentation on an intense supervision program used in Ottawa County's 58th District Court. The District Court program was considered by the presenters to be easily transferable to the family court setting. There were 45 attendees at this session. Most participants indicated that this presentation was useful to them.

Grand Rapids Regional Judicial Seminar: Combating Under-age Drinking using a "Courts in the Schools" Program

MJI presented three half-day sessions for District and Family Division judges and administrators on a *Court in the Schools* program in February, April, and June 2000. Each session was attended by 25 participants. Using a combination of lecture, video, overheads, handouts and group discussion, District Court Judges Julie Nicholson and Phyllis McMillen presented and demonstrated portions of their programs to combat underage drinking. Participants were very positive in their evaluations of the program and reported that the presentations and materials were of practical value.

Family Division Summit

Two workshops on combating underage drinking were held at the Family Division Summit in March 2000. The first workshop, *Coordinated Community Response to Combat Underage Drinking*, was attended by 25 Family Division staff. This workshop featured an underage drinking prevention program that had been initiated in the Charlevoix-Emmet Probate District Court. The second workshop, *Therapeutic Jurisprudence and the Juvenile Justice System*, was attended by 21 participants. It featured judges and administrators from the 9th District Court, Kalamazoo, and the Macomb County Probate Court. This workshop presented an overview of two Juvenile Drug/Drinking courts and included information on how the docket differs from the regular juvenile docket. It also described the roles and functions of the judge and juvenile officer, and showed how this system has impacted recidivism rates in these two jurisdictions.

Combating Underage Drinking Interactive Video Conference

In March 2000, the MJJ presented a one-half day interactive video conference. This broadcast originated at LCC and was transmitted to sites throughout Michigan. A total of 103 court staff, including judges, court administrators, juvenile and district court probation officers, participated in this conference.

Publications

A Juvenile Traffic Benchbook and two supplemental Juvenile Traffic Manuals, *Issuance of Bench Warrants* and *Use of the Consent Calendar*, were developed by MJJ and distributed to all judges, magistrates, court administrators, probate registers, juvenile registers, juvenile officers, referees, Prosecuting Attorneys' Association, Michigan Sheriffs' Association, Michigan Association of Police Chiefs, Michigan State Police, Michigan Association of Municipal Attorneys, Secretary of State and Driver Education Program administrators. The Benchbook has been converted to CD-ROM format.

The Juvenile Traffic Benchbook covers special procedures applied to traffic violations adjudicated in the family division of the circuit court. It includes discussion of the following topics:

- Jurisdiction of civil infractions and criminal offenses
- Obtaining custody of a juvenile following a "drunk driving" offense

- Required procedures for cases on the consent calendar or the formal calendar
- Dispositional options
- Restitution
- Abstracts of adjudications and expungement of records
- Elements of criminal traffic offenses commonly committed by juveniles

The first Juvenile Traffic Manual, *Issuance of Bench Warrants*, addresses the issuance of search warrants to obtain blood, breath, or urine samples for testing when a juvenile is to be charged with a "drunk driving" offense. There is no expressed statutory authorization for (or prohibition against) issuance of a search warrant in such cases. Thus, there is little guidance for judges, and courts differ in their treatment of the issue. This publication includes applicable law and a "best practices" approach to addressing the issue.

The second Juvenile Traffic Manual, *Use of the Consent Calendar*, addresses the treatment and retention of "juvenile court" records pertaining to traffic offenses. The focus of the publication is on the treatment of records of cases placed on the "consent calendar" (the juvenile pleads guilty to an offense in exchange for a limitation on the disposition imposed). This publication details applicable law and a "best practices" approach.

Program Area 4: Supporting Programs for At-Risk-Youth, Age 18-20, Not in College

Drivers age 18 to 20 are the most frequently convicted alcohol-related traffic offenders. One reason for this may be a current inability to get alcohol prevention messages to the portion of youth in this age group who are not in college but in the work force. OHSP wanted to reach this group with alcohol-use prevention programs using Prevention Network to coordinate a plan to support work-place programs for alcohol use prevention among youth age 18 to 20.

Prevention Network began by advertising the availability of 10 "Reaching Youth in the Workplace" small grants for the amount of \$5,000 each. The applicant had to be a Michigan business that had a significant number of employees in the age range of 18 to 20 years that would work in partnership with a prevention organization/agency. Prevention Network did not prescribe any approaches but invited applicants to propose innovative and creative ideas. There were very few grant applications and only two workplace alcohol-use prevention program grants were awarded. One of the two grant recipients withdrew from

the program and returned the grant money.

Because of the low interest in these small work-place grants, the scope of the program was changed in February 2000 to include programs for youth not only in work places but also in settings such as alternate schools, recreation centers, and apprenticeship programs. The revised program also required active participation of youth in the program rather than just passive receipt of the alcohol-use prevention messages. The program was renamed Reaching At-Risk Youth (RARY). Seven more grants were awarded, bringing the number of RARY funded projects to eight.

Of the \$60,000 of FY 98 CUD funds allocated to the renamed RARY program, \$37,216 was awarded to the eight recipients but only \$33,620 was spent. This left \$26,380 available for reallocation. Of this amount, \$10,000 went to Program Area 2, support of community outreach programs (to enhance MCRUD visibility) and the rest remained in the program area but was allocated to new activities. The new activities were the development of a "How to" manual to assist other businesses in setting up underage drinking prevention programs at their work sites and a focus group study to determine what type of alcohol-use prevention messages are effective for youth age 18 to 20 who are not in college. The allocation of funds was \$16,380 for the manual development and \$10,000 for the focus group study.

RARY Program

The eight RARY grant recipients and their projects are listed in Table 3.

| Table 3 RARY Projects - Michigan FY 98 CUD Grant | | |
|--|------------|---|
| Grantee | County | Project Title and Description |
| St. Joseph Juvenile Court | St. Joseph | Alcohol Awareness Day Organize and host Alcohol Awareness Day Conference for students of all alternate schools in St. Joseph County. |
| Oasis Alternative High School | Isabella | Work Experience Program: Underage Drinking Packets Small group of students to develop underage drinking prevention homework video packets for students to use during school year. |
| Liberty Children's Art Project | Marquette | Look What Drugs Have Done for Me Youth to develop and present art screens and performances (music, dance, acting) with underage alcohol use messages for community. |

| Table 3 RARY Projects - Michigan FY 98 CUD Grant | | |
|--|----------|---|
| Grantee | County | Project Title and Description |
| Mackinaw Academy | Saginaw | Chart Your Course - Making Healthy Life Choices School year program integrating alcohol risk awareness and introduction to healthy activities and life skills. |
| Clio Community School | Genesee | Change by Choice Summer mentoring program for increasing alcohol risk awareness, and fostering healthy attitudes and behaviors. |
| Community Education - Pine Schools | Ottawa | Underage Alcohol Prevention Program Students organize a two-week program on underage drinking featuring real life accounts, peer-to peer discussions, and mock crash. |
| Keweenaw Krayons | Keweenaw | Garden 2000 Alcohol abuse prevention integrated into inter-generational program focused on gardening skills. |
| VG's Food Center, Davison | Genesee | Prevention at the Work Site Work site program focusing on underage alcohol use with repeated exposure to alcohol-use prevention materials, presentations, mentoring, and community involvement. |

St. Joseph County Juvenile Court - Alcohol Awareness Day

The St. Joseph County Juvenile Court invited all alternative school students from St. Joseph County to a one-day conference on Sept 15, 2000 in Centerville, Michigan. In all, 111 youth and 25 adults attended. The students were shown the effects of alcohol/alcoholism on a family using magic and illusion. The students heard first-person accounts from adults affected by alcohol-related vehicle crashes and viewed videos featuring vehicle crashes and statistics on alcohol. They also experienced how two or three alcoholic drinks can alter perceptions by trying on special, *Fatal Vision* goggles. They played a Jeopardy-type game with questions on alcohol, history of alcohol, and the physical and physiological effects of alcohol on the body. After being shown an enactment of a teen party with alcohol and a car crash in which one passenger was left paralyzed, they acted as a court to determine who was responsible for the crash and injury to the passenger. About half of the students indicated that they learned something new about alcohol use.

