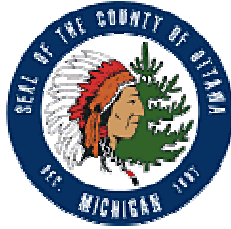


Ottawa County



Attitudes Matter Program Evaluation

PLANNING & GRANTS DEPARTMENT
NOVEMBER 2003



2003 Ottawa County Board of Commissioners

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INTRODUCTION

Attitudes Matter Program Evaluation

Introduction

This evaluation is being conducted to determine the effectiveness of a three-year pilot project involving the Attitudes Matter Program. The program is a prevention-based, social marketing campaign designed to educate parents about juvenile substance-use issues and encourage them to address these issues with their children. The purpose of the program is to reduce substance-use among juveniles.

The program was initiated in 1999, but actual implementation of program activities began in May of 2000. The overall program is comprised of several components which include the following: media flights (i.e. billboards, yard signs, newspaper, radio, and television advertisements); literature distribution to parents of 5th - 6th grade students; “faith events” (concerts that are used to raise awareness of substance-use issues and to provide program materials to attendees); and “in-school” educational efforts for 5th - 6th graders.

From the outset, parents and students from Allendale and Spring Lake School Districts were targeted to be the primary recipients of Attitudes Matter programming. These school districts were intended to be used as “demonstration” sites for the program. The remaining portions of Ottawa County were to serve as “control or benchmark groups”. The demonstration and control groups were to be compared to determine the overall impact that Attitudes Matter had on the demonstration sites. However, when the program was implemented, all of the school districts received virtually the same types of programming except that Allendale and Spring Lake had additional promotional materials distributed at high school athletic events and direct mailers were sent to parents (Fall 2001, Spring 2002, and Fall 2002). Although this situation impacts the original evaluation design, it does not prevent a thorough and useful evaluation from being completed.

Performance indicators and evaluation timetables were established for Attitudes Matter by the Public Health Department and County Administration prior to the program’s implementation. The performance indicators include the following:

- Juvenile substance-related arrests
- School substance-related disciplinary actions
- Attitudinal surveys commissioned by the Health Department
- Program cost

PERFORMANCE INDICATORS

Performance Indicators

Juvenile Substance-Related Arrests

Background

Arrest data was collected between 1998 and 2003 (June). All of the data collected prior to May of 2000 - the program start date - was used as a baseline measurement to show whether arrest rates increased or decreased after the program commenced. It is recognized that these arrest rates could have been impacted by independent variables such as population increases, geographic location, seasonal change, or special law enforcement activities. Therefore, a concerted effort was made to address the potential impact of these variables on arrest rates and/or longitudinal trends.

Juvenile arrests were converted into “rates per 100 students” to provide an objective measure that was not impacted by fluctuations in school population. The arrest rates are displayed in graphs and charts in both monthly and annual increments to show short and long-term longitudinal trends (Attachments A-F). Arrest data is also displayed by school district. Allendale and Spring Lake School Districts are displayed separately in some instances to determine whether their slightly modified programming had any impact on arrest rates. Large increases and decreases in arrest rates at some schools should be viewed with caution since the data sets are relatively small and easily affected by minor fluctuations in arrests.

Because 5th - 6th grade students have received Attitudes Matter materials at school, it can be assumed that by 2003 most 5th - 9th grade students had been exposed to this particular program information. To that point, certain graphs display arrest rates and trend lines for these students separately to determine if their exposure to Attitudes Matter reduced delinquency.

Finally, special law enforcement activities and media flight events were depicted on graphs, along with arrest rates, to show the point-in-time of their occurrence and any resulting impact they may have had on arrest rates. The special law enforcement activities that would have potentially had an impact on juvenile arrest rates are as follows:

- In January 1999, the Ottawa County Sheriff’s Department hired eight “school officers” to work specifically with students in schools. As a result of the increased presence and intervention of these officers, arrest rates would be expected to rise shortly after their hiring and then level off in subsequent years.
- The Sheriff’s Department initiated “Party Patrols” in September 2000. This initiative was designed to obtain information about student parties that might involve the use of illegal substances. Officers were to prevent the parties from being held or show up and take appropriate action while the parties were in progress. It would be expected that prevention efforts would tend to reduce arrests while intervention actions would increase arrests.

Data Analysis

- The arrest rate for substance use (alcohol and drug) in 5th-12th graders increased by 22.0% since the Attitudes Matter program was implemented (Attachments A & E).
- The arrest rate for substance use (alcohol and drug) in 5th-9th graders increased by 28.9% since the Attitudes Matter program was implemented (Attachments B & E).

- The arrest rate for alcohol use only in 5th-12th graders increased by 14.6% since the Attitudes Matter program was implemented (Attachment C & E).
- The arrest rate for alcohol use in 5th-9th graders increased by 24.0% since the Attitudes Matter program was implemented (Attachment C).
- The school districts that had increases in their substance use arrest rates (5th-12th grades) were Allendale (531.0%), West Ottawa (113.5%), Coopersville (95.2%), Grand Haven (10.8%), and Holland (4.8%) (Attachments A & E)¹.
- The school districts that had decreases in arrest rates (5th-12th grades) were Hudsonville (65.0%), Jenison (58.8%), Spring Lake (46.4%), and Zeeland (4.7%) (Attachments A & E)¹.
- The hiring of “school officers” in 1999 did not appear to have any appreciable impact on arrest rate trends (Attachment D).
- Party Patrols did not appear to have any appreciable impact on the month-to-month arrest rate trends.
- There is no consistency in arrest rates (5th-12th grades) on a month-to-month basis. However, there is a consistent, upward trend related to overall juvenile arrest rates (Attachment D).
- There is no consistency in arrest rates following media flights. However, there is a consistent, upward trend related to overall juvenile arrest rates (Attachment D).
- There is little consistency in arrest rates (5th-12th grades) among individual school districts despite the fact that Attitudes Matter programs were similar in most school districts. (Attachments F1 – F10).

School Substance-Related Disciplinary Actions

Background

School disciplinary information related to substance-use was not available for this evaluation.

Attitudinal Surveys Commissioned by the Health Department

Background

The Health Department commissioned three “point-in-time” surveys through the Carl Frost Center at Hope College to measure parents’ attitudes toward alcohol and underage drinking, as well as their level of exposure to the Attitudes Matter campaign. The first survey took place in June of 2000 and included responses from 245 parents. The second survey occurred in November of 2000 with 496 parents responding. A follow-up survey, with 600 parents participating, was conducted in May of 2003.

Data Analysis

- In 2003, 62.3% (373) of parents had not heard of the Attitudes Matter campaign. (Table 23d – Page 95 of Survey).
- Of the parents who had heard of the Attitudes Matter campaign, 165 (73.0%) of them reported using the Attitudes Matter materials. This represents 27.5% of all parents surveyed. (Calculated from Table 26h – Page 105 of Survey).

¹It is important to note that large increases and decreases in arrest rates associated with individual school districts should be interpreted with caution because the data sets are small and easily affected by minor fluctuations in the number of arrests.

- Of the 163 parents who reported using the materials, 72 (44.2%) of them indicated they found the materials to be moderately helpful in speaking with their children about underage drinking. This represents 12.0% of all parents surveyed. Additionally, 41 parents (25.2%) indicated they found the materials to be very helpful. This represents 6.8% of all parents surveyed (Table 26j – Page 106 of Survey).
- The Parents’ Attitudinal Survey indicates that Ottawa County parents already possess and embrace many of the attitudes that are being promoted in the Attitudes Matter Program. The following quote is taken from the Parents’ Survey: “It was encouraging that so many parents were already using many of the strategies provided in the campaign materials...The fact that parents were already doing what the campaign is advocating might not help the statistical claim for the campaign’s effectiveness, but it certainly lends credence to the claim that the campaign is advocating the same thing that parents report doing.” (Page 33 of Survey).

Cost

Background

The cost data for the program was provided by the Ottawa County Finance Department and includes the overall program cost on an annual basis. Ottawa County’s cost for conducting this program from 1999 through 2003 was \$1,036,610 (See Attachment G). An additional \$296,907 will be spent on the Attitudes Matter Program in 2004.

CONCLUSION

Conclusion

The cost of conducting the Attitudes Matter Program over the past five years exceeded \$1,000,000. In addition, almost \$300,000 is budgeted for the program during the 2004 fiscal year. Despite these substantial expenditures, juvenile substance-related arrest rates have increased since the program was initiated. Additionally, the attitudinal survey conducted by the Frost Research Center disclosed that almost two-thirds (62.3%) of parents of school-aged children had not heard about the Attitudes Matter Program. Fewer yet have used the material and found it to be moderately or very helpful as it relates to their ability to speak about underage drinking with their children. Furthermore, the survey indicates that parents already possess the attitudes that the program is promoting.

