STRATEGY APPROVAL GUIDE

March 2009
ACKNOWLEDGEMENTS

This Guide is the result of a collaborative effort by the members of the Nebraska SPF SIG Evidence-Based Practices (EBP) Workgroup. The workgroup is made up of the following members and organizations:

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Special thanks is owed to (1) Karen Abrams and Cheryl Beseler for conducting a thorough review of the literature and available resources for evidence-based prevention strategies and for compiling much of the environmental strategies narrative description found in appendix A; and (2) staff from each of the six Behavioral Health Regions for assisting with the individual strategies narrative description found in Appendix A.

Sections of this Guide were adapted from source material developed by the following organizations/sources:

- **Community Anti-Drug Coalitions of America (CADCA):** “Assessment Primer: Analyzing the Community, Identifying Problems and Setting Goals” and “The Coalition Impact: Environmental Prevention Strategies”
- **Substance Abuse and Mental Health Services Administration (SAMHSA):** “Identifying and Selecting Evidence-Based Interventions.”
- **Centers for Disease Control and Prevention (CDC):** “Social-Ecological Model”
- **National Institute for Alcohol Abuse and Alcoholism:** “3-In-1 Framework for College Drinking Prevention”
- **Maine SPF SIG Program:** “Strategy Approval Guide.”
- **New Hampshire SPF SIG Program:** “Strategy Approval Guide.”
Types of Prevention Strategies

Prevention strategies typically fall into two categories, environmental and individual. *Environmental strategies* target the broader physical, social, cultural, and institutional forces that contribute to problem behaviors. These strategies are found in the outer layers (or levels) of the social-ecological model. *Individual strategies* target the knowledge, attitudes, and skills of individuals. For the purpose of SPF SIG, environmental strategies are also referred to as community-level strategies while individual strategies are also referred to as program-level strategies.

While the social-ecological model promotes a multi-strategy approach targeting the individual as well as the different levels of influence surrounding them, particular attention should be given the implementation of evidence-based environmental strategies. According to the Community Anti-Drug Coalitions of America (CADCA), environmental strategies can produce widespread and lasting behavior change by making appropriate (or healthy) behaviors more achievable for the individuals in the target population. Furthermore, these strategies can result in behavior change that reduces problems for the entire community, including those outside the target population. In contrast, individual strategies do little to independently alter the overall environment in which people live and work.

Environmental strategies can achieve this level of behavior change through changes to community policies, practices, systems, and norms. In addition, because environmental strategies require substantial commitment from various sectors of the community, long-term relationships can be established with key community stakeholders. Lastly, costs associated with environmental strategies can be considerably lower than those associated with ongoing education, services, and therapeutic efforts applied to individuals.

In sum, we strongly recommend that your coalition use a multi-strategy approach to targeting the SPF SIG priorities, contributing factors, and root causes chosen by your coalition. As part of this multi-strategy approach it is particularly important for you to choose one or more environmental strategies designed to impact the community and societal levels (of the social-ecological model) as well as impacting the individuals in your target population. Failure to implement strategies at different levels of the social-ecological model would greatly decrease your likelihood for achieving long-term successes in your community and as well as for gaining approval of your SPF SIG strategic plan.
Pre-Approved Nebraska SPF SIG Strategy List
by Setting and Type of Strategy

Community Strategies

• Environmental Strategies
  o Pre-packaged Multi-component Strategies
    - Communities Mobilizing for Change on Alcohol (CMCA)
    - Community Trials Intervention To Reduce High-Risk Drinking
  o Policy Change
    - Increase or change zoning restrictions for alcohol outlets
    - Restrict hours and days of alcohol sale
    - Prohibit drink discounts, specials, happy hours, and other price promotions at establishments that sell alcohol for on-premise consumption (only if done in collaboration with enforcement)
    - Implement responsible beverage server and manager training programs (voluntary or mandatory)
    - Develop and/or strengthen age identification policies and training for employees of alcohol establishments
    - Encourage businesses to adopt policies that decrease personal risk and promote responsible drinking (such as serve free non-alcoholic drinks to designated drivers, discontinue sales one hour prior to closing, deny entry to intoxicated persons and remove intoxicated persons from premises, among others)
    - Adopt a teen party ordinance
    - Adopt a noise assembly ordinance
    - Restrict the availability of alcohol at community events, such as sporting and recreational events
      - Restrict special designated licenses (SDLs)
      - Adopt policies and practices that restrict access to minors and promote safe and responsible drinking among adults
    - Restrict alcohol on public property
    - Restrict alcohol advertising and promotion, including: (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
      - Advertising on public property
      - Advertising and sponsorship at community events
      - Zoning restrictions for alcohol advertising
      - Signage on storefronts
      - Limiting television, radio, newspaper, and billboard advertisements
  o Enforcement
    - Enhance law enforcement capacity and commitment to address alcohol laws, including, but not limited to:
      - Minor in possession of alcohol (MIP)
      - Driving under the influence of alcohol (DUI)
      - Using false identification to obtain alcohol
      - Provision of alcohol to minors
      - Open container
      - Laws/regulations covering alcohol outlets:
        o Laws prohibiting alcohol sales to minors
        o Server liability laws related to serving intoxicated patrons
        o Legal restrictions, such as happy hour, drink specials, and
advertising restrictions (if law)
- Strengthen the prosecution, adjudication, and sanctioning of alcohol laws within the court system
- Revoke liquor licenses for outlets that do not comply with state laws and local ordinances
- Conduct random sobriety checkpoints
- Conduct compliance checks at businesses to monitor the sale of alcohol to Minors – must be done by ATC
- Encourage businesses to conduct internal compliance checks to monitor the sale of alcohol to minors by their employees
- Have law enforcement conduct “walk-throughs” at alcohol outlets
- Implement “party patrols”
- Implement a “shoulder tap” enforcement program to prevent strangers from purchasing alcohol for minors
- Implement the “cops in shops” enforcement program

- Media/Communication (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
  - Mass media campaigns (e.g., television, radio, billboard, print; including counter-advertising campaigns)
    - Increase awareness of existing laws and punishments
    - Increase awareness of prevention efforts taking place in the community, such as an increase in sobriety checkpoints and retail compliance checks
    - Increase knowledge and awareness of the social and health consequences of alcohol use

**School (K-12) Strategies**

- **Environmental Strategies**
  - **Policy Change**
    - Establish or strengthen school penalties for alcohol possession or intoxication on school property or at school-related events
    - Prohibit the consumption of alcohol at all school-related events, including adult consumption
    - Adopt practices to prevent students from bringing alcohol to school or school-related events, such as mesh or see through bags at events, prohibiting re-entry at events, and monitoring gates and parking lots at events

  - **Enforcement**
    - Enforce school penalties for alcohol possession or intoxication on school property or at school-related events
      - Search student lockers and backpacks when alcohol is suspected
      - Work with local law enforcement to monitor the school
      - Hire a security guard, assign staff, and/or use volunteers to monitor school property as well as athletic and other facilities used for school-related events

  - **Media/Communication (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)**
    - Educate parents, through school newsletters, PTA meeting, or other venues, about underage drinking in the community, including access to alcohol and effective measures to reduce it.
Implement education/awareness campaigns within schools/districts
  - Increase awareness of school policies and associated consequences
  - Increase awareness of alcohol laws and associated consequences
  - Increase awareness of the social and health consequences of alcohol use
  - Social norms approaches, such as comparing actual vs. perceived alcohol use (Note: only pre-approved if a secondary activity to a comprehensive alcohol prevention approach)