Oasis Alternative High School - Work Experience Program: Underage Drinking Packets

Four students worked with the high school principal and a substance abuse prevention professional from June 5 to June 24, 2000 to develop a curriculum and

homework packets for an alcohol-use prevention class. Twelve videos on underage drinking and alcohol-use prevention were purchased for the homework packets. It was expected that over 100 students would use the packets as part of their courses during the school year.

Liberty Children's Art Project -Look at What Drugs Did for Me

This program proposed to combine substance abuse education and the arts in a program for teenagers. The teenagers were to participate in sessions with health department prevention specialists, and then work with art teachers to create story screens about their negative experiences with alcohol and drugs. The program also proposed including a performance workshop, in which the teenagers would develop and present a performance (music, dance, acting) on the negative aspects of substance abuse. The artwork and performances were to be presented to the public.

The project documentation states that the presentation was viewed by about 500 persons. However, no information was provided on the number of youth who participated in the program and attended sessions with the prevention specialists. No information was provided on the number of at-risk youth who were involved in making the story screens, the number of youth who developed and participated in the performances, nor the location and number of performances.

Mackinaw Academy - Chart Your Course- Making Healthy Life Choices

The theme, *Chart Your Course- Making Healthy Life Choices* was the focus of the curriculum at the Mackinaw Academy for the 2000-2001 school year. The objective was to replace unhealthy habits, friends, and places with new experiences. The activities were selected to demonstrate to students that there can be "highs" in life without alcohol or drugs. The program featured periodic seminars on issues related to underage drinking and its effect on individual students and their families. There were also sessions designed to build life skills, self-esteem, and leadership. Highlights of the program included swimming lessons, building and racing model sailboats, sailing lessons, and building a full-size kayak. A core group of 13 students was involved in the organization of the program and approximately 200 students participated.

Clio Alternative Community Education - A Change By Choice

In this program, 12 alternative education students met weekly with a mentor

(substance abuse prevention specialist) over a 10 week period in the summer of 2000. The weekly sessions consisted of information presentation, discussion, and activities for developing cohesion among the peer group. The students and mentor discussed reasons why they should be alcohol free and why they should remain in school. Activities included picnics and a cook-out, and culminated in a high ropes activity at a local camp.

Community Education, Pines School - Underage Alcohol Prevention Program

A committee of alternative high school students from Pines School (with guidance from County Health Department professional) organized a two-week alcohol-awareness program for their fellow students. The program took place when school began in September 2000 and included a school assembly that featured first-person accounts from four college students who were involved in alcohol-related crashes. A police officer brought *Fatal Vision* goggles for students to experience how two to three drinks affect visual perceptions. Students watched and discussed alcohol awareness videos. The highlight of the program was a picnic with a mock alcohol-related vehicle crash. Local police, firemen, and emergency medical technicians participated in the enactment of the crash and its aftermath. In all 105, students participated in this project.

Keweenaw Krayons - Garden 2000

Keweenaw Krayons is a community organization for children in Keweenaw County in Michigan's Upper Peninsula. This county has serious economic problems and high prevalence of alcoholism and Keweenaw Krayons developed the Garden 2000 program to teach life skills and alcohol awareness to the area's youth. The program also sought to involve the community in the effort. Program activities took place from June through September 2000 and about 150 people participated. Teenagers and children planted a garden and learned gardening skills. They also built a greenhouse to extend the growing season. Underage drinking and alcohol prevention education was incorporated into the overall program. Master gardeners, building contractors, a substance abuse professional, parents, and grandparents were involved in the program. Several youth were employed as teen mentors. They received training from qualified professionals from the county health department, which included leadership development, problem solving, conflict resolution, and a basic understanding of prevention concepts. One highlight of the program was a tea party, organized by the teenager participants of the program, to which the community was invited.

VG Food Center - Prevention At the Work Site (PAWS)

The only workplace project in the RARY program was a program at the VG Food Center in Davis, Michigan in partnership with Connexion, Inc. The management of the VG Food Center chain of 14 Michigan stores expressed interest in expanding this program to other VG stores if the program in their Davis store was successful. Because of this, the program was conducted as a pilot program and was carefully documented.

The PAWS program took place from December 1999 to September 2000. It involved 220 workers at VG, 80 of whom were under 21. The objectives of this program were to educate employees about alcohol use and abuse and its effects on traffic safety, involve underage youth and other employees in prevention efforts in the store and community, and reduce illegal sales of alcohol to minors by employees. Because a part of the program involved outreach to the broader community, about 4,000 persons were exposed to the program.

The program involved the formation of an advisory committee of VG employees, the Prevention Mentor Team (PMT), that was paid for the time it spent on PAWS activities. Two bulletin boards in the staff break room were dedicated to alcohol-abuse awareness and prevention. Information on alcohol abuse and awareness was included in employee pay envelopes. Alcohol-abuse prevention messages were also placed in customers bags. Alcohol-abuse prevention presentations for staff were held to coincide with holidays and other events commonly associated with alcohol use. Staff presence at these sessions was voluntary. The PMT also led the organization of a special event for the community to encourage safe prom experiences. This involved a tent event in the VG parking lot with a display of a car involved in alcohol-related crash, opportunities to try the *Fatal-Vision* goggles, information booths encouraging parent/youth contracts and peer agreements about alcohol use, and gifts of red ribbons for cars.

"How to" Manual for workplace alcohol-use prevention program

Connexion, Inc. received a second grant through Prevention Network to develop a "How to" manual for work-site programs based on the experiences at the VG Food Center in Davis. The manual was titled, *PAWS Guidebook: Getting Started, Prevention at the Work Site*. The manual is currently in the draft stage. It is process-oriented and is designed in a way that can be modified to fit various business situations. The manual is divided into three parts showing businesses how to make the program attractive

(i.e., affordable, user-friendly, sensible, easy), believable (i.e., clear, visible, the policy/procedure, the practice), and competent (i.e., possible, adaptable, renewable, make it theirs). Plans have been made to place the manual on the Internet for businesses to download.

Focus Group Study

Prevention Network organized a focus group study to determine what type of messages for alcohol-use prevention and what method of distribution of these messages are effective in reaching youth age 18 to 20 who are not in college. Focus groups of youth, age 18 to 20 not currently in college, and either employed or seeking employment were conducted in Allegan, Alpena, and Oakland counties, and in the city of Detroit in the summer of 2000. Participants were recruited by local health department employees and OHSP staff. The focus groups identified the home as a major source of alcohol for this group. Furthermore, the respondents stated that at times alcohol was obtained with their parents' knowledge. This information was used by OHSP to produce a video for parents, entitled, *Underage Drinking and Parental Responsibility, The Zero Tolerance Law Includes You*. Funding for the video came from sources other than the FY 98 CUD or FY 99 EUDL grants.

Apart from this one finding, it is unclear what the study findings were with respect to effective alcohol-prevention messages for this youth group. No synopsis of findings or overall report of the study were produced.

Program Area 5: Piloting Underage Court Program

In 1993, Judge Martone of the 52nd District Court in Troy developed a youth alcohol/drug intervention program by showing young people the consequences of reckless behavior involving drinking. Judge Martone's program consists of two presentations, *Court in the Schools: Critical Life Choices* and *Courageous Decisions*. In the *Court in the Schools: Critical Life Choices* presentation, Judge Martone conducts an actual session of his court in a middle or high school with real defendants, prosecutors, defense attorneys, and sentences. In the *Courageous Decisions* presentation, the judge engages the students in an interactive dialogue and shows students a series of video vignettes and still photographs illustrating catastrophic results of flawed critical thinking. About 47,500 students in 14 states have participated in Judge Martone's programs.

The intent of this program in the FY 99 EUDL grant was to disseminate information

and materials to school administrators and judges so that underage drinking-prevention programs based on Judge Martone's programs can be presented in schools. A "How to" manual with step-by-step instructions showing other judges how to replicate the *Court in Schools: Critical Life Choices* program in their jurisdiction and a *Courageous Decisions* video presentation had been previously developed with funding assistance from General Motors Corporation and the K-Mart Family. Funds from the FY 99 EUDL grant were allocated to the Troy Community Coalition to print 250 copies of the How to do a *Court in Schools: Critical Life Choices* manual and produce 200 copies of the *Courageous Decisions* video. These funds were also to pay for promotional materials and to evaluate the program. The full allocation of \$23,500 was spent on this program and no other funds were reallocated to it.