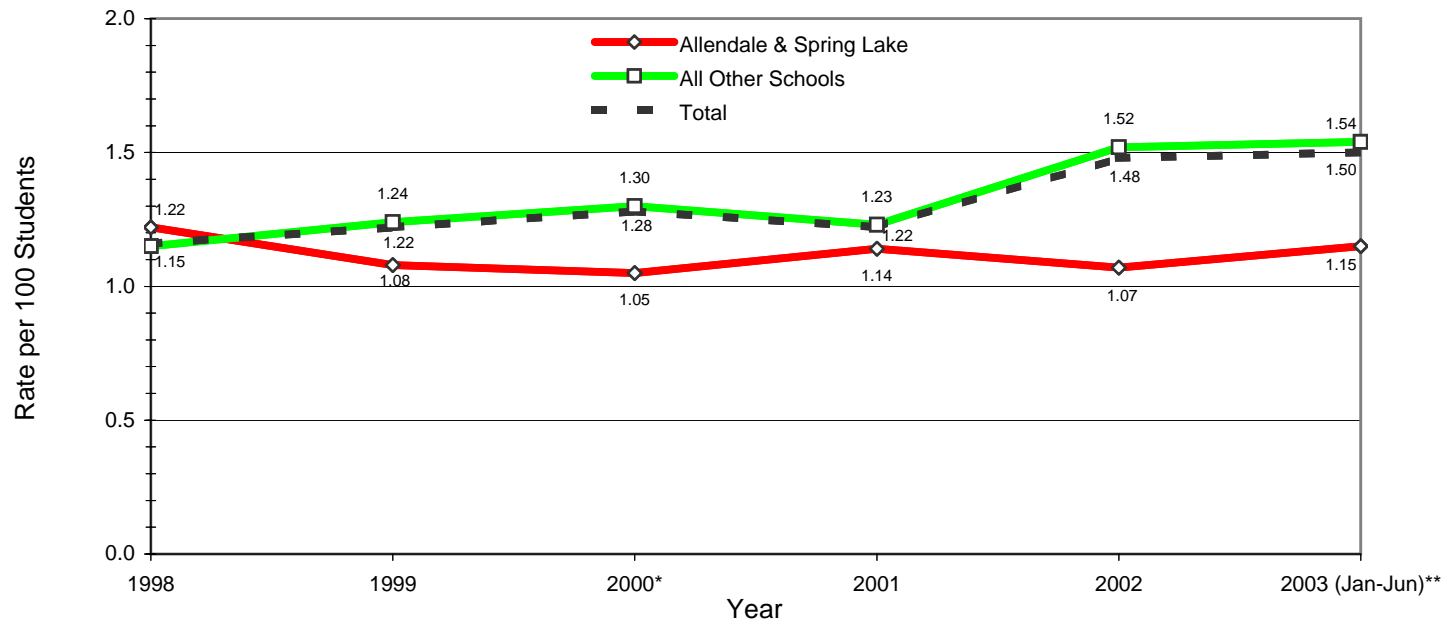
Juvenile substance-use is a serious issue that requires public involvement and broad-based community support. The County's endeavor to establish an Attitudes Matter Program for the purpose of addressing juvenile substance-use is commendable. None-the-less, any endeavor to reduce substance-use must prove to be results-oriented and cost effective. The data from both the attitudinal survey and the arrest rates indicates Attitudes Matter is not generating the results or intended outcomes that were originally anticipated. As a result, it is recommended that the present program be phased out over the next year while a different prevention/intervention-based program is developed to address juvenile substance-use issues in Ottawa County.

APPENDIX

Attachment A

Annual Alcohol and Drug Arrest Rates Grades 5-12

School District	1998		1999		2000 (Jan-Apr)*		2000 (May-Dec)		2001		2002		2003 (Jan-Jun)**	
	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students
Allendale	25	2.63	12	1.19	1	0.29	5	0.68	9	0.79	10	0.85	10	1.83
Spring Lake	2	0.16	13	0.99	5	1.12	14	1.61	19	1.43	17	1.26	4	0.60
<i>Combined</i>	<i>27</i>	<i>1.22</i>	<i>25</i>	<i>1.08</i>	<i>6</i>	<i>0.76</i>	<i>19</i>	<i>1.19</i>	<i>28</i>	<i>1.14</i>	<i>27</i>	<i>1.07</i>	<i>14</i>	<i>1.15</i>
Coopersville	20	1.39	12	0.83	4	0.83	11	1.16	15	1.04	15	1.02	12	1.62
Grand Haven	57	1.45	59	1.51	23	1.76	50	1.89	67	1.70	117	2.98	36	1.95
Holland	80	2.51	98	3.07	31	2.91	51	2.34	84	2.60	63	1.93	47	3.05
Hudsonville	23	0.91	11	0.42	9	1.00	16	0.89	6	0.21	18	0.64	5	0.35
Jenison	15	0.50	19	0.63	8	0.80	18	0.90	27	0.89	12	0.39	5	0.33
West Ottawa	41	1.04	64	1.54	20	1.41	41	1.39	81	1.80	111	2.43	69	3.01
Zeeland	21	0.79	19	0.69	4	0.43	14	0.73	9	0.31	28	0.95	6	0.41
Holland Christian	3	0.16	3	0.16	0	0.00	3	0.23	5	0.26	1	0.10	0	0.00
<i>Combined</i>	<i>260</i>	<i>1.15</i>	<i>285</i>	<i>1.24</i>	<i>99</i>	<i>1.28</i>	<i>204</i>	<i>1.32</i>	<i>294</i>	<i>1.23</i>	<i>365</i>	<i>1.52</i>	<i>180</i>	<i>1.54</i>
Total	287	1.16	310	1.22	105	1.23	223	1.30	322	1.22	392	1.48	194	1.50



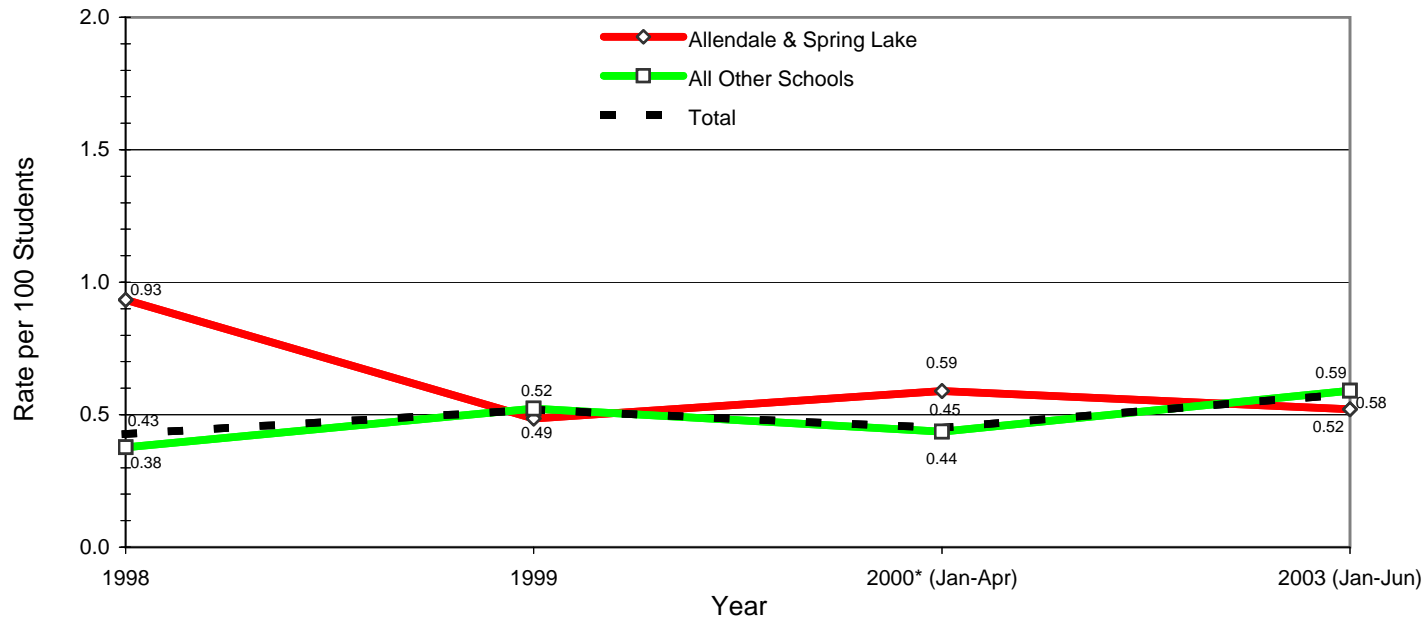
*The Attitudes Matter program began in May 2000.