College/University Strategies

- Environmental Strategies
  - Policy Change
    - Establish or strengthen policies related to alcohol use and possession on campus property and at campus-sponsored events
      - Revise and strengthen penalties for violation of campus alcohol policies, including:
        - Disciplinary sanctions on campus (such as participation in an alcohol education program, impact on student record, contacting of parents/guardians)
        - Contacting law enforcement for violations that are illegal
      - Distribute the campus alcohol policies and associated punishments to all incoming and returning students and their parents, as well as publicize them on the campus website and in campus venues such as student housing and sports facilities.
      - Require ID checks at all campus events where alcohol is available
      - Prohibit the sale of alcohol on campus and at campus facilities, such as football stadiums, concert halls, and campus cafeterias, restaurants, and pubs
      - Prohibit alcohol at all campus-sponsored events both on and off campus
      - Prohibit alcohol kegs on campus and at campus-sponsored events
      - Prohibit alcohol within all student housing
      - Require responsible beverage service training for campus facilities that sell or provide alcohol, such as sports arenas, concert halls, and campus cafeterias, restaurants, and pubs
      - Require that all incoming and returning students participate in a brief motivational intervention related to alcohol use
    - Reinstate or maintain Friday classes to shorten the elongated weekend
    - Restrict alcohol advertising and promotion on campus (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
      - Eliminate alcohol sponsorship of athletic events and other campus social activities
      - Eliminate alcohol advertising in college publications
      - Prohibit announcements of parties and events that offer or allow alcohol
    - Encourage staff and faculty to live on campus
    - Expand opportunities for students to make social choices that do not include alcohol (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
      - Extended hours of student centers and athletic facilities
      - Offer recreational sports later at night and on weekends
      - Add alcohol-free coffeehouses and food-courts for socializing and studying
      - Increase volunteer and public service opportunities
- Encourage students to work and complete internships

○ **Enforcement**
  - Enhance enforcement of alcohol laws and policies on campus property and at campus-sponsored events
    - Increase capacity of university police to address alcohol laws/policies
    - Hire security monitors
  ○ **Media/Communication** (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
    - Mass media campaigns (including counter-advertising)
      - Increase awareness of campus policies and associated consequences
      - Increase awareness of alcohol laws and associated consequences
      - Increase awareness of prevention efforts taking place on campus, such as increased security to monitor alcohol use in campus housing
      - Increase knowledge and awareness of the social and health consequences of alcohol use
    - Alcohol warning signs
    - Social norms approaches (e.g., approaches that are specifically designed to correct misperceptions about alcohol behaviors and attitudes) (Note: only pre-approved if a secondary activity to a comprehensive alcohol prevention approach)

**Worksite Strategies**

- **Environmental Strategies**
  ○ **Policy Change**
    - Establish or strengthen policies related to alcohol use among employees
      - Could consist of adding policies related to alcohol on worksite property, consuming alcohol during working hours, use of company vehicle and equipment when under the influence of alcohol, alcohol availability at worksite-sponsored events, drug and alcohol testing, alcohol consumption guidelines for on-call employees, alcohol education or brief motivational interventions as a requirement for employees, among others
    - Require responsible beverage server practices when alcohol is available at worksite-sponsored events
    - Enact policies to restrict underage access to alcohol in the workplace
      - Provide information to all adult employees about the consequences of providing alcohol to underage persons
      - Prevent youth access to alcohol at company events
      - Prevent access to alcohol by underage employees at businesses that have a license to sell alcohol
  ○ **Enforcement**
    - Enhance enforcement of worksite policies
    - Reprimand supervisors who fail to enforce the policies
Media/Communication (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
  • Implement education/awareness campaigns within worksites
    - Increase awareness of worksite policies and associated consequences
    - Increase awareness of alcohol laws and associated consequences
    - Increase awareness of the social and health consequences of alcohol use
    - Display alcohol warning signs/posters
    - Social norms approaches (only pre-approved if a secondary activity to a comprehensive alcohol prevention approach)

Healthcare Strategies

• Environmental Strategies

  o Policy Change
    • Work with local healthcare providers and organizations to adopt a policy requiring that screening and brief motivational interventions are part of standard practice
    • Adopt a policy for referral of patients who are believed to be alcohol dependent

Family / Home Environment Strategies

• Environmental Strategies

  o Policy Change
    • Reduce youth access to alcohol within the home
      - Do not keep alcohol in the home
      - Count the number of alcoholic beverages in the home to monitor supply
      - Lock up all alcohol beverages, including beer or other alcoholic beverages that are not stored in the family refrigerator (such as a liquor cabinet or refrigerator in a bar, storage room, or garage)
    • Establish rules for youth alcohol use
    • Establish rules for adult alcohol use in the home, such as prohibiting alcohol at children’s parties and other events held in the home
- Enforcement
  - Consistently apply disciplinary action for rules violation (such as the loss of allowance, grounding, loss of vehicle privileges, etc.)

- Media/Communication (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
  - Educate parents, through community, school, athletic, and other club/group newsletters; through parent meetings associated with youth clubs, groups, and athletics; and/or through other venues, about underage drinking in the community, including access to alcohol and effective measures to reduce it
  - Establish a network for parents to communicate and be linked with other parents who hold similar beliefs and have home environments that are free from alcohol abuse and easy access to alcohol
    - Establish a Safe Home Parents Network (only pre-approved if a secondary activity to a comprehensive alcohol prevention approach)

Pre-Approved Nebraska SPF SIG Strategy Tables

The following tables include further information on each of the pre-approved SPF SIG strategies included as part of the pre-approved strategies list on page 21-27 of this guide. The additional information includes:

- SPF SIG priorities – the priorities being addressed by the strategy
- Target Population – reflects the individuals impacted by the strategy (which sometimes happens indirectly), and not necessarily the individuals directly targeted by the intervention. For example, educating parents about the alcohol laws and restricting access to alcohol in the home would be a strategy designed to impact drinking among persons under 21 years of age (the target population).
- Contributing Factors – the factors addressed by the strategy, which we determined ourselves in many cases
- Social-Ecological Model – the levels of the model addressed by the strategy, which we determined ourselves in many cases
- Institute of Medicine (IOM) prevention categories – the IOM categories reflect the target population for each strategy based on level of risk. For a description of the four IOM categories included in the tables see Appendix E of this guide on page 196. In instances when a documented IOM category was unavailable we determined the categories that we thought best for the strategies.