"How to" Manual and Video

Copies of the "How to" manual for *Court in Schools: Critical Life Choices*" and the *Courageous Decisions* videos were made. Copies of the "How to" manual for *Court in Schools: Critical Life Choices* " and/or the *Courageous Decisions* video were provided to the following district courts in Michigan.

| Table 4. Recipients of <i>Court in Schools: Critical Life Choices</i> Manual and/or <i>Courageous Decisions</i> Video: Michigan District Courts | | |
|---|------------------|-------------------------|
| Court | Location | Judge/Contact |
| 17 th District Court | Redford, MI | Judge Charlotte Wirth |
| 71A District Court | Lapeer, MI | Ms. Karen Haydett |
| 14A District Court | Ypsilanti, MI | Mr. Tom Truesdell |
| 52-1 District Court | Novi, MI | Judge Michael Batchik |
| 52-2 District Court | Clarkston, MI | Judge Gerald E. McNally |
| 45-B District Court | Oak Park, MI | Ms. Maggie Blanchard |
| 24 th District Court | Allen Park, MI | Mr. Darin Morency |
| 76 th District Court | Mt. Pleasant, MI | Judge Rush |
| 19 th District Court | Dearborn, MI | Judge William Runco |

Copies of the manual and video were also made available to the 616 Michigan judges attending the Michigan Judicial Conference in of Grand Traverse, Michigan in October 2000.

Copies of the "How to" manual for *Court in Schools: Critical Life Choices* were provided to the following schools, judges, and organizations in Michigan:

| Table 5. Other Michigan Recipients of <i>Court in Schools: Critical Life Choices</i> Manual | |
|---|----------------------|
| Recipient/Affiliation | Location |
| Mr. Kevin Bowling, Director Michigan Judicial Institute | Lansing, MI |
| Mr. Ron Graham, Attorney | Bloomfield Hills, MI |
| Ms. Claudia Werner, Alpena High School | Alpena, MI |
| Mr. Dale Martin, City Manager | Linden, MI |
| Ms. Pat Lehman, Community Relations | Sterling Heights, MI |
| Mr. Stu Isley, Attorney | Ann Arbor, MI |
| Mr. Andrew Dorr, Bush Chaney 2000 Campaign | Lansing, MI |
| Ms. Diane McMillen, Wayne State University | Detroit, MI |
| Ms. Amy Presco, SADD Advisor | Leslie, MI |
| Ms. Laurie Cline, PTO Troy Schools | Troy, MI |

In addition, the "How to" manual for *Court in Schools: Critical Life Choices* was provided to 28 schools, judges and organizations outside of Michigan.

Judge Martone also encouraged and assisted district court judges to become more active and present the *Court in Schools: Critical Life Choices/Courageous Decisions* program in schools in their jurisdictions. He was successful in persuading the following judges to try the program on their own at least once:

- Judge Michael Batchik, 52-1 District Court Novi, MI
- Judge Gerald McNally, 52-2 District Court, Clarkston, MI
- Judge Charlotte Wirth - Redford, MI
- Judge Keller - Fremont, CA
- Justice John Stackhouse - New York, NY

The proposal for this activity included an evaluation. It was not clear from the proposal what exactly was to be evaluated. Possible interpretations include evaluating Judge Martone's program on youth alcohol use to determining to what extent the materials fostered a program expansion. Other than noting that five judges, three of whom are in Michigan, have tried this program at least once, no program evaluation was carried out as part of this activity.

CONCLUSIONS AND RECOMMENDATIONS

With few exceptions, most of the activities proposed for the Michigan FY 98 CUD and FY 99 EUDL grants were carried out. The actual allocation of funds to the various activities differed slightly from what was proposed. In addition to the five program areas, \$28,000 was spent for planning and administration and \$27,557 was spent for evaluation. Of the total \$720,000 from the Michigan FY 98 CUD and FY 99 EUDL grants, \$42,444 was not used and was returned to OJJDP. Table 6 shows the actual activities and funding, as well as the organizations with the fiduciary responsibility for the activities.

| Program Area | Fiduciary Organization | Activity | Actual Funding Allocation | | |
|--|-----------------------------|---|---------------------------|------------|-----------|
| | | | FY 98 CUD | FY 99 EUDL | Total |
| 1. Enhancing law enforcement training in the area of underage drinking | Lansing Community College | Develop and conduct LEGAL training. Produce materials for LEGAL and SPOTLIGHT. | \$120,000 | \$150,000 | \$317,000 |
| | Central Michigan University | Produce <i>Bottle Culture</i> Video. | \$17,000 | 0 | |
| | OHSP | Plan and coordinate SPOTLIGHT operations -Youth Alcohol Officer. | \$30,000 | 0 | |
| 2. Supporting community outreach programs to reduce underage drinking | Prevention Network | Enhance MCRUD recognition and visibility. | \$60,000 | 0 | \$60,000 |
| 3. Increasing awareness of underage drinking issues among judges, prosecutors, and staff of Family Court | Michigan Judicial Institute | Organize and conduct training for judges, prosecutors, and court staff. Produce Juvenile Traffic Benchbook and Juvenile Traffic Manuals for judges. | \$73,000 | \$98,500 | \$171,500 |
| 4. Supporting programs for at-risk youth, age 18-20, not in college | Prevention Network | Administer 8 RARY projects. | \$33,620 | 0 | \$50,000 |
| | | Develop PAWS Manual | \$6,380 | 0 | |

| Table 6. Actual Distribution of Michigan FY 98 CUD and FY 99 EUDL Grant Funds | | | | | |
|---|--------------------------|--|-----------|-----------|-----------|
| | | Conduct Focus Group Study | \$10,000 | 0 | |
| 5. Piloting an underage court program | Troy Community Coalition | Copy and distribute "How to" manual for <i>Court in Schools,- Courageous Decisions</i> Video | 0 | \$23,500 | \$23,500 |
| 6. Planning, administration, and evaluation | OHSP | Planning and administration | \$10,000 | \$18,000 | \$28,000 |
| | UMTRI | Evaluation | 0 | \$27,556 | \$27,556 |
| | | | \$360,000 | \$317,556 | \$677,556 |

In the following section, each program area is assessed on whether the activities proposed were carried out and if the activities appeared to contribute toward the stated objective. Recommendations are also made on how the contribution of the programs and activities toward the stated objective could be evaluated.

Enhancing Law Enforcement Training in the Area of Underage Drinking

The activities proposed under this program included the development of the SPOTLIGHT/LEGAL program combination, server certification and keg tracking. All the activities carried out in this program area were associated with the SPOTLIGHT/LEGAL programs. No funds were allocated to server certification and keg tracking and no activities were undertaken in those areas.

All activities proposed for the SPOTLIGHT/LEGAL programs were carried out and appear to be enhancing law enforcement training and fostering cooperation between law enforcement agencies and alcohol retailers in the area of underage drinking. OHSP conducted a survey of law enforcement agencies that had participated in the SPOTLIGHT/LEGAL program. The survey revealed that officers who have participated in the program were more informed about Michigan alcohol laws than they were before and indicated a renewed interest in addressing the underage drinking problem. Many of the involved law enforcement agencies reported that the LEGAL/SPOTLIGHT program improved relationships with alcohol retailers and made enforcing underage drinking laws in their communities much easier. So far, the experience with the train the trainer portion of the LEGAL workshops indicates that it is more productive to bring the alcohol retailers

to the training sessions originally intended for law enforcement personnel than to have the police officers hold training sessions for the alcohol retailers.

Further evaluation would be useful to assess the long-term impacts of the program. For example, the study could examine and compare the underage drinking arrest patterns in different communities based on their participation in the programs. The evaluation study could also measure the knowledge of alcohol laws, policies, procedures among police officers and alcohol retailers who had and had not completed the program.

Supporting Community Outreach Programs to Reduce Underage Drinking

The objective of this program was to support community outreach to reduce underage drinking by enhancing the recognition and visibility of the MCRUD program. The various activities that were originally proposed or added later were carried out. Despite these activities, it is difficult to determine if the efforts were successful in increasing MCRUD's recognition and visibility. For this it would be necessary to measure MCRUD's recognition before and after this program among the general public and community organizations.