**January through June 2003. Note: Arrest rates tend to be higher in the fall.

Attachment B

Annual Alcohol and Drug Arrest Rates Grades 5-9

School District	1998		1999		2000 (Jan-Apr)*		2003 (Jan-Jun)	
	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students
Allendale	13	2.16	4	0.62	1	0.44	3	0.84
Spring Lake	0	0.00	3	0.38	2	0.71	1	0.24
<i>Combined</i>	<i>13</i>	<i>0.93</i>	<i>7</i>	<i>0.49</i>	<i>3</i>	<i>0.59</i>	<i>4</i>	<i>0.52</i>
Coopersville	6	0.67	3	0.33	2	0.66	2	0.42
Grand Haven	15	0.61	21	0.85	5	0.62	8	0.72
Holland	13	0.63	21	1.00	5	0.71	13	1.31
Hudsonville	3	0.18	4	0.23	2	0.33	1	0.11
Jenison	6	0.31	2	0.10	3	0.47	1	0.11
West Ottawa	9	0.35	24	0.87	4	0.42	18	1.20
Zeeland	3	0.18	2	0.11	1	0.16	1	0.11
Holland Christian	0	0.00	1	0.08	0	0.00	0	0.00
<i>Combined</i>	<i>55</i>	<i>0.38</i>	<i>78</i>	<i>0.52</i>	<i>22</i>	<i>0.44</i>	<i>44</i>	<i>0.59</i>
Total	68	0.43	85	0.52	25	0.45	48	0.58

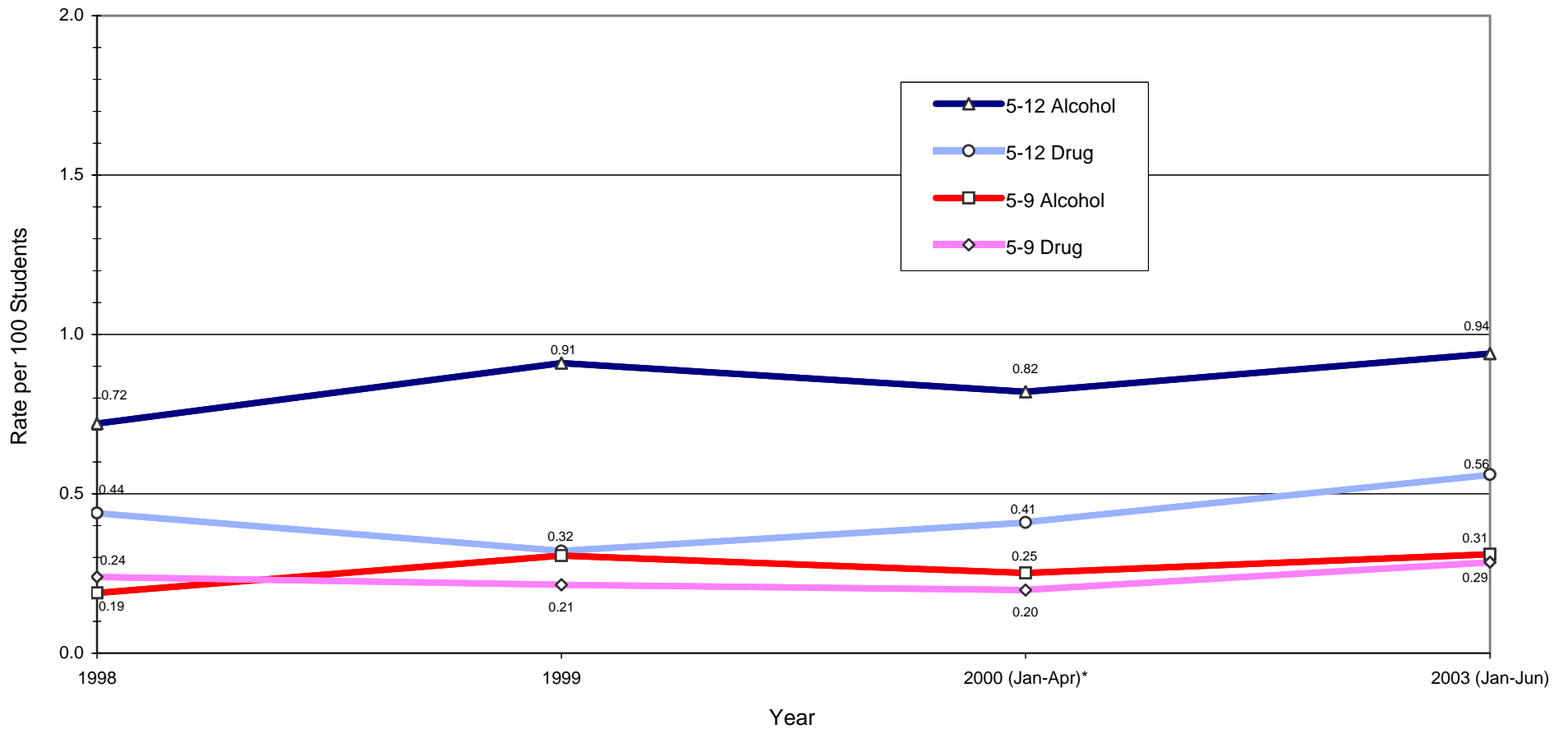


*The Attitudes Matter program began in May 2000.

Attachment C

Annual Alcohol and Drug Arrest Rates All School Districts (Grades 5-9, 5-12 Comparison)

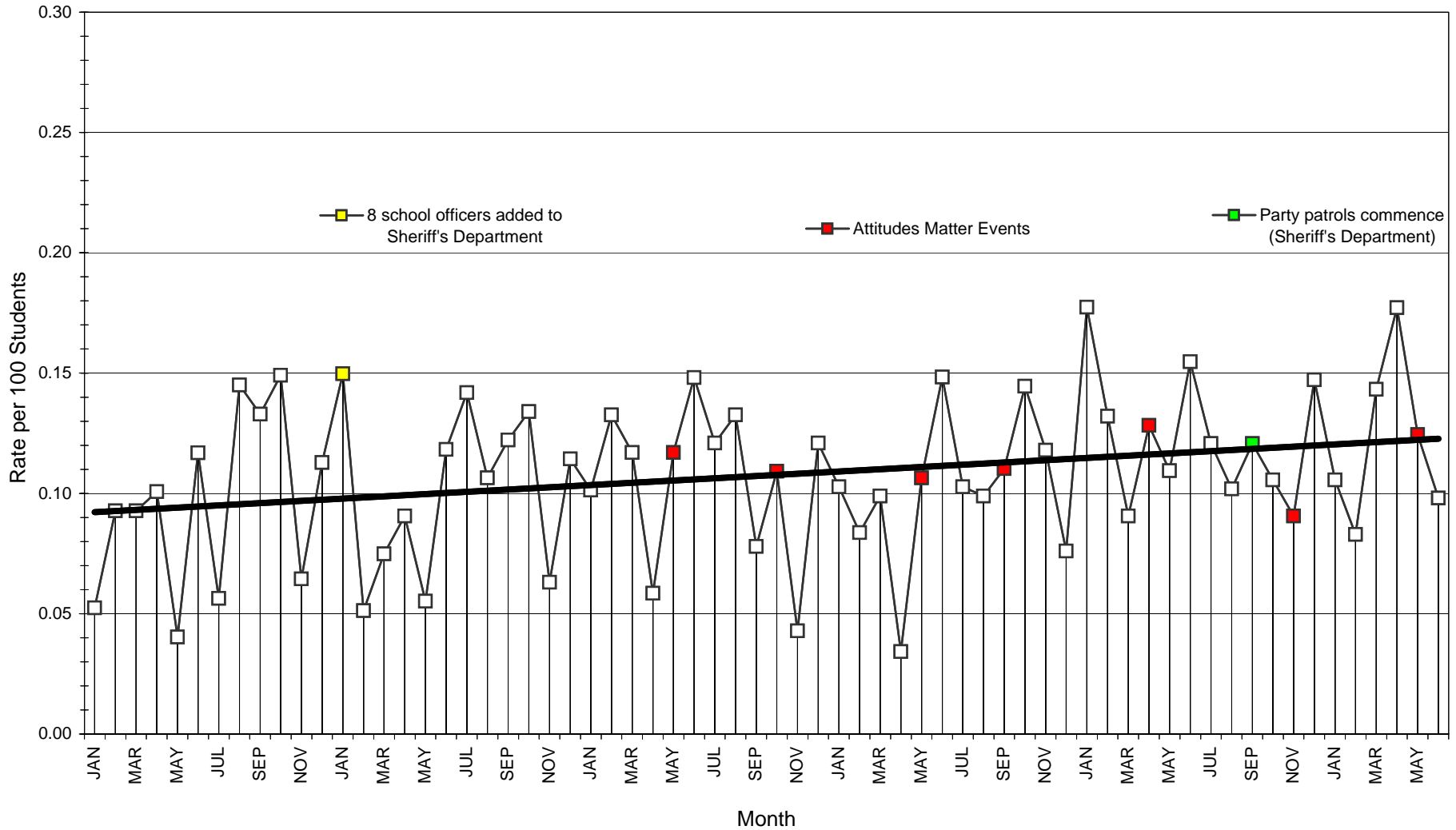
Grade	Arrest Type	1998		1999		2000 (Jan-Apr)*		2000 (May-Dec)		2001		2002		2003 (Jan-Jun)	
		Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students
5-9	Alcohol	30	0.19	50	0.31	14	0.25	24	0.22	36	0.22	41	0.24	25	0.31
	Drug	38	0.24	35	0.21	11	0.20	18	0.16	28	0.17	32	0.19	23	0.29
5-12	Alcohol	179	0.72	230	0.91	70	0.82	147	0.86	208	0.79	268	1.01	121	0.94
	Drug	108	0.44	80	0.32	35	0.41	76	0.44	114	0.43	124	0.47	73	0.56



*The Attitudes Matter Program began in May 2000.