Please note that unlike the pre-approved strategy list (on page 21-27 of this appendix) the tables below do not list the sub-components or sub-strategies of the broader prevention strategies. For example, the pre-approved strategy list identifies several types of advertising and promotion under the strategy “restrict alcohol advertising and promotion,” such as advertising on public property, signage on storefronts, etc. These specific types of advertising and promotion are not listed within the tables below to allow for a cleaner and less cluttered presentation. As a result, you will need to refer back to the pre-approved strategies list as well as the narrative strategy descriptions for this and further information.
NARRATIVE DESCRIPTIONS OF THE PRE-APPROVED ENVIRONMENTAL STRATEGIES ACTIONABLE AT THE COMMUNITY LEVEL

Section Outline

Multi-Component Environmental Strategies (see p.46)
- Communities Mobilizing for Change on Alcohol (CMCA) (see p.47)
- Community Trials Intervention to Reduce High Risk Drinking (see p. 50)

Policy Change within the Community: Create or Enhance Community Laws and Policies to Reduce Alcohol Use and Misuse (see p. 54)
- Change Alcohol Outlet Zoning Laws & Restrictions (see p. 57)
- Restrict Hours and Days of Sale (see p. 60)
- Ban Drink Discounts and Other Price Specials (see p. 62)
- Implement Responsible Beverage Server Training (see p. 64)
- Enhance Nebraska’s Social Host Law and Implement a Teen Party Ordinance (see p. 68)
- Restrict Availability of Alcohol at Community Events (see p. 71)
- Restrict Availability of Alcohol on Public Property (see p. 75)
- Restrict Alcohol Advertising and Promotion (see p. 77)

Enforcement within the Community: Enhanced Enforcement of State and Community Laws and Policies (see p. 80)
- Enhanced Enforcement Affecting Multiple Ages and Settings (see p. 81):
  - Enhanced Enforcement of Driving While Intoxicated Laws (see p. 81):
    - Prevent Juvenile Alcohol Impaired Driving (see p. 82)
    - Sobriety Checkpoints (see p. 85)
- Enhanced Enforcement of Laws Prohibiting Underage Drinking (see p. 89):
  - Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors (see p. 90)
- Enhanced Enforcement of On-Premise Laws and Regulations (see p. 95):
- Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99)
Media & Communication within the Community (see p. 103)

- Mass Media Campaigns (see p. 104)
- Counter-Advertising Campaigns (see p. 106)
- Media Advocacy (see p. 108)
- Media Literacy (see p. 110)
- Social Marketing (see p. 111)
- Social Norms Approaches (see p. 113)
- Alcohol Warning Signs (see pp. 115).

Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the School (K-12) Setting (see p. 117)

Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the College / University Setting (see p. 119)

Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the Worksite Setting (see p. 123)

Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the Health Care Setting (see p. 126)

Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the Home (see p. 127)
MULTI-COMPONENT ENVIRONMENTAL STRATEGIES

Environmental strategies aimed at reducing alcohol use and abuse are intent on changing community norms around alcohol as well as changing the availability of alcohol. The strongest environmental prevention approaches use a comprehensive array of strategies to address norms and availability. A comprehensive array of strategies would include approaches that enact and then enforce alcohol-related policies, as well as those that use communication / media to inform and, ultimately, mobilize the public around alcohol prevention. Multi-component strategies can work to influence populations in one or more of the following settings: the broader community; schools (K-12); colleges and universities; worksites; healthcare settings; and the home.

Pre-Packaged Multi-Component Strategies:

These pre-approved, evidence-based, environmental strategies are designed to be implemented within the broader community:

- Communities Mobilizing for Change on Alcohol (see p. 47);
- Community Trials Intervention to Reduce High Risk Drinking (see p. 50).

Other Multi-Component Strategies:

Most multi-component environmental strategies that have been implemented in various settings are not pre-packaged. Communities interested in designing their own array of strategies to address alcohol availability and community norms around alcohol must familiarize themselves with the wealth of approaches that can be used, and pick those that best fit their assessed needs, as balanced against community readiness and coalition capacity. The following sections of this document address multi-component strategies in a variety of settings, including community as a whole, schools, colleges and universities, worksites, healthcare, and the family and home.
Communities Mobilizing for Change on Alcohol (CMCA)

Summary

Communities Mobilizing for Change on Alcohol (CMCA) is a community-organizing strategy designed to reduce teen (13 to 20 years of age) access to alcohol by changing community policies and practices. CMCA seeks both to limit youth access to alcohol and to communicate a clear message to the community that underage drinking is inappropriate and unacceptable. It employs a range of social-organizing techniques to address legal, institutional, social, and health issues related to underage drinking. The goals of these organizing efforts are to eliminate illegal alcohol sales to minors, obstruct the provision of alcohol to youth, and ultimately reduce alcohol use by teens. The strategy involves community members in seeking and achieving changes in local public policies and the practices of community institutions that can affect youths’ access to alcohol.

CMCA is based on established research that has demonstrated the importance of the social and policy environment in facilitating or impeding drinking among youth. CMCA community-organizing methods draw on a range of traditions in organizing efforts to deal with the social and health consequences of alcohol consumption.

Core Components

1. Hire a qualified, full-time community organizer;
2. Form a local CMCA strategy team (NOT the same thing as a coalition);
3. Develop a specific CMCA organizing strategy (NOT the same thing as a coalition approach);
4. Select specific alcohol policy and enforcement targets (see pp. 80 to 102 for additional implementation information related to enforcement);
5. Mobilize citizens of the community to push for those targets.

Additional Components to Consider

- Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99);
- Media advocacy (for more information on implementing this strategy, see p. 108).

Outcomes

- Reduction in youth access to alcohol through commercial outlets;
- Reduction in youth access to alcohol through noncommercial outlets;
- Reduction in driving under the influence (DUI) arrests.
Contributing Factors Addressed

- Easy retail access;
- Easy social access to alcohol;
- Low enforcement of alcohol laws;
- Social norms accepting/encouraging alcohol use.

Implementation Materials

- **CMCA Implementation Materials:**
  Include a manual, fact sheets, and topic briefs describing policies, community strategies, and model ordinances that can help reduce teens' access to alcohol. Implementation costs vary by community and circumstances.
  [http://www.epi.umn.edu/alcohol](http://www.epi.umn.edu/alcohol)

- **How to Use Local Regulatory and Land Use Powers to Prevent Underage Drinking:**
  Local governments in most states do not have to wait for state legislatures or Congress to act to reshape their alcohol environments. Communities should explore the scope of the powers they have in their particular state and use policy to control the place, product, pricing, and promotion practices used to sell alcohol. This fact sheet gives a menu of local alcohol policy options that can reduce youthful drinking in our communities.
  [http://www.udetc.org/documents/LocalRegulLandUse.pdf](http://www.udetc.org/documents/LocalRegulLandUse.pdf)

- **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

- **Model ordinances to reduce the supply of alcohol to youth:**

- For additional implementation materials related to underage drinking enforcement, see pp. 89.

Training

- **CMCA Training:**
  Two levels of training can be purchased from the Youth Leadership Institute (YLI). The first level is a 2-day overview for groups familiar with environmental prevention and the intervention; the other is an advanced 6-day training spread over 3-6 months.
• For additional training materials related to underage drinking enforcement, see p. 89.

• Local Environmental Change Training, Underage Drinking Enforcement Training Center:
  Covers motivating law enforcement and community partnerships, and a variety of policy approaches.
  http://www.udetc.org/Training.htm#Campuses

Implementation Information

• David Greco
  Vice President, Professional Services
  Youth Leadership Institute
  246 First Street, Suite 400
  San Francisco, CA 94105
  Phone: (415) 836-9160
  E-mail: dgreco@yli.org or training@yli.org

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References


Community Trials Intervention to Reduce High-Risk Drinking

Summary

Community Trials Intervention to Reduce High-Risk Drinking is a multi-component, community-based strategy developed to alter the alcohol use patterns and related problems of people of all ages. The strategy incorporates a set of environmental interventions that assist communities in (1) using zoning and municipal regulations to restrict alcohol access through alcohol outlet density control;* (2) enhancing responsible beverage service by training, testing, and assisting beverage servers and retailers in the development of policies and procedures to reduce intoxication and driving after drinking; (3) increasing law enforcement and sobriety checkpoints to raise actual and perceived risk of arrest for driving after drinking; (4) reducing youth access to alcohol by training alcohol retailers to avoid selling to minors and those who provide alcohol to minors; and (5) forming the coalitions needed to implement and support the interventions that address each of these prevention components. The strategy aims to help communities reduce alcohol-related accidents and incidents of violence and the injuries that result from them. The strategy typically is implemented over several years, gradually phasing in various environmental strategies; however, the period of implementation may vary depending on local conditions and goals.