It would be useful to conduct a "market penetration" study of MCRUD. This study would identify who knows about MCRUD among the general public, community organizations, law enforcement, and public health and substance abuse professionals. Comparing this information against who should know about MCRUD could be the basis for future directions in enhancing the program's recognition and visibility.

Increasing Awareness of Underage Drinking Issues Among Judges, Prosecutors, and Staff of Family Court

All activities proposed for this program were carried out. MJJ conducted workshops, seminars, and other training sessions for Family Court personnel. Evaluations completed by program participants were overwhelmingly positive and indicated that the material presented was practical and useful. The Juvenile Traffic Benchbook, and Juvenile Traffic Manuals were developed, published, and provide useful references for the court. The program appears to be contributing to increasing awareness of underage drinking issues among Family Court judges, prosecutors, and court staff.

Further evaluation would be useful to determine whether the program actually had an effect on the adjudication of underage drinking cases. For example, the records of judges who had gone through the MJJ programs could be reviewed over time to determine

if changes in adjudication had resulted from program participation. This would include tracking the records of sentencing guidelines and plea acceptances.

Supporting Programs for At-Risk Youth age 18-20 Not in College

This program was intended to fund up to 10 workplace alcohol-use prevention programs. The grants were small (up to \$5,000 each) and did not generate much interest from businesses. Of the two work place grants awarded, one was returned. The program was then modified to include alternate schools, apprenticeships, and recreation centers. This proved more successful resulting in eight RARY awards. Because the funds allocated to this program were not fully used by the eight grants, the development of a "How to" manual to help businesses organize alcohol-use prevention programs for youth 18-20 was added to this program as was a focus group study to determine the types of messages effective for this age group.

The eight RARY projects were varied and appeared to be reaching at-risk youth. However, the expansion of the program to non-work places also changed the age of the participating youth and most of the programs included children of younger ages. In general, the programs were quite innovative, and the anti-drinking messages and education were embedded in fun and new experiences. The documentation of what actually was done in the RARY projects came from attached newspaper articles or publicity materials and was adequate to show that most of the proposed activities were carried out. However, for one of the programs the documentation was so sparse that it was not possible to determine if anything was done. Because the monetary grants were so small, it may be unrealistic to expect detailed accounting of every task undertaken and completed. However, without such detail a comparison of what was proposed and what was actually done is difficult. The RARY grant recipients completed end-of-project evaluation forms but these unfortunately did not require reporting of what was actually done. It would be useful if future reporting forms for similar grants had a simple format for checking -off what was done against what was proposed (or modified).

A draft of a "How to" manual for alcohol-use prevention among youth, age 18 to 20 at workplaces was completed. It is too early to determine if any businesses will use it.

A focus group study of youth, age 18-20 not in college, was conducted to identify effective alcohol prevention messages for this group. The finding that this group obtains a significant portion of their alcohol at home led to the production of a video for parents,

Underage Drinking and Parental Responsibility, The Zero Tolerance Law Includes You. Apart from this finding, it is unclear what else the focus group identified because no synopsis of focus group results or complete report of the study were produced. This is unfortunate because focus group research results that are not adequately documented are often ignored. Furthermore, there are published guidelines for reporting focus group studies (for example, see Kruger, R.A., *Focus Groups, A Practical Guide for Applied Research*, Sage Publications, 1994.) It is recommended that adequate reporting be required of future focus group studies.

Piloting an Underage Court Program

The program that was proposed and carried out was not really a pilot program. The objectives of the program were to disseminate detailed "how to" information about Judge Martone's *Courts in School* and *Courageous Decision* programs and to encourage other judges to try the program. The materials were duplicated and distributed and five judges (three in Michigan) conducted the program at least once.

The programs have received considerable exposure, and it is very likely that other judges will conduct these programs. It is too early to detect the effects of the distribution of the materials. Judges who received the materials could be surveyed about their reactions to the program and whether or not they have or plan to conduct such sessions.

A more informative evaluation, however, would be of the program effects on the actual drinking behavior of youths. A study comparing the drinking and driving behaviors of youths exposed and not exposed to *Court in Schools/Courageous Decisions* programs could be designed and conducted. The study could examine the attitudes of the youth before and after, participation in the *Court in Schools/Courageous Decisions* and include an analysis of driving records of youth who participated as well as a control group who did not participate. Such an evaluation would focus on outcomes of the programs and (if positive) provide additional support for them.

Discussion

The objective of this process evaluation was to assess the performance of activities undertaken as part of the Michigan FY 98 CUD and FY 99 EUDL grant programs. The evaluation relied on documentation provided by the various organizations that carried out the programs and activities. The quality and usefulness of the documentation of activities varied considerably from good to very poor. It would be very useful for future programs

of this type to have a simple form or set of forms in place that would help grant recipients report what happened so that an overall assessment of the programs can be made.

It should also be pointed out that a process evaluation, such as this one, cannot determine the extent to which activities have contributed to the achievement of objectives related to underage drinking and crash involvement. A process evaluation was undertaken because it would be difficult to separate the effects of the programs carried out with these two OJJDP grants on the crash experience and drinking and driving behavior of youth. However, it is possible to design a study to evaluate the effectiveness of the programs on intermediate measures which are related to the overall goal . For example, the effects of the various training programs can be evaluated in a study that tests and compares knowledge and skills among program participants and control groups. Longitudinal studies of youth that have participated in the various programs could examine the effects of these programs over time. Community cooperation could be measured with a well-designed survey and investigations of patterns of arrests. The framework for such evaluation studies, however, has to be incorporated into the initial states of program planning.

APPENDIX A

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APPENDIX B

Narrative of the Michigan FY98 CUD Grant Application

BACKGROUND

The use of alcohol by underage youth is a well-documented, serious problem in Michigan and across the nation. As a result, over the years a number of agencies in Michigan, both public and private, local and state, have identified reducing underage drinking as their mission or as a high priority.

The Office of Highway Safety Planning (OHSP) is a division of the Michigan Department of State Police. Its mission is to reduce traffic related crashes, deaths and injuries. OHSP has long recognized that crashes involving youth are a serious traffic safety issue. In Michigan, young people age 16 to 24 accounted for 23.6 percent of all crashes and 23.1 percent of all fatal crashes in 1995, even though they represent only 16.5 percent of Michigan's driving population (OHSP 1997). Alcohol aggravates this problem. In 1995, drinking drivers under 21 in Michigan were involved in 14 percent of all under 21 fatal crashes, and accounted for 9.1 percent of all Operating Under the Influence of Liquor (OUIL) arrests in the state (Michigan Traffic Crash Facts 1995).

On November 1, 1994, Michigan's zero-tolerance law went into effect, which set the maximum allowable blood alcohol concentration for drivers under the age of 21 years at .02 percent. To date there have been 4,501 arrests for zero tolerance violations.

Michigan continues to educate and publicize the zero tolerance law. As this population continues to grow each year, many strategies must be used to continue the education process.

OHSP takes a leadership role in encouraging collaboration and communication on a statewide basis regarding traffic safety issues. Recognizing the scope of the problem and the efficiency that could be achieved through greater collaboration, at the suggestion of OHSP, the Michigan State Safety Commission founded the Michigan Alcohol Issues Forum in 1994. Member agencies of the Commission are the Departments of State Police, State, Transportation, Community Health and Education. The Office of Highway Safety Planning (OHSP) serves as secretariat. Although the focus of the Forum was reducing impaired driving, its early mission identified that community based programs presenting

comprehensive solutions was the most effective method to achieve this reduction. Program funding was initially provided by the member agencies and later provided by OHSP and the Michigan Department of Community Health, Bureau of Substance Abuse Services (MDCH-BSAS).

In 1996, the Forum facilitated the formation of a statewide coalition to reduce underage drinking, the Michigan Coalition to Reduce Underage Drinking (MCRUD). MCRUD has a large membership consisting of local and statewide organizations and agencies. Its primary mission is to reduce underage access to alcohol through community based programs, encouraging youth leadership and coordinating state alcohol-related policies. MCRUD meets monthly and makes grants available for local efforts which support its mission through a grant application and review process.