Attachment D

Monthly Alcohol and Drug Arrest Trendline All School Districts (Grades 5-12)



Number of Months Above/Below Trendline

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Above Trendline	2	2	2	3	2	5	3	3	3	4	1	4	34
Below Trendline	4	3	3	3	4	1	2	2	2	1	4	1	30

Attachment E

Change in Arrest Rate

It is important to note that large increases and decreases in arrest rates associated with individual school districts should be interpreted with caution because the data sets are small and easily affected by minor fluctuations in arrests.

Annual Arrest Rates (Alcohol and Drugs Combined)

Individual Districts, Grades 5-12

School District	2000 (Jan-Apr)		2003 (Jan-Jun)		Rate Difference	% Change
	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students		
Allendale	1	0.29	10	1.83	1.54	531.0%
Spring Lake	5	1.12	4	0.60	-0.52	-46.4%
<i>Combined</i>	6	0.76	14	1.15	0.39	51.3%
Coopersville	4	0.83	12	1.62	0.79	95.2%
Grand Haven	23	1.76	36	1.95	0.19	10.8%
Holland	31	2.91	47	3.05	0.14	4.8%
Hudsonville	9	1.00	5	0.35	-0.65	-65.0%
Jenison	8	0.80	5	0.33	-0.47	-58.8%
West Ottawa	20	1.41	69	3.01	1.60	113.5%
Zeeland	4	0.43	6	0.41	-0.02	-4.7%
Holland Christian	0	0.00	0	0.00	0.00	0.0%
<i>Combined</i>	99	1.28	180	1.54	0.26	20.7%
Total	105	1.23	194	1.50	0.27	22.0%

Annual Arrest Rates (Alcohol and Drugs Combined)

Individual Districts, Grades 5-9

School District	2000 (Jan-Apr)		2003 (Jan-Jun)		Rate Difference	% Change
	Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students		
Allendale	1	0.44	3	0.84	0.40	90.9%
Spring Lake	2	0.71	1	0.24	-0.47	-66.2%
<i>Combined</i>	3	0.59	4	0.52	-0.07	-11.9%
Coopersville	2	0.66	2	0.42	-0.24	-36.4%
Grand Haven	5	0.62	8	0.72	0.10	16.1%
Holland	5	0.71	13	1.31	0.60	84.5%
Hudsonville	2	0.33	1	0.11	-0.22	-66.7%
Jenison	3	0.47	1	0.11	-0.36	-76.6%
West Ottawa	4	0.42	18	1.20	0.78	185.7%
Zeeland	1	0.16	1	0.11	-0.05	-31.3%
Holland Christian	0	0.00	0	0.00	0.00	0.0%
<i>Combined</i>	22	0.44	44	0.59	0.15	34.1%
Total	25	0.45	48	0.58	0.13	28.9%

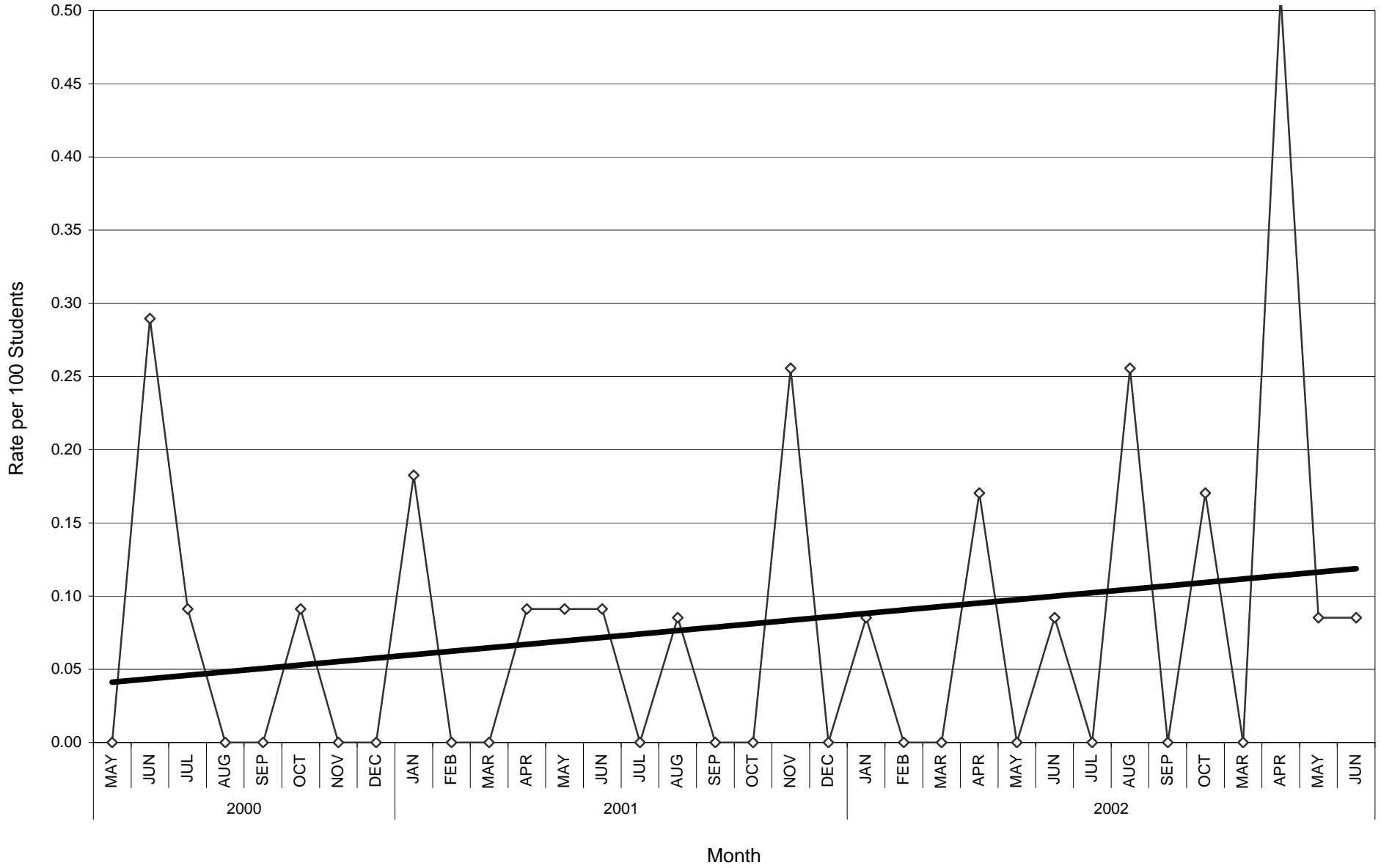
Annual Arrests (Alcohol & Drug Separated)

All School Districts (Grades 5-9, 5-12 Comparison)