*NOTE: in Nebraska, communities cannot use policy to reduce alcohol outlet density by pre-determining the number of allowed alcohol outlets within an entire community. However, they can enhance local zoning restrictions by increasing the distance for the facilities noted in the state statute as well as establish distances for other community facilities, such as residential neighborhoods; and can use zoning laws to control the hours that alcohol can be sold, the venues where it can be sold and what types of products are sold.

Core Components

1. Community mobilization (see Appendix A: Community Mobilization for Environmental Change, in the Implementation Toolkit, for additional information);
2. Change Alcohol Outlet Zoning Laws & Restrictions (see p. 57 for more information);
3. Implement Responsible Beverage Server Training (see p. 64 for more information);
4. Sobriety Checkpoints and other alcohol impaired driving enforcement (see p. 85 for more information);
5. Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors—must at a minimum, include routine, ongoing compliance checks (see p. 90 for more information).
Additional Components to Consider

- Change Alcohol Outlet Zoning Laws & Restrictions (see p. 57 for more information);
- Restrict Hours and Days of Sale (see p. 60 for more information);
- Restrict advertising and promotion (see p. 77 for more information);
- Restrict home delivery of alcohol (see p. 56 for more information);
- Restrict Availability of Alcohol at Community Events (see p. 71 for more information);
- Restrict Availability of Alcohol on Public Property (see p. 75 for more information);
- Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information);
- Media advocacy (see p. 108 for more information).

Outcomes

The specific outcomes this strategy has been shown to impact are:

- Reduction in underage drinking;
- Reduction in binge drinking;
- Reduction in drinking and driving;
- Reduction in alcohol-related traffic crashes;
- Reduction in fatal and nonfatal injuries associated with crashes.
- Reduction in alcohol-related assaults.

Contributing Factors Addressed

- Easy retail access;
- Easy social access (Note: social access is only addressed through some of the additional components described above).
- Low enforcement of alcohol laws;
- Social norms accepting/encouraging use;
- Low perceived risk of alcohol use and impaired driving.
Implementation Materials

- **Community Trials Program Materials:**
  [http://www.pire.org/communitytrials/ProgramMaterials.htm](http://www.pire.org/communitytrials/ProgramMaterials.htm)

- **How to Use Local Regulatory and Land Use Powers to Prevent Underage Drinking:**
  Local governments in most states do not have to wait for state legislatures or Congress to act to reshape their alcohol environments. Communities should explore the scope of the powers they have in their particular state and use policy to control the place, product, pricing, and promotion practices used to sell alcohol. This fact sheet gives a menu of local alcohol policy options that can reduce youthful drinking in our communities.
  [http://www.udetc.org/documents/LocalRegulLandUse.pdf](http://www.udetc.org/documents/LocalRegulLandUse.pdf)

- **Local Alcohol Policy: Land Use / Zoning Authority:**
  Describes how local municipalities can protect public health by regulating the number, location, type and density of alcohol outlets. Includes information on restricting: the number, type, and location of licenses, as well as land use policies such as conditional use permits, “deemed approved” ordinances.

- **Responsible Alcohol Service Community Action Kit:**
  Tips and tools for creating and supporting ordinances that mandate responsible service training programs. Developed by FACE: Resources, Training & Action on Alcohol Issues.
  [https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf](https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf)

- **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

- **Alcohol Home Delivery Restrictions:**
  This document describes this approach, why it is important, what to consider when attempting to implement this approach, and examples of what other communities have done.

- For additional implementation materials related to underage drinking enforcement, see p. 89.

Training

- Prevention Research Center
  1995 University Avenue, Suite 450
  Berkeley, CA 94704
For training materials related to enforcement, see p. 80-102).

Local Environmental Change Training, Underage Drinking Enforcement Training Center: Covers motivating law enforcement and community partnerships, and a variety of policy approaches, including restricting the type, location and number of commercial alcohol outlets.

http://www.udetc.org/Training.htm#Campuses

Implementation Information

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References

http://pace.uhs.wisc.edu/docs/jama_holder.pdf


**Policy Change within the Community: Create or Enhance Community Laws and Policies to Reduce Alcohol Use and Misuse**

**Summary**

Creating or enhancing community laws related to alcohol use is about changing public policy. Public policy seeks to prevent alcohol problems through structural change such as a regulation, law or enforcement priorities. Alcohol policies can be implemented at the community level, and can be formal or informal. Thus, a local alcohol policy is any established process, priority, or structure that purposefully alters local social, economic or physical environments to reduce alcohol problems. Examples of formal policy include making alcohol-impaired driving enforcement a priority by the local police; using local zoning laws and land regulations to control hours of sale or location of alcohol outlets; mandating server training for bars, pubs, and restaurants; setting a written policy for responsible alcoholic beverage service by a retail licensed establishment; or allocating enforcement resources to prevent alcohol sales to underage persons. Examples of informal policy include parents deciding to take steps to reduce youth access within the home.

More broadly, collective risk is reduced through interventions affecting community processes that influence alcohol use. In implementing alcohol policies at the local level, the community is targeted, not individuals for compelling reasons. First, alcohol use occurs largely within community contexts. Communities provide structures (e.g., zoning and control of alcohol establishments and their location) through which alcohol is typically obtained. Second, many of the costs associated with alcohol are born collectively at the community level, for example, through traffic crashes, property damage, and alcohol-related violence. Enforcement plays a critical role in deterring individuals from breaking alcohol-related laws, especially if the public is not only aware of enforcement, but also perceives that punishment is sure and swift. Equally important is obtaining judicial system support for penalizing violators.¹

Pre-approved, evidence-based strategies that fit under the broad heading of creating or enhancing community laws related to alcohol use include:

- Change Alcohol Outlet Zoning Laws & Restrictions (see p. 57 for more information);
- Restrict Hours and Days of Sale (see p. 60 for more information);
- Establish a Minimum Bar Entry Age of 21: Not allowing persons under 21 to enter bars (e.g., through a local ordinance) would eliminate the opportunity for them to be served alcohol or obtain alcohol from another person of legal drinking age;

• Establish a Minimum age-of-seller that is equivalent to the minimum legal drinking age of 21: This can be accomplished through an "employment of minors" ordinance. Such an ordinance would restrict employment of minors in businesses licensed to sell alcohol. It could prohibit persons under the age of 21 from selling or serving all alcoholic beverages. In addition, it could eliminate all other employment of minors in the places in which the alcoholic beverages are actually sold, with some exceptions, such as musicians and busboys;

• Ban Drink Discounts and Other Price Specials – Note: only pre-approved if done in collaboration with enforcement (see p. 62 for more information);

• Implement Responsible Beverage Server Training: (see p. 64 for more information);

• Develop and/or strengthen age identification policies for employees of alcohol establishments: The state does not require age identification training; however, many retail establishments undergo this kind of training voluntarily, either on their own or through the State Liquor Control Commission. Age identification is a required core component of the pre-approved strategy, Responsible Beverage Server Training (see p. 64 for more information);

• Encourage businesses to adopt policies that decrease personal risk and promote responsible drinking. To promote risk management, retail establishment can adopt voluntary policies, including:
  o Offering food service;
  o Encouraging taxi use;
  o Serving free non-alcoholic drinks to designated drivers;
  o Discontinuing sales one hour prior to closing;
  o Deny entry to intoxicated persons;
  o Remove patrons from the premises who are intoxicated.