In 1997, leadership of MCRUD was transferred to Prevention Network (PN). PN has been in existence for 15 years. It is a statewide coalition of volunteer and professional groups whose common mission is to provide support, guidance, technical assistance, and advocacy for community-based efforts to promote healthy choices and the prevention of alcohol, tobacco and other drug problems. By partnering MCRUD with PN, the underage impaired driving issue can be approached in a broader way and in conjunction with other prevention efforts aimed at youth.

In addition, the Office of Highway Safety Planning meets on a regular basis with an interagency impaired driving work group that has representation from the Departments of State, Community Health, State Police, Corrections, State Court Administrators Office, and the Michigan Liquor Control Commission. This group has developed and is implementing a list of recommendations in response to a NHTSA impaired driving assessment which was conducted in Michigan in late 1996.

Michigan has commissioned numerous statewide and community assessments measuring youth substance abuse and use. Most recently, in spring 1997, a Youth Risk Behavior Survey (YRBS), was administered to 3,933 students in 71 participating schools in Michigan. The survey was developed by the National Center for Disease Control and Prevention. The YRBS has administered to students in randomly selected public high schools (9th through 12th graders). The results of the alcohol portion of the YRBS are as follows:

- 82% of students have tried alcohol
- 35% tried alcohol before the age 13
- 32% binge drank (5+ drink in a row) during the last month
- 30% of 12th graders drove after drinking
- 37% of the students rode recently with a driver who had been drinking

Program Narrative

Upon notice of this grant award, OHSP assembled representatives of MCRUD, the state agency impaired driving work group and other local partners to develop the plan which would best suit Michigan's needs. The group started by reviewing the current and planned underage drinking prevention activities in Michigan. Then, the group came to a consensus on the additional strategies this funding opportunity could support to further the progress the state has made in addressing this issue and compliment or enhance the programs created by MCRUD.

The following four focus areas for grant funding were selected:

1. Support the enhancement of MCRUD's outreach
2. Support workplace programs for at risk youth, 18-21 year olds not in college
3. Enhanced law enforcement training in the area of underage drinking
4. Education and awareness on youth alcohol issues training for judges and prosecutors

1. Support MCRUD outreach - \$25,000 for each year

Creating a society in which people – in this case specifically, youth – make good and healthy choices for themselves is the supreme goal of MCRUD's prevention efforts. "Talking about it" is the missing ingredient. Prevention must encourage community debate and assessment, the communal establishment of new and healthier norms, and community investment in comprehensive and long-term strategies. Maximizing the visibility of MCRUD as a statewide presence dedicated to talking about all the issues related to underage drinking would be beneficial to this effort.

Because MCRUD is now in place, support from this grant will be used to assist in "marketing" MCRUD throughout Michigan. This resource needs to be well known in order

for the program to have maximum impact and be of the most use to youth and communities. Funding has not been available to widely publicize MCRUD's existence, MCRUD needs funding to increase and enhance the exposure of activities which promise to meet critical needs, such as, providing technical assistance, assisting with training youth in student leadership skills, and distributing information on model programs. Because MCRUD is "housed" at PN, it has access to all of Michigan's prevention related activities. Funds from this grant will be used to develop a dynamic website, bulletin board, a logo and multiple uses of it, and educational materials, and, to allow a MCRUD representative to travel extensively within the state attending community meetings, conferences, gatherings, etc., to attain maximum exposure for the MCRUD program. A display for use at these settings will be produced. More exposure and recognition of MCRUD will in turn invite more meaningful youth involvement.

MCRUD can assist local communities in working with youth in genuine, sustained, and productive ways. MCRUD will be in a position to leverage not only more meaningful youth involvement, but also to spread information to other communities for their replication.

2. Support work place programs for at-risk youth, 18-21 year olds not in college. - \$30,000 for each year

The UMTRI Zero Tolerance Law study has shown that drivers age 18 to 20 are the most frequently convicted youthful alcohol-related traffic offenders. One reason for this may be a current inability to reach 18-20 year olds who are not attending college, but are employed, with alcohol prevention messages.

Prevention Network has a staff resource available to coordinate a plan to support work place programs for underage youth. This person has extensive expertise in working with employers. The plan would include efforts to obtain sample curriculums and resources, assess their value, and implement them locally. The work group in charge of this task would start with prevention professionals but would engage people from such groups as labor unions, Employee Assistance Programs, Chambers of Commerce, employers, employment/training programs, vocational schools and youth. One can expect that peers will have the greatest impact on changing people's behaviors. Many of our target population can be reached at minimum wage jobs, recreation centers, apprenticeship programs, vocational schools and churches. It is our perception that there is a lack of programs for

young persons at work that could have major personal and societal impact.

3. Enhanced law enforcement training in the area of underage drinking - \$60,000 for each year

Parent and community involvement is one key factor to raising and solving the issue of access to alcohol by minors. Many parent groups have focused on the alcohol issue and have gone beyond targeting teens to look at the issues of their own adult role modeling, the influence of media, and messages conveyed by the environment. Unfortunately, most adults cease their involvement when their children leave high school. A combination of different programs in Michigan creates great potential for a unified, unbroken focus on underage drinking through and beyond high school. These include the Spotlight program, (Michigan's Cops in Shops) which is a cooperative effort between retailers and law enforcement to combat underage alcohol purchases. This program educates liquor retailers about the responsible sale of alcohol and increases the perceived risk to youth of being arrested for attempting to purchase. Locations that have conducted Spotlight grants have experienced broad community support. Funding will be used to create and support supplementary, new programs aimed at additional aspects of this goal.

One priority area of focus is the partnership of education and selective enforcement. The following chart lists the number of conviction of minors for alcohol-related offenses in Michigan.

| 1997 Convictions | Males | Females |
|--|--------------|----------------|
| Open Intoxicants, Driver and Passenger | 1,352 | 355 |
| Fraudulent ID Purchase | 103 | 26 |
| Under 21 Purchase/Consume/Possess Liquor | 9,391 | 3,464 |

Evaluation of Michigan's Under Age 21 Zero Tolerance Alcohol-Impaired Driving Law Study, 1997, UMTRI

Currently in Michigan there is a lack of training for law enforcement agencies

conducting sting/decoy operations. The enforcement is not consistent, not always effective, and most of all, does not usually involve any attempt to obtain retailer cooperation or participation. There is no education method available, therefore, law enforcement agencies may not be using the best tools available to maximize sting efficiency. Law enforcement who have initiated an active program have identified a core problem of servers and clerks deliberately serving to underage youth even after checking identification.

To address these problems, a program will be developed that will provide law enforcement agencies with guidelines on how to effectively perform on-premise liquor inspections to reduce underage access. The program will detail how sting/decoy operations can be conducted, how liquor violations should be processed, enforcement action available, and how to follow the guidelines established by the Michigan Liquor Control Commission. Insight will be given as to how departments can realistically work with other jurisdictions to make their efforts more successful. The program will instruct police departments on how to do "follow up" alcohol education classes with the establishments that received violations, so that future problems can be avoided. This program will be conducted in seminar style with an accompanying step by step manual. These seminars will be held around the state to reach a maximum audience and will be paired up with the Spotlight program.

A second law enforcement effort will focus on developing and implementing a statewide, voluntary server certification program focused on reducing underage access to alcohol. Servers will receive a certificate upon completion of the class and establishments which meet the certification criteria will be issued an identifying logo to advise their customers that they are participants in the responsible vendor program. The community, especially parents, will be asked to support the program by acknowledging and recognizing the vendors efforts.

In addition server training classes tailored for customers of retailers and organizations that distribute alcoholic beverages for "special license" events (festivals, beer tents, etc.) and use "volunteers" as servers will be widely offered, a current need in Michigan. Those events with special appeal to underage youth will be selected for the training. The classes will be taught by law enforcement officers in their local jurisdictions. Servers will be taught to detect fake identification, informed about liquor law violations and state laws and city ordinances, and the legal liability of owners/servers. These programs will teach law enforcement agencies how to build partnerships with liquor retailers in order to reduce the number of

liquor inspection violations relating to underage youth, and decrease the possibility of an establishment serving minors.