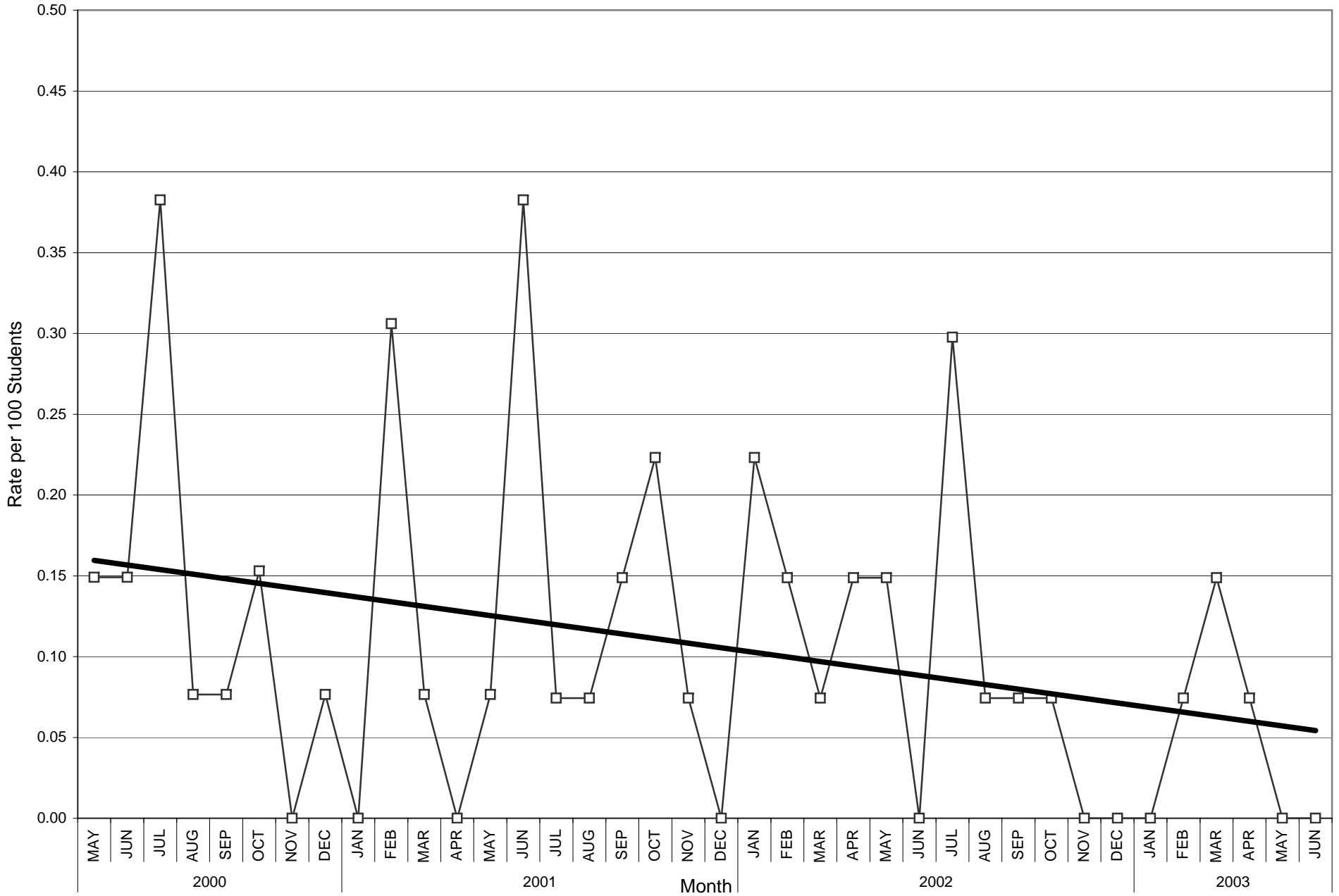
Grade	Arrest Type	2000 (Jan-Apr)		2003 (Jan-Jun)		Rate Difference	% Change
		Total Arrests	Rate per 100 Students	Total Arrests	Rate per 100 Students		
5-9	Alcohol	14	0.25	25	0.31	0.06	24.0%
	Drug	11	0.20	23	0.29	0.09	45.0%
5-12	Alcohol	70	0.82	121	0.94	0.12	14.6%
	Drug	35	0.41	73	0.56	0.15	36.6%

Attachment F1

Allendale School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)