• Enhance Nebraska's Social Host Law and Implement a Teen Party Ordinances (see p. 68 for more information);

• Adopt a "drink-at-home – stay-at-home" ordinance to restrict underage youth from avoiding arrest for Minor in Possession by Consumption: Nebraska law currently allows minors to legally consume alcohol in their home. These minors often leave their home intoxicated, but as a result of having consumed the alcohol in their home they are protected from any legal consequences associated with Minor in Possession;

• Adopt a noise assembly ordinance: Prohibits noisy assemblies, such as parties, between the hours of 10:00 p.m. and 7:00 a.m.; is an aid to police to allow them to enter a private residence with legal cause; landlords may also be held responsible for noisy parties that take place on their properties;

• Restrict Availability of Alcohol at Community Events (see p. 71 for more information);
• Restrict Availability of Alcohol on Public Property (see p. 75 for more information);

• **Restrict home delivery of alcohol**: Retail establishments in Nebraska can deliver alcohol as long as it is pre-paid and delivered to an adult who signs. However, local governments can ban home delivery through a local ordinance (see implementation materials on p. 58 for more information);

• Restrict Alcohol Advertising and Promotion – Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities (see p. 77 for more information);

• Require alcohol warning signs to be posted at liquor establishments: The state currently requires two warning signs to be posted at every licensed outlet, including one warning to minors that it is illegal to purchase alcohol if you are under age 21, and one warning to pregnant women to avoid alcohol use. Local jurisdictions have the freedom to require any additional signs through a local ordinance (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities). (For more information on warning signs, see p. 115).
Changing Alcohol Outlet Zoning Laws & Restrictions

Summary

Convenient access to alcohol is associated with higher rates of alcohol-related problems, and the location of alcohol outlets is directly related to convenient access. The focus of this strategy is to use local zoning laws to alter the availability of alcohol by using zoning restrictions to limit the location of retail alcohol outlets (bars, restaurants and stores). This strategy can be implemented by changing local zoning laws and policies to restrict availability and access, and/or by enhancing the enforcement of existing zoning laws and policies. Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will be effective.

It is important to note that in Nebraska, communities cannot use policy to reduce alcohol outlet density by pre-determining the number of allowed alcohol outlets within an entire community. However, current Nebraska law prohibits alcohol retail outlets to be located within 150 feet of a church, school, hospital, or home for aged or indigent persons or veterans, their wives or children (with some exceptions), and within three hundred feet from the campus of any state college or university (State Statute 53-177). In addition, communities are permitted to enhance local zoning restrictions by increasing the distance for the facilities noted in the state statute as well as establish distances for other community facilities, such as residential neighborhoods.

An evidence-based version of this strategy, called Community Trials Intervention to Reduce High-Risk Drinking, includes some additional components that seem to strengthen the overall approach. For more information on Community Trials, see p. 50).

Core Components

1. Develop awareness of licensing laws and the ways in which citizens can become involved in the law-changing process;

2. Use zoning and municipal policy to restrict access to alcohol by limiting the location of retail alcohol outlets (bars, restaurants and stores), and to control the hours that alcohol can be sold, the venues where it can be sold and what types of products are sold.

3. Enhanced law enforcement to ensure that new policies are adhered to.

Additional Components to Consider

1. Media Advocacy to increase public support for policy change (see p. 108 for more information).
   • Enhanced enforcement of any new laws or ordinances.
Outcomes

- Reduction in alcohol consumption patterns and related problems.

Contributing Factors Addressed

- Easy retail access to alcohol;
- Low enforcement of alcohol laws;
- Social norms accepting/encouraging alcohol use.

Implementation Materials

- **Community Trials Program Materials:**
  [http://www.pire.org/communitytrials/ProgramMaterials.htm](http://www.pire.org/communitytrials/ProgramMaterials.htm)

- **Responsible Alcohol Service: Community Action Kit:**
  Tips and tools for creating and supporting ordinances that mandate responsible service training programs. Developed by FACE: Resources, Training & Action on Alcohol Issues.
  [https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf](https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf)

- **How to Use Local Regulatory and Land Use Powers to Prevent Underage Drinking:**
  Local governments in most states do not have to wait for state legislatures or Congress to act to reshape their alcohol environments. Communities should explore the scope of the powers they have in their particular state and use policy to control the place, product, pricing, and promotion practices used to sell alcohol. This fact sheet gives a menu of local alcohol policy options that can reduce youthful drinking in our communities.
  [http://www.udetc.org/documents/LocalRegulLandUse.pdf](http://www.udetc.org/documents/LocalRegulLandUse.pdf)

- **Alcohol Home Delivery Restrictions:**
  This document describes this approach, why it is important, what to consider when attempting to implement this approach, and examples of what other communities have done.

- **Citizen’s Guide: A Guide to the Liquor Licensing Process in Nebraska:**
  This document, developed by Project Extra Mile, provides steps for neighborhood involvement in the liquor licensing process, including getting organized, understanding the approval process, and mounting effective opposition. While it focuses on Omaha, the steps are widely applicable throughout the state.
  [http://www.unomaha.edu/ncenter/documents/aic_citizen_protests.pdf](http://www.unomaha.edu/ncenter/documents/aic_citizen_protests.pdf)
• **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

• For additional implementation materials related to underage drinking enforcement, see p. 89.

**Training**

• For training materials specific to Community Trials, contact:
  Prevention Research Center
  1995 University Avenue, Suite 450
  Berkeley, CA 94704
  510-486-111
  center@prev.org

• For training materials related to enforcement, see p. 80-102).

• **Local Environmental Change Training, Underage Drinking Enforcement Training Center:**
  Covers restricting the type, location and number of commercial alcohol outlets.
  [http://www.udetc.org/Training.htm#Campuses](http://www.udetc.org/Training.htm#Campuses)

**References**

  [http://pace.uhs.wisc.edu/docs/jama_holder.pdf](http://pace.uhs.wisc.edu/docs/jama_holder.pdf)


Restrict Hours and Days of Sale

Summary

Access to alcohol is associated with an increase in alcohol-related problems. Restrictions on the hours of the day, days of the week, and types of alcohol sold at certain hours of the day can be used to reduce the commercial availability of alcohol. Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes. Also, please note that, due to insufficient or conflicting evidence, strategies that restrict hours and days of sale will only be approved if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.

Core Components

1. Be familiar with state and local laws regarding hours and days of operation;
2. Adopt policies to restrict hours and days of alcohol sale at retail alcohol outlets;
3. Enforce policies.