The third emphasis for law enforcement is a keg tracking initiative. Keg tracking is a program in which all kegs sold in the state area tagged with a unique number. Purchasers are identified and advised of Michigan's liquor laws regarding minors and civil liability.

Last year, Michigan piloted a keg tracking program in one local jurisdiction. Retailers and law enforcement worked together to design guidelines, forms and tags. The pilot's concept was good but the implementation of the program was not successful because persons purchasing kegs went to other locations in the county causing a major loss of revenue to several party stores. A valuable lesson was learned in that keg tracking may need to operate on at least a countywide basis, while a state law is pursued. Rural counties have shown interest in using a keg tracking system to reduce the incidence of underage access to keg parties. Funding from this grant may be used to assist counties that want to implement a keg tracking program.

In April this year, a Michigan senator introduced legislation to make keg tracking a state law. If the law passes, a system of keg tracking would be implemented.

4. Education and Awareness Training for Judges and Prosecutors on Youth Alcohol Issues - \$50,000 each year

Michigan has learned that education and training programs for law enforcement agencies and their resulting activities not only increase enforcement of underage laws, but also provide deterrence as youth awareness about potential consequences under the law increases. But without the support of the criminal justice community for fully adjudicating enforcement action, cases are dismissed, charges reduced and law enforcement greatly discouraged. The message to youth becomes diluted and ineffective. Michigan has not devoted many resources to provide awareness and law training to the judges and prosecutors in the past. To that end, a portion of this grant will be used to train the Family Division of the judiciary, court staff, probation officers and referees on youth alcohol laws.

In addition, prosecutors have indicated a training need for minor in possession alcohol laws and related issues. This training will consist of information on the laws involving alcohol, including social and legal consequences, best practices being used throughout the state, alternative sentencing and the consequences of plea bargains.

Several methods on delivery of training are being considered. One day or half day sessions held regionally throughout the state, in conjunction with other scheduled training to assure maximum attendance, to reach the maximum audience are being planned. Many of the courts and probation offices have been equipped with video and other specialized training equipment. Other training methods which will use the new technology will be implemented as well as an update to their existing training manuals. Other training needs may be identified when developing this program.

OHSP has been in contact with the following criminal justice system partners who have expressed interest and support: State Court Administrator, Michigan Judicial Institute and the Michigan Prosecuting Attorneys Association.

Self sufficiency strategy

Michigan is committed to providing tools for law enforcement, communities, youth, parents and the criminal justice system to strengthen underage alcohol countermeasures. It is our intent that the funding be expended on supplementing the existing statewide coalition infrastructure. The state agencies who have core responsibility are committed to continuing to work together in a unified approach to this problem. The new funds provided by this grant will be further leveraged to increase statewide knowledge of this initiative and position communities to wisely use their existing resources. In addition, MCRUD will have the tools to assist communities in maximizing future funding opportunities which may become available, regardless of whether future funding is available through this grant process.

Strengthening the MCRUD coalition is pivotal in providing for the continuation of underage alcohol programming in Michigan. By utilizing this funding to increase the coalition's visibility, it can become a statewide clearinghouse and leader in underage alcohol programming. A clearinghouse approach will assist in broadening the coalition membership as well as being recognized as a principal resource throughout Michigan. MCRUD exists

today and will exist when this grant expires but newly equipped and outfitted to fully embrace the state's needs.

Likewise, in the areas of law enforcement and the criminal justice system, Michigan plans to invest in the infrastructure. Training and awareness programs developed will have long term impact. Enhancements to the already popular Spotlight program will serve to insure that the existing communities implementing it will have additional companion programs to broaden their impact.

Because Michigan has been proactive in bringing a variety of agencies and coalitions to the same table over the past several years, we are a step ahead in identifying and making accessible a variety of funding sources for communities. Knowledge of successful programs currently operating in Michigan is being shared. Funding through this grant will provide the additional framework necessary to continue to attract current funding sources while enhancing the chance to appeal to new funding sources and programming.

Evaluation - \$15,000 for each year

Data necessary for evaluating the above programs are currently available from four different sources in Michigan.

1. The Michigan Department of State maintains the Master Driving Record (MDR) for every drive in the state. The MDR is a complete driver-history database containing among other things, arrest, conviction, court, and crash information. Depending on the offense, data are maintained in the database for seven to ten years. Each time this data set is extracted, it represents a "snapshot" of the driver history record at the point in time it was extracted.

2. The Michigan Office of Highway Safety Planning (OHSP) maintains the census crash data set containing detailed information on all crashes reported by law enforcement agencies in the state. This data includes detailed information contained on the police crash report form that cannot be found on the MDR. With the crash data information, the University of Michigan Transportation Research Institute (UMTRI), creates the Michigan Traffic Crash Facts book every year. This book contains the following information on crashes: crash type, had been drinking crash, age breakdown of driver in crash, zero tolerance information, injury severity, death rate, to name a few.

3. The Michigan Department of Community Health has developed a statewide system of monitoring several risk factors called the Behavior Risk Factor Surveillance System (BRFSS). The system does an excellent job of gathering statewide data on alcohol use related to: heavy drinking, binge drinking, and drinking and driving for adults aged 18 years and living independently. The survey is over sampled in minority populations to insure that it is representative.

The data are not currently broken down by age, but the data are available for secondary analysis that allow the ongoing monitoring of drinking for adults age 18, 19, and 20. The BRFSS can also be modified in that units of state government can add a few additional questions to the survey based on their interests. And, if the numbers of individuals age 18 - 20 are too small for separate analysis, the survey could over sample to gather these additional data.

4. The final data source for monitoring drinking for youth under 18 is the Youth Risk Behavior Survey conducted by the Michigan Department of Education, School Health Division. This survey gathers more extensive drinking and substance abuse behavior data, and is again a statewide survey. These data are also not broken down by age, but with additional resources, these breakdowns could be obtained. Also, additional questions could be added to the survey to tap information about program effectiveness.

In short, Michigan has excellent tools to gather both baseline data, and data dealing with program effectiveness. Both surveys have a long history of enabling researchers to look at trends. And, the additional data could be gathered for minimal extra costs. With all these sources available, a comprehensive evaluation will be able to be performed to show if the above listed programs are successful.

APPENDIX C

Narrative of the Michigan FY99 EUDL Grant Application

BACKGROUND

The use of alcohol by underage youth is a well-documented, serious problem in Michigan and across the nation. As a result, over the years a number of agencies in Michigan, both public and private, local and state have identified reducing underage drinking as their mission or as a high priority. In Michigan, young people age 16 to 24 accounted for 22.5 percent of all crashes and 30.3 percent of all fatal crashes in 1997, even though they represented only 16.5 percent of Michigan's driving population (Michigan Traffic Crash Facts 1997). Alcohol aggravates this problem. In 1997, drinking drivers under 21 in Michigan were involved in 9.9 percent of all under-21 crashes, yet accounted for 15.7 percent of all had-been-drinking fatal crashes. The following chart illustrates the extent of the underage drinking-driving problem in Michigan.

The Office of Highway Safety Planning (OHSP) is a division of the Michigan Department of State Police. Its mission is to reduce traffic related crashes, deaths and injuries. OHSP takes a leadership role in encouraging collaboration and communication on a statewide basis regarding traffic safety issues. Recognizing the scope of the problem and the efficiency that could be achieved through greater collaboration, at the suggestion of OHSP, the Michigan State Safety Commission founded the Michigan Alcohol Issues Forum in 1994. Member agencies of the Commission are the Departments of State Police, State, Transportation, Community Health, and Education. The Office of Highway Safety Planning (OHSP) serves as secretariat. Although the focus of the Forum was reducing impaired driving, its early mission identified that community based programs presenting comprehensive solutions was the most effective method to achieve this reduction. Program funding was initially provided by the member agencies and later provided by OHSP and the Michigan Department of Community Health, Bureau of Substance Abuse Services (MDCH-BSAS).

In 1996, the Forum facilitated the formation of a statewide coalition to reduce underage drinking, the Michigan Coalition to Reduce Underage Drinking (MCRUD). MCRUD has a large membership consisting of local and statewide organizations and agencies. Its primary mission is to reduce underage access to alcohol through community based programs, encouraging youth leadership and coordinating state alcohol-related policies.