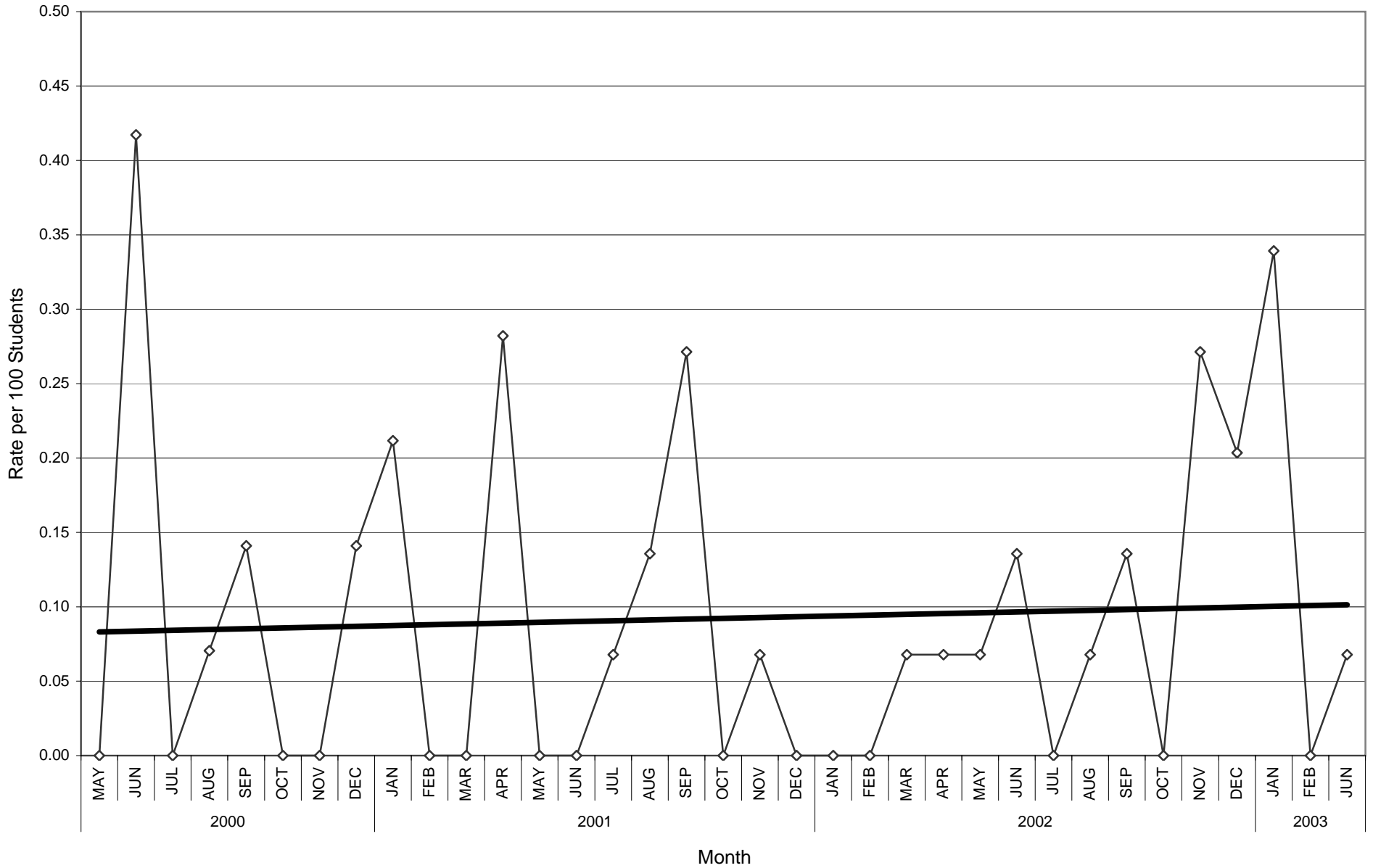


**Spring Lake School District
Monthly Alcohol and Drug Arrest Trendline
(Grades 5-12)**



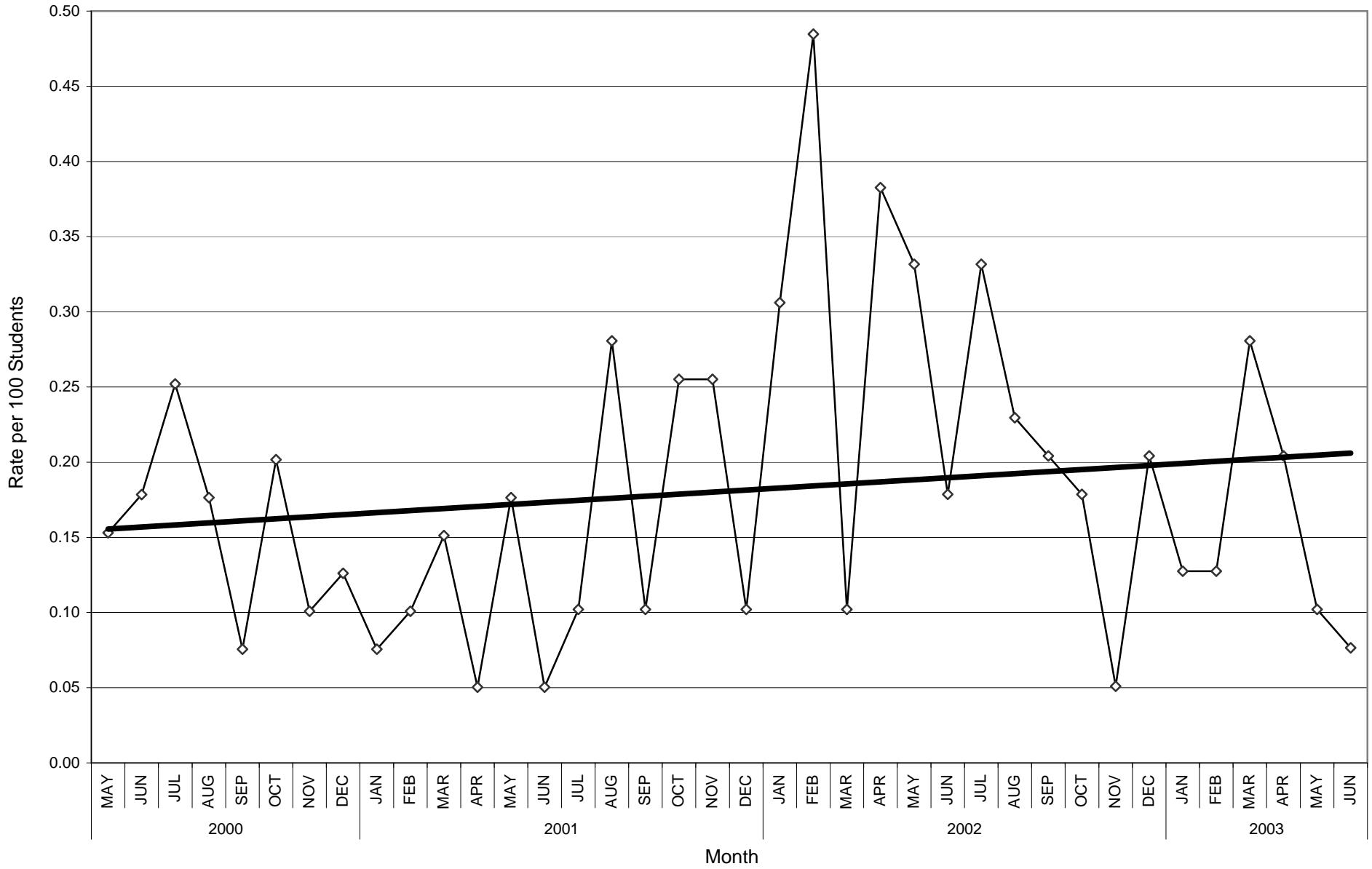
Attachment F3

Coopersville School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



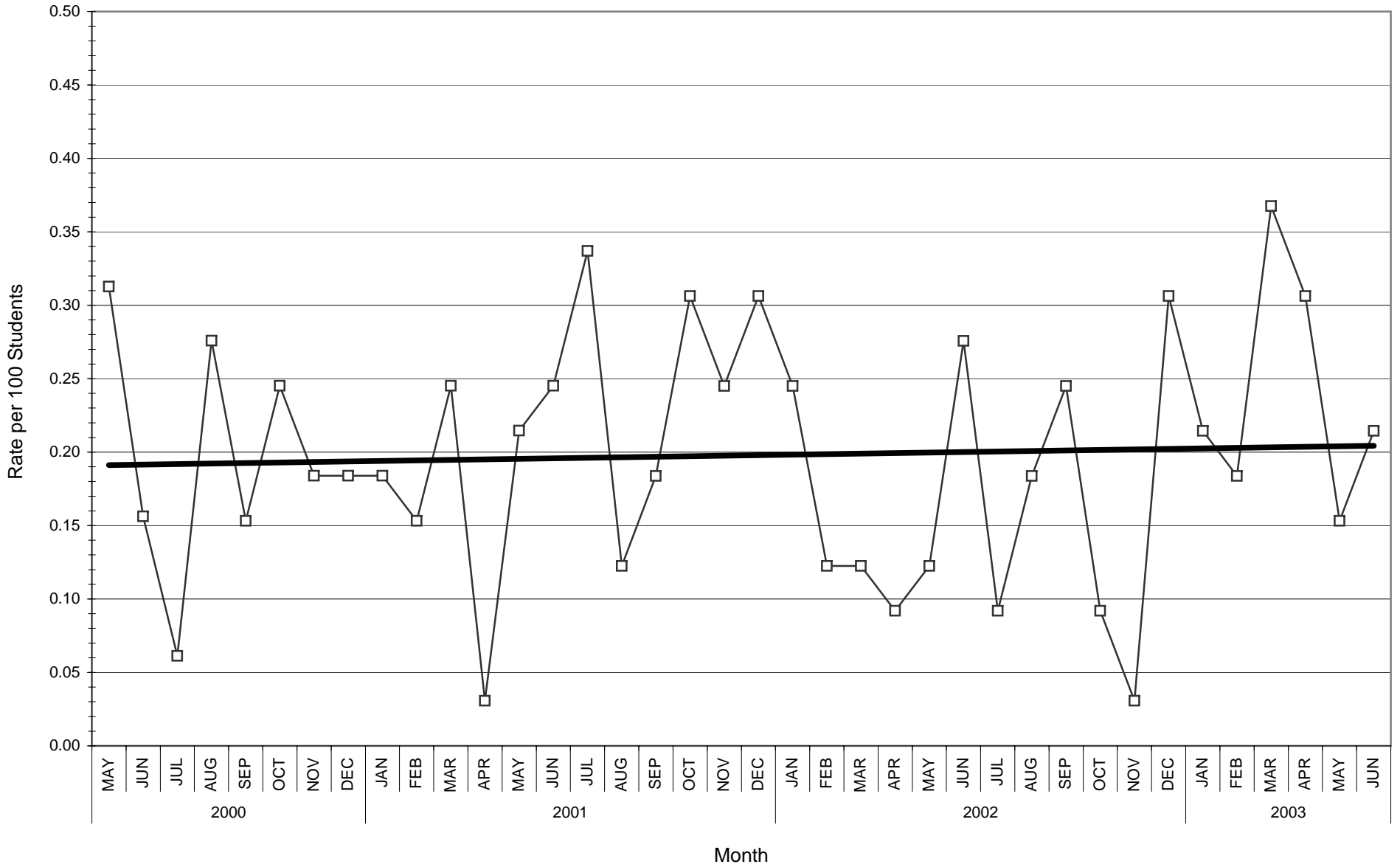
Attachment F4

Grand Haven School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



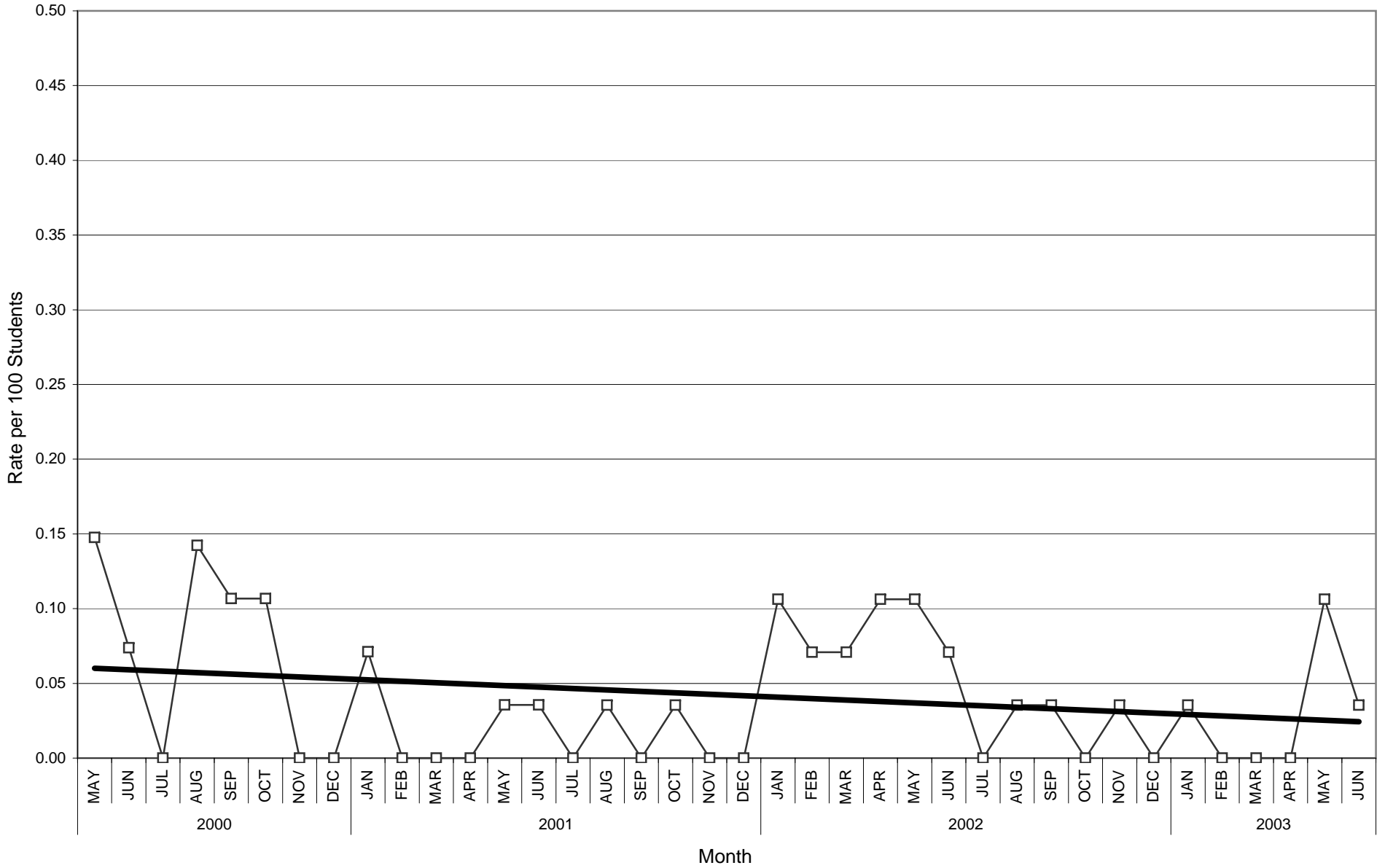
Attachment F5

Holland School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



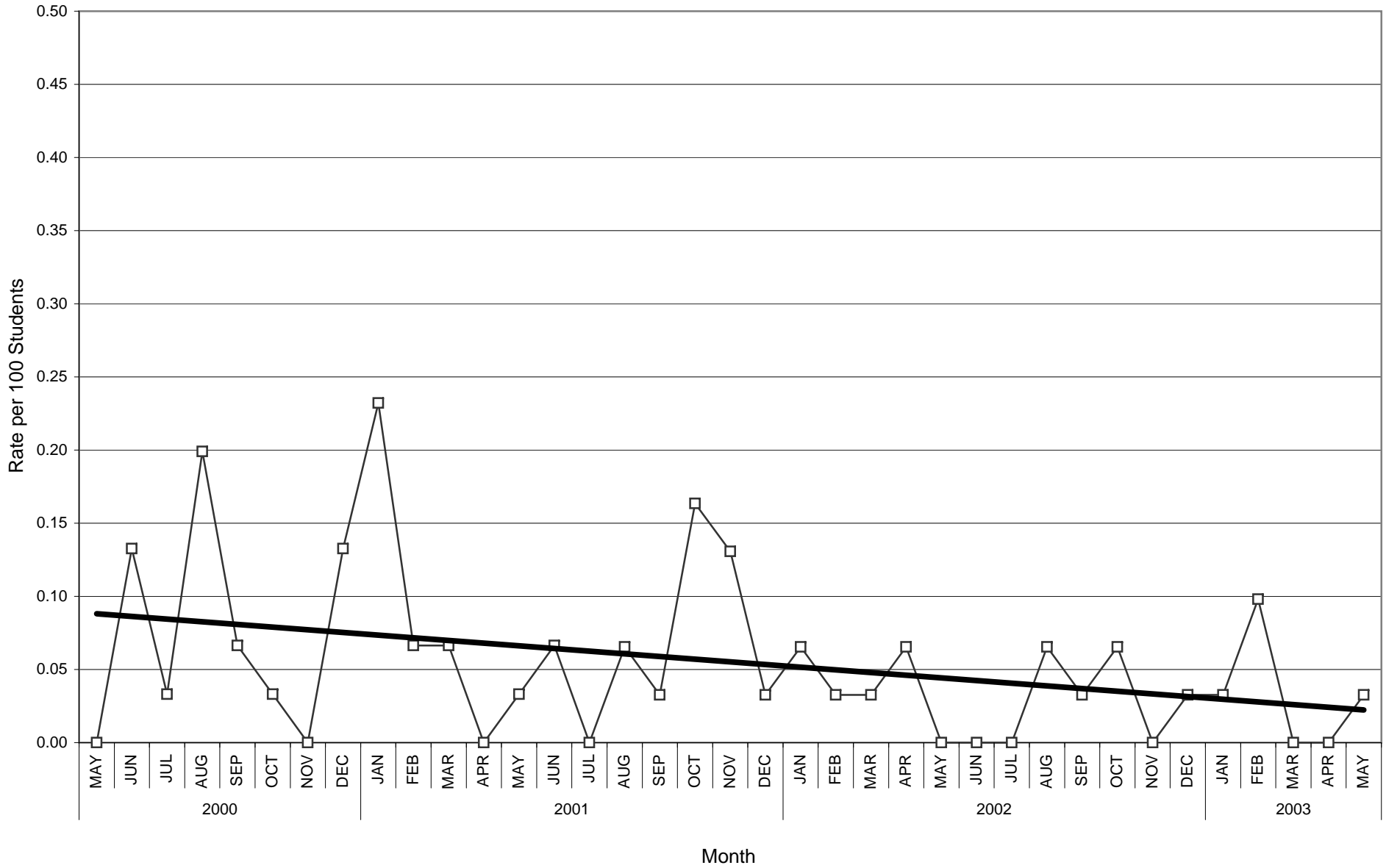
Attachment F6

Hudsonville School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