Additional Components to Consider

- Change Alcohol Outlet Zoning Laws & Restrictions (see p. 57 for more information);
- Ban Drink Discounts and Other Price Specials (see p. 62 for more information);
- Implement Responsible Beverage Server Training (see p. 64 for more information);
- Enhanced Enforcement of On-Premise Laws and Regulations (see p. 95 for more information);
- Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors, focusing on retail establishments (see p. 90 for more information);
- Media Advocacy to increase public support for policy change (see p. 108 for more information).

Outcomes

- Reduction in alcohol consumption;
- Reduction in alcohol-impaired driving;
- Reduction in alcohol-related violence and assault;
- Reduction in fatal and non-fatal injuries associated with either crashes or violence/assault;
• Reduction in alcohol-related disease such as alcoholic liver cirrhosis and cancers in the long-term.

Contributing Factors Addressed

• Easy retail access to alcohol;

Implementation Materials

• Toolkit to Pass a Local Ordinance:
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

• Sample Ordinance:
  http://www.sunrisefl.gov/documents/Ordinance 153-08-C.pdf

References


Ban Drink Discounts and Other Price Specials

Summary

The price of alcohol is directly related to alcohol consumption rates and the many problems associated with drinking. Increasing the price of alcohol is one of the most effective interventions to reduce use and related harms. Furthermore, research shows that young drinkers who drink frequently and/or heavily are more responsive to price than infrequent or light drinkers.

Since communities don’t have the right to raise taxes on alcohol at the local level, municipalities must depend on other approaches, such as restrictions on "happy hours," discounted drinks, “jumbo" drinks that cost the same or less than regular size, and other price promotions. When these strategies are voluntary, they must involve agreements between the municipality and commercial alcohol establishments in order to encourage participation. When these strategies are mandated, communities can prevent restaurants and bars from hosting happy hours and other price promotions, or require that promotions be restricted to free food instead of lower alcohol prices.

Please note that Nebraska law already prohibits alcohol retailers from providing free drinks (e.g., “buy one, get one free” specials, or pay a cover at the door and drink for free). However, the state statute defines any quantity of alcohol in a single container (e.g., a pitcher) as “one drink.” As a result, many retailers offer “buy a drink, get the second for a penny," which is how penny pitchers are allowed.

Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes. Please note that this strategy will only be pre-approved if it is conducted in collaboration with enforcement efforts.

Core Components

- Develop or strengthen local ordinances that restrict or ban drink discounts and other price specials.

Additional Components to Consider

- Enhanced enforcement of on-premise laws and regulations (see p. 95 for more information);
- Media advocacy to increase public support for policy change (see p. 108 for more information).
Outcomes

• Reduction in alcohol consumption;
• Reduction in binge drinking.

Contributing Factors Addressed

• Easy retail access;
• Social norms accepting alcohol use;
• Promotion of alcohol use;
• Low or discount pricing of alcohol.

Implementation Materials

• Toolkit to Pass a Local Ordinance:
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.
Responsible Beverage Server Training

Summary

Responsible Beverage Service Server Training is an approach to reducing alcohol related problems associated with retail alcohol sales (includes stores, bars, restaurants, fairs and festivals) by educating merchants and their employees about strategies to avoid illegally selling alcohol to underage youth or intoxicated patrons. Responsible beverage server training can be voluntary or mandated. In either case, effective responsible beverage server training means that retail alcohol outlets check age identification and refuse service to intoxicated patrons.

Ideally, responsible beverage server training should be implemented as part of a comprehensive alcohol abuse prevention approach that includes – at a minimum – compliance checks (see Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors on p. 89 for more implementation information). Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes.

Core Components

1. Conduct assessment to determine which outlets are problematic;
2. Develop a beverage server training program tailored to the specific problems identified through assessment, such as off-sale (stores), on-sale (bars, restaurants), and/or special events (fairs, festivals);
   - Training must be well-executed and face-to-face and include information on:
     - Physiological effects of alcohol;
     - Association with social problems (e.g. violence; traffic crashes);
     - Legal requirements;
     - How to detect intoxicated patrons and safely cut them off;
     - How to detect and handle false age identification;
     - Behavioral change / communication techniques (including improved communication among multiple servers to enable better monitoring of patrons and pacing of a patron’s drinks);
     - Training for managers as well as servers;
     - Development of management policies supportive of server practices (to include development of an incident logging system; establishing low-risk marketing and promotional practices; reallocating the ratio of food sales to alcohol sales; creating and
communicating policies that back up the responsible beverage server project);
  • Four-hour minimum duration.

3. Establishments must develop house policies that clearly define how alcohol is to be sold such as:

  • Monitor the door to prevent overcrowding and to screen people who appear to be intoxicated or underage.
  • Offer and promote food during all hours of operation.
  • Promote alternative beverages that include a wide range of alcohol-free beers, wines, and "mocktails."
  • Discourage drink specials, happy hours, or other pricing practices that encourage over-consumption.
  • Price non-alcoholic drinks competitively with alcohol products.
  • Check age identification of anyone appearing to be under the age of 30.
  • Monitor and pace customer’s drinking by not selling more than one alcoholic beverage at a time.
  • Train staff on how to refuse service to an obviously intoxicated person.
  • Market and promote responsible beverage service philosophy, policies and practices to the public.

4. Compliance checks (see p. 90 for more implementation information);

Additional Components to Consider

  • Changes in alcohol related policy:
    o **Compliance check and right to search ordinance**: Allows the police and licensing authorities to enter, inspect and search any licensed premise without a search warrant during the hours it is open for business. It also requires the municipality to make a minimum number of compliance checks each year of each licensed premise. (for more information on enforcement of underage drinking laws see p.90);
    o Employment of minors ordinance: (see p. 55 for more information)
    o Alcohol warning signs posted at liquor establishments ordinance (Note: only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities). (see p. 115 for more information )
    o Restrict home delivery of alcohol (see p. 56 for more information )
  • Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information);
Outcomes

- Reduce the level of intoxication in patrons.

Contributing Factors Addressed

- Easy retail access to alcohol.

Implementation Materials

- **Responsible Beverage Service:**
  Developed by the Community Prevention Institute, this document outlines some minimum standards for effective RBS training and provides a framework for incorporating RBS into a comprehensive community program.

- **Responsible Alcohol Service: Community Action Kit**
  Includes sample laws and ordinances; sample letter to licensee/business owner; and sample news release.
  [https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf](https://www.faceproject.org/Resources/PDF/Responsible-Alcohol-Service-CAK.pdf)

- **Model ordinances to reduce the supply of alcohol to youth:**

- **Responsible Beverage Service Training:**
  This document describes this training, why it is important, what to consider when attempting to implement this approach, and examples of what other communities have done.

- **Checking Age Identification:**
  This document describes these policies, why they are important, what to consider when attempting to implement them, and examples of what other communities have done.