MCRUD meets monthly and makes grants available for local efforts, which support its mission, through a grant application and review process.

In 1997, leadership of MCRUD was transferred to Prevention Network (PN). PN has been in existence for 15 years. It is a statewide coalition of volunteer and professional groups whose common mission is to provide support, guidance, technical assistance, and advocacy for community-based efforts to promote healthy choices and the prevention of alcohol, tobacco and other drug problems. By partnering MCRUD with PN, the underage impaired driving issue can be approached in a broader way and in conjunction with other prevention efforts aimed at youth.

In addition, the Office of Highway Safety Planning meets on a regular basis with an interagency impaired driving work group that has representation from the Departments of State, Community Health, State Police, Corrections, State Court Administrative Office, and the Michigan Liquor Control Commission. This group has developed and is implementing a list of recommendations in response to a National Highway Traffic Safety Administration impaired driving assessment, which was conducted in Michigan in late 1996.

Michigan has commissioned numerous statewide and community assessments measuring youth substance abuse and use. Most recently, in spring 1997, a Youth Risk Behavior Survey (YRBS) was administered to 3,933 students in 71 participating schools in Michigan. The survey was developed by the National Center for Disease Control and Prevention. The YRBS was administered to students in randomly selected public high schools (9th through 12th graders). The results of the alcohol portion of the YRBS are as follows:

- 82% of students have tried alcohol
- 35% tried alcohol before the age 13
- 32% binge drank (5+ drinks in a row) during the last month
- 30% of 12 graders drove after drinking
- 37% of the students rode recently with a driver who had been drinking

Existing Youth Alcohol Prevention Programs in Michigan

Spotlight

The Spotlight program is a cooperative effort between retailers and law enforcement

to combat underage alcohol purchases. This program uses undercover police officers inside alcohol retail establishments (i.e. bars, take out stores, restaurants) to pose as store employees and stop minors from attempting to purchase alcohol and/or using false identification and also to stop adults from purchasing alcohol for minors. There has been an overwhelming request from both law enforcement and community coalitions to obtain this program. Locations that have conducted Spotlight grants have experienced broad community support. Also the relationship between law enforcement and participating retailers has been strengthened through this program due to the fact that they are now working together to deter minors from purchasing alcohol.

LEGAL

In the past year a curriculum was developed through an OJJDP grant to provide law enforcement agencies with guidelines on how to effectively perform on-premise liquor inspections to reduce underage access. The curriculum titled "Law Enforcement Guide for Alcohol Licensees," (LEGAL) details how sting/decoy operations should be conducted, how liquor violations should be processed, enforcement action available, and how to follow the guidelines established by the Michigan Liquor Control Commission. The curriculum also instructs officers on how to hold alcohol education classes with retailers so that alcohol related problems involving retailers can be avoided. The training also introduces sample city-ordinances from around the state and country. LEGAL is in the last editing stages at this time, training on LEGAL is planned to begin in October, 1999. A video to complement the LEGAL curriculum is also being developed in cooperation with funds from the Michigan Liquor Control Commission and OJJDP grant funds.

Party Patrols

Party Patrols funds are also available to law enforcement agencies to assist in getting the message to youth that parties involving alcohol will not be tolerated. This effort involves the participation of the local, county and state law enforcement agencies.

Minor in Possession Evaluation

An evaluation of the Minor in Possession Law is currently being done as a result of a grant funded by OHSP. After three years since the passage of the minor in possession law it has been found that many law enforcement agencies are reporting a significant number of second and third MIP offenses. This evaluation will survey the criminal justice community, law enforcement agencies, parents and students to see what is causing an increase in repeat offenses. The evaluation may provide a basis to enact a law change if

necessary.

Michigan Coalition to Reduce Underage Drinking (MCRUD)

Continual support of MCRUD outreach is also being funded through a previously obtained OJJDP grant. This funding will allow MCRUD to increase and enhance the exposure of their activities which meet critical needs of communities such as, providing technical assistance, assisting with training youth in student leadership skills and distributing information on model youth prevention programs. MCRUD currently has eight community coalitions who work directly with youth in doing youth alcohol prevention activities. These coalitions are supported with OHSP grant funds.

College Mentoring Program

Currently the Office of Drug Control Policy (ODCP) is funding a college mentoring program that will address freshmen coming into college that are alcohol free and wish to stay that way.

Coordinating Agencies

The Michigan Department of Community Health, Bureau of Substance Abuse has a Coordinating Agency in every county in Michigan who is responsible for developing/initiating substance abuse programs in their county, which includes alcohol prevention activities.

Judicial Training

Training for Judges and Prosecutors on youth law pertaining to alcohol offenses is currently being developed. The training is scheduled to take place in FY2000.

Work Place Programs

Support of work place programs for at-risk youth, 18-21 year olds not in college. This project is supported by a grant from OJJDP. It is believed that there is a lack of ATOD prevention programs for young persons at work and not in school that could have a major personal and societal impact in our state.

PROGRAM NARRATIVE

Upon notice of this grant award, OHSP assembled the original task force that planned the "Combating Underage Drinking" OJJDP grant application. This task force consists of representatives from MCRUD, the state agency impaired driving work group and other local

partners. The group reviewed the Combating Underage Drinking grant as well as other youth alcohol prevention programs that are currently in place in Michigan. The group then came to a consensus on the additional strategies this funding opportunity could support to further the progress the state has made in addressing this issue and complimenting or enhancing programs currently in place.

The following focus areas for this grant were selected:

1. Enhanced law enforcement training in the area of underage drinking
2. Pilot innovative underage court programs
3. Education and awareness on youth alcohol issues for judges, prosecutors and court staff

1. Enhanced Law Enforcement Training

A key strategy to the prevention of alcohol-impaired driving crashes among youth below the legal drinking age is to restrict their access to alcohol. This outcome is important because it is a primary prevention strategy, meaning that the focus on the effort is preventing alcohol-impaired driving from occurring in the first place. Without access to alcoholic beverages, young people cannot drink and drive. This is a widely accepted strategy.

Through these grant funds a complete menu of programs aimed at fighting underage drinking will be developed in order to train police agencies and coalitions how to implement effective alcohol strategies. Each program will be offered to a broad base of community members including youth. All classes and materials will be provided to areas around Michigan through workshops with law enforcement and coalitions.

Law Enforcement Activities to be Supported

\$150,000

- 1.1 Spotlight and LEGAL materials such as binders, posters, brochures, stickers, buttons, and printing costs for Spotlight LEGAL manuals, telephone and miscellaneous costs.
- 1.2 Continued support of one law enforcement officer to develop, promote and train on LEGAL and Spotlight (time and travel).
- 1.3 Train the trainer. Three law enforcement officers will be trained on LEGAL and

Spotlight. Once trained, these officers will assist the existing officer with LEGAL and Spotlight workshops to be held around the state. Costs will cover time and travel expenses.

2. Innovative Underage Court Programs

Through interviews with youth, it has been found that most young drinkers do not believe that anything bad will happen to them as a result of drinking alcohol. Youth believe that they are immortal. This false sense of security leads to reckless behavior resulting in arrests, injury or both.

Clearly judges are in a unique position to effect change in these behaviors. While historically a reactive institution, society now requires, if not demands, a proactive judiciary. By using judges to educate youth and show them the serious consequences that await law breakers, young lives may be saved.

2.1 Courageous Decisions Program: \$23,500

Courageous Decisions is a program developed by Judge Martone of Michigan, a former vehicle homicide prosecutor. The program is an award winning alcohol and drug intervention program. The Courageous Decisions Program consists of two separate and distinct presentations, Courageous Decisions Court and Courageous Decisions Video. In the video presentation Judge Martone engages students in an interactive dialogue where students are shown a series of poignant video vignettes and still photos illustrating the catastrophic results of flawed critical thinking. Nearly 36,300 students have participated in the program in nine states as of April 1, 1999. In the Courageous Decisions Court presentation, Judge Martone actually conducts a session of his court at a local middle or high school with real cases, real defendants and real sentences.