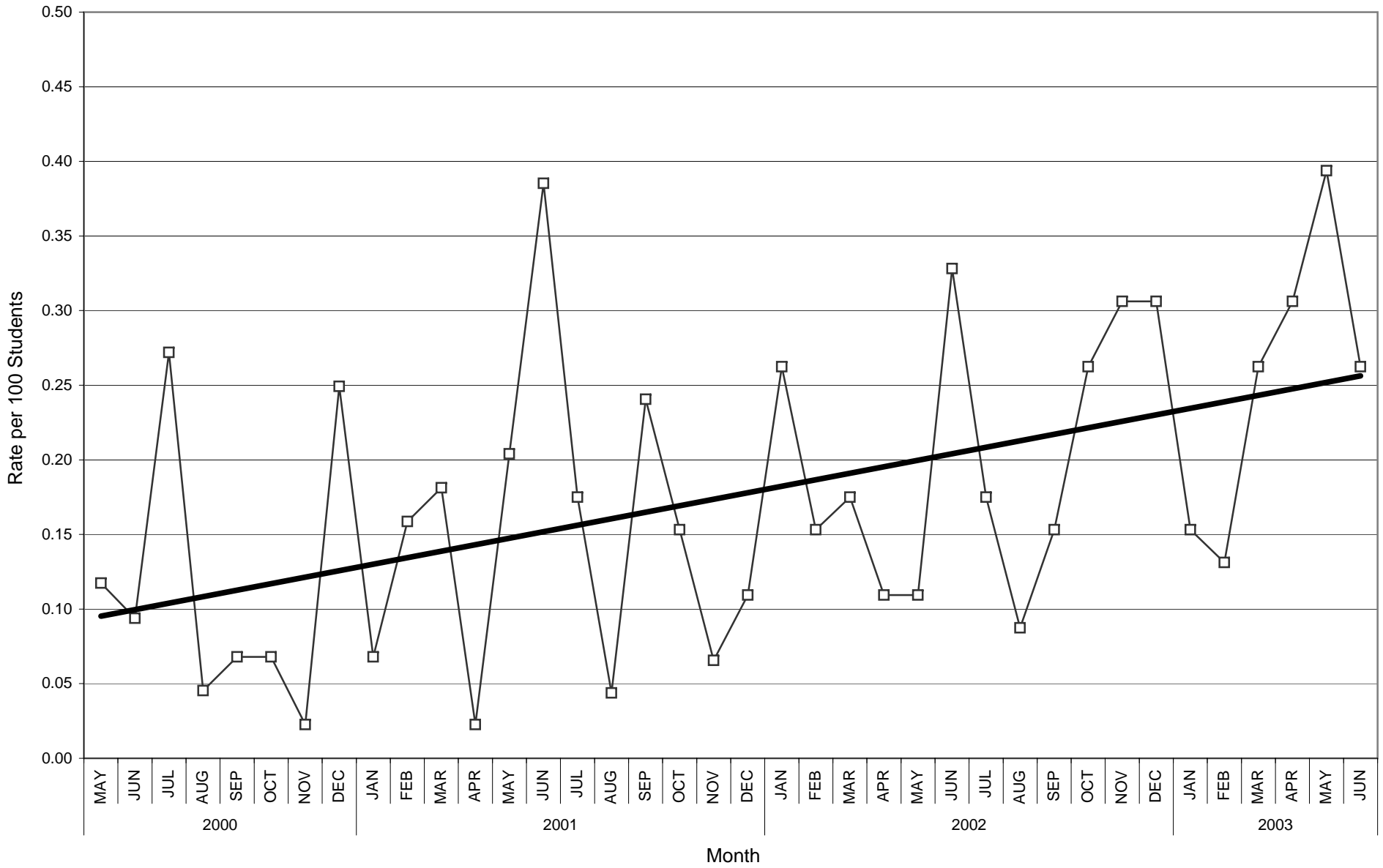
Attachment F7

Jenison School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



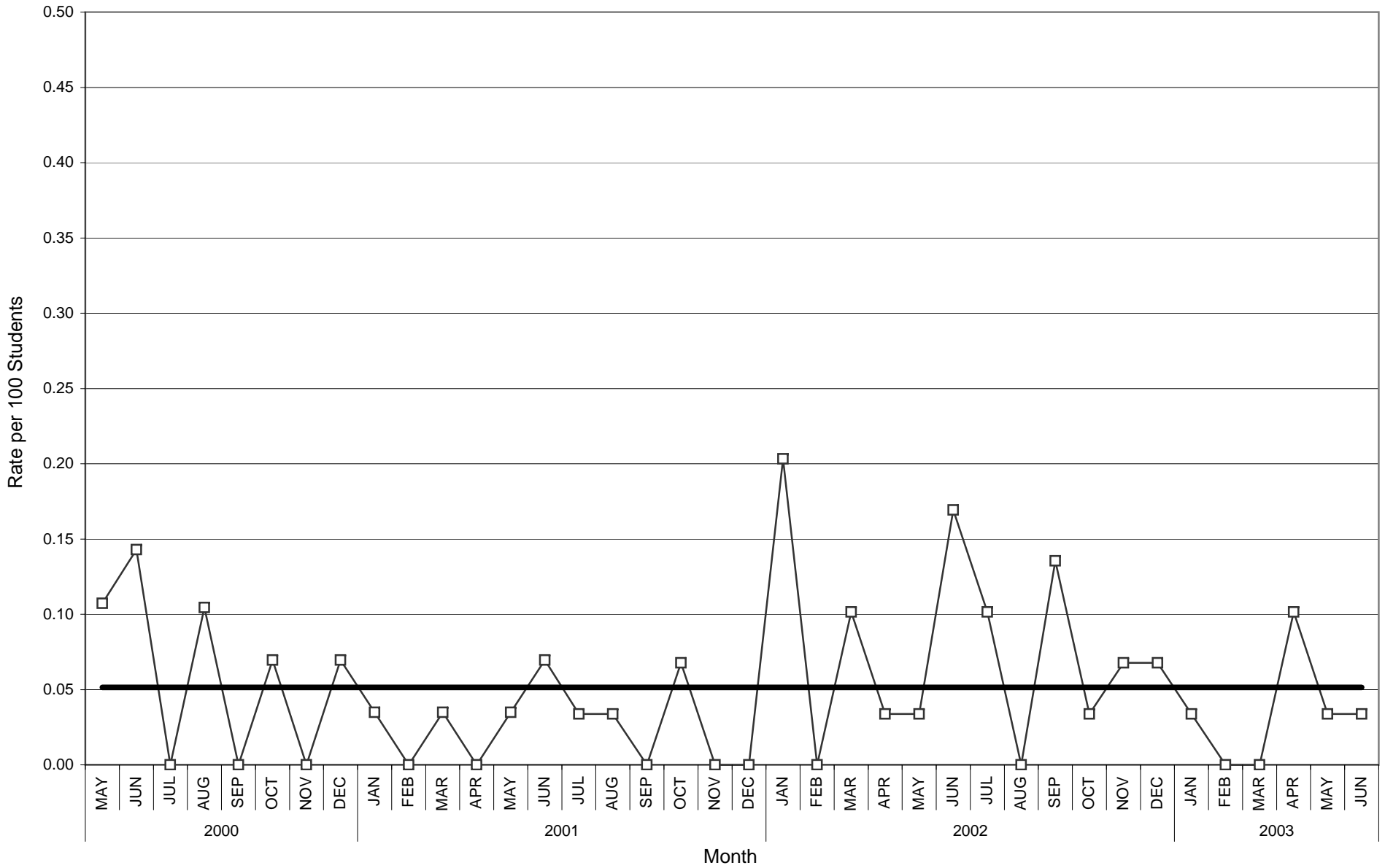
Attachment F8

West Ottawa School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



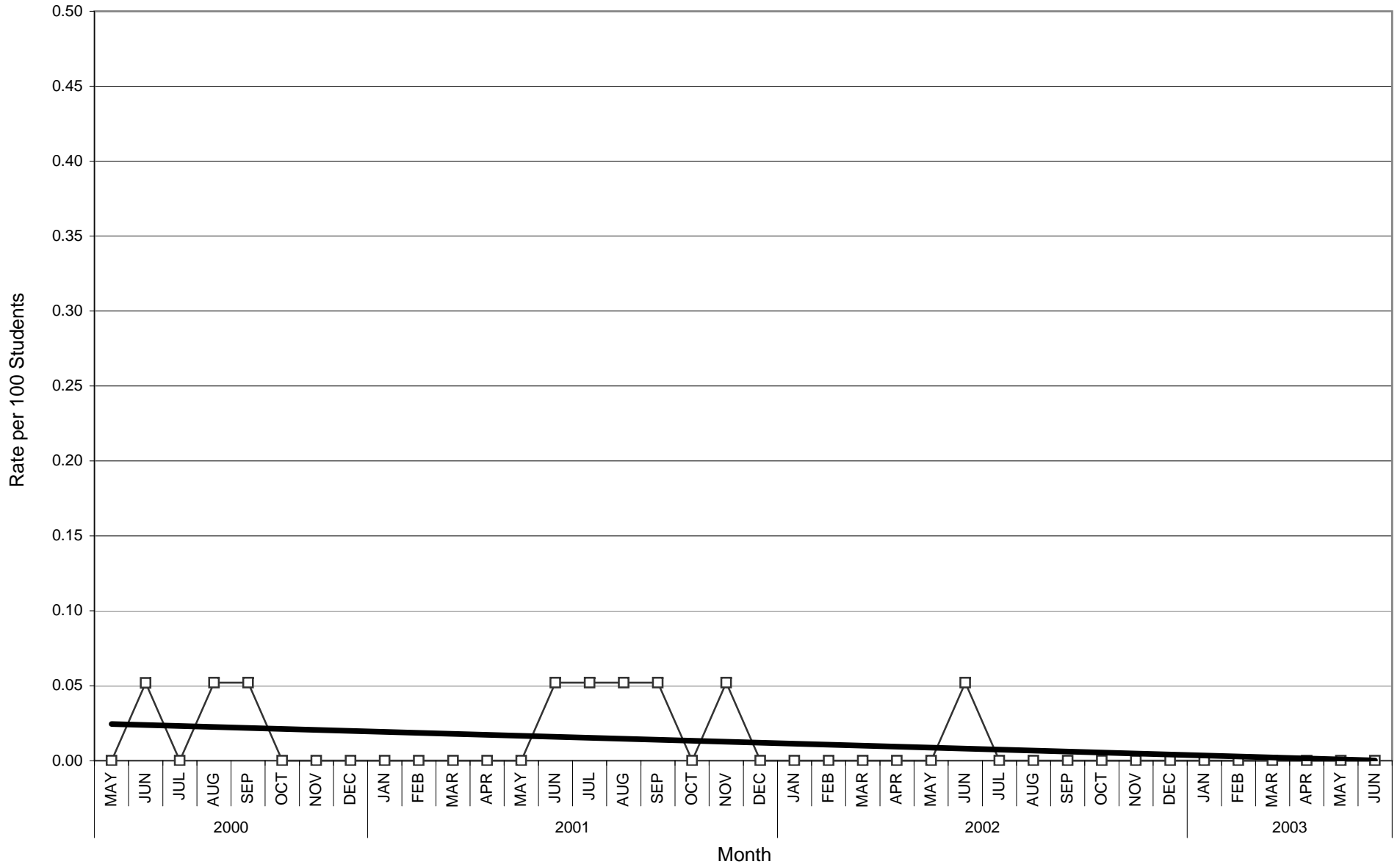
Attachment F9

Zeeland School District Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



Attachment F10

Holland Chrisitan Schools Monthly Alcohol and Drug Arrest Trendline (Grades 5-12)



Attachment G

Attitudes Matter Revenue and Expenditures

Revenue/Expenditure Category	Actual 1999	Actual 2000	Actual 2001	Actual 2002	Estimated 2003	Budgeted 2004
Intergovernmental Revenue*	0	14,930	0	0	0	0
Charges for Services Revenue**	0	435	0	0	0	0
Other Revenue***	0	7,058	5,012	5,500	5,000	5,000
Total Revenue	\$0	\$22,423	\$5,012	\$5,500	\$5,000	\$5,000
Personnel Services	15,474	143,200	170,596	154,901	177,543	221,034
Supplies	3,566	32,927	21,893	22,381	22,250	30,950
Other Services and Charges	14,896	69,975	74,886	61,768	80,191	49,923
Capital outlay	8,098	0	0	0	0	0
Total Expenditures	\$42,034	\$246,102	\$267,375	\$239,050	\$279,984	\$301,907
County Annual Cost	\$42,034	\$223,679	\$262,363	\$233,550	\$274,984	\$296,907
Total County Cost	\$1,333,517					

- * State Grant
- ** Training Reimbursement
- *** Donations