- **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

- **Sample bar policies:**
Training

- Provides curriculum for training clerks and managers to check age identification; recognize false or altered identification; appropriately refuse sales; handle difficult situations that may arise; and develop the necessary skills for resisting pressures to sell to minors. Also includes curricula for managers and owners to develop and implement effective store policies to reduce sales to minors. [http://www.pire.org/documents/responsible_sales.pdf](http://www.pire.org/documents/responsible_sales.pdf)

- **On-Premise Training Materials:** [http://www.pire.org/communitytrials/ProgramMaterials.htm](http://www.pire.org/communitytrials/ProgramMaterials.htm)

- **Off-Premise Training Materials:** [http://www.pire.org/communitytrials/Manuals/Off-Premise.pdf](http://www.pire.org/communitytrials/Manuals/Off-Premise.pdf)

References


Enhance Nebraska’s Social Host Law and Implement a Teen Party Ordinance

Summary

Access to alcohol is associated with an increase in alcohol-related problems. Research indicates that most underage drinking takes place in private settings such as home parties. Social host laws and teen party ordinances can be used to reduce the social availability of alcohol by combating underage drinking parties. Social host liability laws hold individuals (in non-commercial environments) responsible for underage drinking events on property they own, lease, or otherwise control. In Nebraska, the statewide social host liability law holds adults who provide alcohol to a minor or who allow a minor to consume in his or her home or on his or her property civilly liable if that minor is later involved in an alcohol-related incident that damages property, or injures or kills an innocent third party.

Teen party ordinances, on the other hand, make it illegal to host a party where underage youth are drinking. Under these laws, the offense is the hosting of the party itself, and parents or older friends and siblings can be arrested for a criminal offense even if no injury or property damage results following their consumption. Depending on how an ordinance is written, teen party could become an independent ordinance or it could be written in a way that strengthens the existing social host law to include criminal penalties.

Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes.

Core Components

- Adopt a local social host ordinance that includes criminal penalties (Note: the Nebraska social host law includes civil penalties, but communities can create more stringent local laws); criminal penalties can include jail time or fines; fines can be adjusted to ensure cost recovery for enforcement efforts.
- Enhanced enforcement of existing social host laws (for more information on enhanced enforcement of laws prohibiting alcohol sales and provision to minors see p. 89);
- Strengthen the prosecution, adjudication and sanctioning associated with social host and/or teen party ordinance violations.
Additional Components to Consider

- Passage and enforcement of a response costs recovery municipal ordinance: In general, these laws hold social hosts (including tenants) and landowners (including landlords) civilly responsible for the costs of law enforcement, fire, or other emergency response services associated with multiple responses to the scene of an underage drinking party (for more information on enhanced enforcement of laws prohibiting alcohol sales and provision to minors see p. 90);

- Media advocacy to increase public support for policy change (see p. 108 for more information).

Outcomes

For social host laws, only:

- Reduce underage drinking;
- Reduce drinking and driving;
- Reduce binge drinking.

Outcomes for implementing teen party ordinances support the outcome(s) of the primary prevention strategy.

Contributing Factors Addressed

- Easy social access to alcohol;
- Social norms accepting alcohol use

Implementation Materials

- **A Practical Guide to Preventing and Dispersing Underage Drinking Parties:** This guide describes the role of enforcement and community organizations or groups in preventing underage drinking parties and how to safely disperse them. Developed by the Pacific Institute for Research and Evaluation for OJJDP, 2005. [http://www.udetc.org/documents/UnderageDrinking.pdf](http://www.udetc.org/documents/UnderageDrinking.pdf)

- **Toolkit to Pass a Local Ordinance:** Describes the needed steps to undertake passage of an ordinance in a town, city, or county. [http://www.udetc.org/documents/Tool%20Kit%20to%20Pass%20a%20Local%20Ordinance.pdf](http://www.udetc.org/documents/Tool%20Kit%20to%20Pass%20a%20Local%20Ordinance.pdf)
• **Sample Response Costs Recovery Ordinance:**

**Training**

• Local Environmental Change Training, Underage Drinking Enforcement Training Center: Covers controlling alcohol pricing and promotion.
  http://www.udetc.org/Training.htm#Campuses

**References**

Restrict Availability of Alcohol at Community Events

Summary

The availability of alcohol at community events (such as concerts, street fairs and sporting events) increases convenient, public, access to alcohol. Convenient access to alcohol is associated with an increase in alcohol-related problems. Local policies can be developed to restrict the availability of alcohol at these events. Such restrictions can be implemented voluntarily by event organizers, or through local legislation. Alcohol restrictions at community events can range from a total ban on alcohol consumption to the posting of warning signs that detail the risks associated with consuming alcohol. It is important to note that research shows that the greater the number of alcohol control policies in place, the less the likelihood of alcohol sales to underage customers.

Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes.

Core Components

- Develop thorough understanding of local zoning laws and policies and how they relate to alcohol service at public events;
- Develop or strengthen local ordinances that restrict alcohol availability at community events:
  - Restrict the number of servings per person;
- Event staff, (both paid and voluntary), are aware of event policies and are trained to comply with these policies;
- Enforcement of policy and regulation changes at community events;
- Education and media campaign(s) to increase public awareness of – and support for – policy changes in alcohol availability at public events (for more information on the implementation of media campaigns and media advocacy, see p. 104 and p. 108, respectively).

Additional Components to Consider for Community Events

- Other changes in alcohol-related policy:
  - Restrict special designated licenses (SDLs): Restricts the licenses to events sponsored by nonprofit, religious or charitable organizations or by existing liquor license holders.
  - Require that all alcohol served at the event be bought and consumed within a specifically designated area which only persons of legal drinking age may enter and that licensees have a written policy saying how
intoxicated drinkers will be handled. To reinforce these practices, require that all servers attend beverage server training;

- Adopt an “employment of minors” ordinance: (see p. 55 for more information);

- Restrict hours of sale: For example, alcohol sales can be discontinued before an event is over, giving patrons some time between their last drink and driving home — for example, alcohol sales can be discontinued at the end of the third quarter of a football game (see p. 60 for more information);

- Post Alcohol Warning Signs (see p. 115 for more information);

- Require all persons 21 or older to wear non-transferable wristbands;

- Require alcohol-free areas;

- Prohibit people from leaving with alcohol;

- Require distinguishable cups for alcohol;

- Require security staff;

- Restrictions on noise levels;

- Restrictions on general location of event;

- Restrictions on location of alcohol sales or places of consumption (such as beer gardens);

- Restrictions on quantity of sales;

- Restrictions on size of containers;

- Restrictions on sale to intoxicated patrons;

- Requiring sales of food and nonalcoholic during sales and after alcohol sales are cut off.

**Outcomes**

- Reduction of alcohol sales to minors at public and community events.

- Less binge drinking among adults at community events.

**Contributing Factors Addressed**

- Easy retail access to alcohol;

- Easy social access to alcohol;

- Social norms accepting alcohol use.
Implementation Materials

• **Alcohol Sales & Community Events Community Action Kit:**
  Tips and tools for restricting alcohol sales at community events. Includes a summary of how to engage in alcohol risk management; sample letter to the editor; sample letter to sponsoring organizations; and a description of what some other communities have done.
  [http://www.faceproject.org/Resources/PDF/Alcohol-Sales-Community-Events-CAK.pdf](http://www.faceproject.org/Resources/PDF/Alcohol-Sales-Community-Events-CAK.pdf)

• **Alcohol Restrictions at Community Events:**
  This series of documents describes this approach, why it is important, what to consider when attempting to develop and implement this approach, and examples of what other communities have done.
  o Alcohol sponsorship restrictions: [http://www.epi.umn.edu/alcohol/policy/sponsrad.shtm](http://www.epi.umn.edu/alcohol/policy/sponsrad.shtm)
  o Alcohol restrictions on public property: [http://www.epi.umn.edu/alcohol/policy/userestr.shtm](http://www.epi.umn.edu/alcohol/policy/userestr.shtm)
  o Special event licenses: [http://www.epi.umn.edu/alcohol/sample/ligord.shtm](http://www.epi.umn.edu/alcohol/sample/ligord.shtm)

• **Sample Ordinance Prohibiting Alcohol Beverage Sponsorship:**

• **Community Festivals Materials:**
  This page contains a variety of materials to be used by community festivals to improve alcohol control at their events, including several different handouts and posters.