General Motors and the K-Mart Family have provided funding to assist with the development of the "How to" manual and video that provides step by step directions for other judges to replicate the Courageous Decisions Program in their jurisdictions.

Funds from this grant will support the printing of 250 copies of a "How to" manual, and 200 copies of the "How to" video. These funds will also cover the cost for promotional materials and an evaluation component.

3. Court Training

To effectively address the problem of youth alcohol issues from a criminal justice perspective, it is necessary to provide education and training for judges and court staff on the issues. Law enforcement, prosecutors and the public recognize that the judiciary is a key component of the criminal justice system. Without the full support of the judiciary, law enforcement and prosecutorial efforts are less than meaningful; as arrest and prosecution do not lead to conviction, but rather dismissal, reduced charges and the perception by law enforcement and prosecutors that their efforts were to no avail.

With past grants funds obtained from OJJDP, training on "Combating Underage Drinking" has been developed for judicial staff, and training sessions are scheduled to be held during FY2000. It has been noted that there is a substantial audience of judges and judicial staff who must continually be trained.

Support for innovative court programs and court training programs comes from OHSP's criminal justice partners who have expressed interest and support in these programs: State Court Administrative Office and the Michigan Judicial Institute.

3.1 Judicial Training Seminars \$10,000

A "Family Division Summit" will be held with participants from the Family Division Judges and court referees. The summit will be of interest to judges and quasi-judicial officers assigned to the family Division with topics addressing a broad scope of issues on underage drinking. It is anticipated that there will be three 3.5-hour workshops with 25 participants for a total of 10.5 hours of training and 75 total participants.

3.2 Magistrate Training \$5,000

A ½ day workshop on Enforcing Underage Drinking Laws will be held at the Magistrate Specialty Seminar in 1999-2000. This workshop was previously conducted in October 1998, and was well received by the judicial audience. Faculty will be well-versed in underage drinking laws.

3.3 Judicial Training: "Therapeutic Jurisprudence" \$40,000

The purpose of this training will be to expose judges and judicial officers to the concepts relating to therapeutic jurisprudence and to demonstrate how this evolving area of law may assist them with the handling of a variety of youth alcohol issues. There will be a

focus on strategies to avoid the “revolving door” syndrome experienced by many trial courts when dealing with underage drinkers and information on best practices/model pre-trial and probationary programs which have been shown to be effective with a youthful population. Assistance for this program will be solicited from the Michigan Association of Drug Court Professionals. MJJ proposes to offer a 1 ½ day seminar for 50-60 participants. Faculty will include judges and court professionals from courts with proven programs.

Many judges feel they have very limited options when sentencing underage drinking offenders when jail space is not available or not appropriate. A portion of this grant will be used to fund programs for alternative sanctions.

3.4 Judicial and Staff Training, “Advanced Issues in Enforcement of Underage Drinking Laws” **\$21,000**

With the use of previously obtained OJJDP grant funds, a ½ day training module and a delivery mode on “Combating Underage Drinking” is currently being developed. Intentions are to include this module in various judges’ seminars and any combined juvenile and domestic relations training for court professional personnel by May 30, 2000. In addition, the module will be made available to various associations, including but not limited to various judges’ and referee associations, Friend of the Court Association and Juvenile Justice Association of Michigan. The current training is intended to give an overview of the problem and encourage enhanced efforts to address the issue. With funds obtained from this grant, this training will be developed into a 1½ day seminar on “Advanced Issues in Enforcement of Underage Drinking Laws.” Participants at this program will be those who attended the initial training and will be limited to no more than 100 participants.

3.5 Completion of an Electronic Bench Book on CD-Rom **\$22,500**

By September 30, 1999, a separate volume of the Traffic Bench Book will be developed to address youth offenses and procedure, and to provide direction to judges and quasi-judicial officers, with a separate technical, legal and procedural manual to accompany the training and act as a stand-alone reference manual. Juvenile traffic cases should be treated in a separate publication because they allow for a variety of procedures to be used, and because the creation of a unified family court in Michigan has brought some court personnel into contact with juvenile law for the first time.

An electronic version of this bench book began in FY1999. The completion of the electronic Bench Book will be supported with funds from this grant. This electronic Bench

Book will be available for judges to use on their laptops during trial. Statute references and citations are instantly accessible in this way and the electronic bench book structure allows a judge to freely navigate from section to section at every step of the proceedings.

This electronic Bench Book will be particularly helpful to all judges as well as law enforcement and prosecutors. It is anticipated that up to 1,000 copies of the electronic Bench Books will be duplicated and mailed.

Planning and Administration

\$18,000

These funds will be used to support administration of this grant and also for the use of travel and costs associated with travel pertaining to this grant.

Evaluation

\$70,000

It has been determined that funding from this grant will be used to evaluate this grant as well as two previous grants awarded to OHSP by OJJDP (combating Underage Drinking 6/1/98-5/30/2001 and Discretionary Grand Funds 10/1/98-9/30/2001). Funds from the Combating Underage Drinking grant were originally designated for evaluation of that grant (\$30,000) however, it is felt a more thorough evaluation could be completed by using funds from this grant to evaluate all three grants awarded by OJJDP. The original \$30,000 set aside in the Combating Underage Drinking grant will be used for program activity.

Data necessary for evaluating the above programs are currently available from four different sources in Michigan.

1. The Michigan Department of State maintains the Master Driving Record (MDR) for every driver in the state. The MDR is a complete driver-history database containing among other things, arrest, conviction, court, and crash information. Depending on the offense, data are maintained in the database for seven to 10 years. Each time this data set is extracted, it represents a "snapshot" of the driver history record at the point in time it was extracted.
2. The Michigan Office of Highway Safety Planning (OHSP) maintains the census crash data set containing detailed information on all crashes reported by law enforcement agencies in the state. This data includes detailed information contained on the police

crash report form that cannot be found on the MDR. With the crash data information, the University of Michigan Transportation Research Institute (UMTRI) creates the Michigan traffic Crash Facts book every year. This book contains the following information on crashes: crash type, had been drinking crash, age breakdown of driver in crash, zero tolerance information, injury severity, death rate, and county statistics to name a few.

3. The Michigan Department of Community Health has developed a statewide system of monitoring several risk factors called the Behavior Risk Factor Surveillance System (BRFSS). The system does an excellent job of gathering statewide data on alcohol use related to: have tried drinking, binge drinking, and drinking and driving for adults aged 18 years and living independently. The survey is over sampled in minority populations to insure that it is representative.

The data are not currently broken down by age, but the data are available for secondary analysis that allow the ongoing monitoring of drinking for adults age 18, 19 and 20. The BRFSS can also be modified in that units of state government can add a few additional questions to the survey based on their interests. And, if the numbers of individuals age 18-20 are too small for separate analysis, the survey could over sample to gather these additional data.

4. The final data source for monitoring drinking for youth under 18 is the Youth Risk Behavior Survey conducted by the Michigan Department of Education, School Health Division. This survey gathers more extensive drinking and substance abuse behavior data, and is again a statewide survey. These data are also not broken down by age, but with additional resources, these breakdowns could be obtained. Also additional questions could be added to the survey to tap information about program effectiveness.

In short, Michigan has excellent tools to gather both baseline data, and data dealing with program effectiveness. The two surveys have a long history of enabling researchers to look at trends. And, the additional data could be gathered for minimal extra costs.

With all of these sources available, a comprehensive evaluation will be able to be performed on all programs that have been funded with OJJDP grant funds, including the original \$360,000 Combating Underage Drinking funds, the discretionary grant funds and

funds obtained from this grant application. This evaluation will determine if the programs funded from these grants are successful.

Self sufficiency strategy

Michigan is committed to providing tools for law enforcement, communities, youth, parents and the criminal justice system to strengthen underage alcohol countermeasures. Michigan plans to continue to invest in the infrastructure in the areas of law enforcement and the criminal justice system. Training and awareness programs developed will have long-term impact.

Because Michigan has been proactive in bringing a variety of agencies and coalitions to the same table over the past several years, we are a step ahead in identifying and making accessible a variety of funding sources for communities. Knowledge of successful programs currently operating in Michigan is being shared. Funding through this grant will provide the additional framework necessary to continue to attract current funding sources while enhancing the chance to appeal to new funding sources and programming.