• **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

References


  http://www.publichealthreports.org/userfiles/120_2/120165.pdf
Restrict Availability of Alcohol on Public Property

Summary

The availability of alcohol on public property (such as parks, beaches and other public spaces) increases convenient, public, access to alcohol. Convenient access to alcohol is associated with an increase in alcohol-related problems. Local policies can be developed to restrict the availability of alcohol at these locations. Such restrictions can be implemented through local legislation. Restrictions can range from total bans on alcohol consumption to restrictions on the times or places at which alcohol can be consumed.

Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes. Also, please note that, due to insufficient or conflicting evidence, approaches that restrict the availability of alcohol at community events will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.

Core Components

- Develop and implement policies for alcohol use in public places; base policies on community needs and issues.

Additional Components to Consider

- Prohibit possession of open containers of alcohol in public places;
- Establish standard procedures for dealing with intoxicated persons in public areas;
- Require regular monitoring of public areas;
- Require responsible beverage serving practices at special events held in public places (e.g., weddings, parties) (see p. 64 for more information);
- Establish standard enforcement procedures for all existing policies;
- Restrict availability of alcohol at community events (see p. 71 for more information).

Outcomes

- Reduce alcohol consumption and related problems
Contributing Factors Addressed

- Easy social access to alcohol;
- Social norms accepting alcohol use

Implementation Materials

- **Alcohol Restrictions on Public Property:**
  This document describes this approach, why it is important, what to consider when attempting to develop and implement this approach, and examples of what other communities have done.

- **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.
Restrict Alcohol Advertising and Promotion

Summary

Alcohol advertising and promotion create an environment that encourages underage and binge drinking. Restrictions on alcohol advertising include any policies that limit advertising of alcoholic beverages; particularly advertising that exposes young people to alcohol messages. Restrictions can be in the form of a local ordinance, or can be implemented voluntarily by a business, event or organization.

Restrictions on alcohol sponsorship refer to the control of alcohol-related sponsors at community events. Sponsors can include large alcohol producers, local breweries/wineries, or retailers such as bars or restaurants. Sponsors provide financial support for the event in return for promotions and advertisements at the event. (Note: For more information on this latter approach, see Restricting Availability of Alcohol at Community Events (see p. 71) as well as on Public Property (see p.75))

Restrictions on advertising and promotion can take the following forms:

- Restricting advertising on public property;
- Restricting advertising and sponsorship at community events;
- Adopting zoning restrictions for alcohol advertising;
- Restricting signage on storefronts; and
- Limiting television, radio, newspaper, and billboard advertisements.

Please note that, due to insufficient or conflicting evidence, restrictions on alcohol advertising and promotion will only be approved as strategies if they are implemented as part of a larger, comprehensive alcohol abuse prevention approach. Remember that, as with all strategies that focus on policy change, enforcement should always be considered as a critical, parallel strategy. Effective deterrence increases the perception of certain, swift and severe punishment in the event that laws are broken, and enhances the chance that policy change will result in desired outcomes.

Core Components

1. Banning or restricting alcohol advertising in public places;
2. Banning or restricting alcohol advertising and sponsorship at community events.

Additional Components to Consider

- Restricting the size and placement of window advertisements in liquor and convenience stores;
- Banning or restricting alcohol ads in the local media:
Prohibiting ads in the local media to include images and/or statements that portray or encourage intoxication;

- Requiring all alcohol ads in the local media to include warnings about the risks of alcohol consumptions;
- Setting a maximum for the percentage of total advertising space that alcohol ads can cover in the local media;

- Enhanced enforcement of any new laws or ordinances;
- Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information);
- Media advocacy (see p. 108 for more information).

Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

- Social norms accepting/encouraging alcohol use;
- Promotion of alcohol use.

Implementation Materials

- **How to Use Local Regulatory and Land Use Powers to Prevent Underage Drinking:**
  Local governments in most states do not have to wait for state legislatures or Congress to act to reshape their alcohol environments. Communities should explore the scope of the powers they have in their particular state and use policy to control the place, product, pricing, and promotion practices used to sell alcohol. This fact sheet gives a menu of local alcohol policy options that can reduce youthful drinking in our communities.
  [http://www.udetc.org/documents/LocalRegulLandUse.pdf](http://www.udetc.org/documents/LocalRegulLandUse.pdf)

- **Alcohol Advertising Restrictions:**
  This document describes alcohol advertising restrictions, why they are important, what to consider when attempting to pass such restrictions, and examples of what other communities have done.

- **Alcohol Sponsorship Restrictions:**
  This document describes alcohol sponsorship restrictions, why they are important, what to consider when attempting to pass such restrictions, and examples of what other communities have done.
• **Toolkit to Pass a Local Ordinance:**
  Describes the needed steps to undertake passage of an ordinance in a town, city, or county.

**Training**

• **Local Environmental Change Training, Underage Drinking Enforcement Training Center:**
  Covers controlling alcohol pricing and promotion.
  [http://www.udetc.org/Training.htm#Campuses](http://www.udetc.org/Training.htm#Campuses)

**References**


ENFORCEMENT WITHIN THE COMMUNITY: ENHANCED ENFORCEMENT OF STATE AND COMMUNITY LAWS AND POLICIES

Summary

Enforcement is based on deterrence—the assumption that knowledge both of the illegality of an act and the penalties that will be meted out for committing it will reduce the likelihood that people will engage in unwanted behavior. For deterrence to be most effective in preventing alcohol-related problems, sanctions need to be swift, certain, and meaningful. People must believe that if they violate the law, they will be caught and they will be subject, in a timely manner, to substantial negative consequences that will outweigh any gains that might accrue from their breaking the law. Deterrence includes enforcement, prosecution, adjudication and sanctioning of alcohol laws.

A key aspect of deterrence is enforcement. Laws and regulations must be enforced in order to be effective. Enforcement usually involves the use of penalties and fines for violators of established policies. Over the long haul, enforcement of policy is a key component of changing community norms. Some examples of enforcement include suspending the license of a drunk driver, fining a retail establishment for serving beer to an underage customer, or even the arrest and detention of offenders, such as drunk drivers. Media campaigns may increase the perceived risk of consequences and therefore improve the effectiveness of enforcement efforts.

Enforcement can take place in the following settings: (1) the wider community; (2) schools (K-12); (3) colleges and universities; (4) worksites (Note: informal enforcement – that is, it doesn’t involve law enforcement – instead, it focuses on holding supervisors and workers accountable for following worksite rules and regulations around alcohol use); (5) the home (Note: informal enforcement – that is, it doesn’t involve law enforcement – instead, it focuses on parents holding their children accountable for following in-home rules around alcohol use).

Enhancing enforcement includes the following over-arching components (each component will be described in greater detail below):

1. Enhanced Enforcement Affecting Multiple Ages and Settings (see p. 81);
2. Enhanced Enforcement of Laws Prohibiting Underage Drinking (see p. 89);
3. Enhanced Enforcement of On-Premise Laws and Regulations (see p. 95):

2 The above section was adapted from a combination of Environmental Strategies for Substance Abuse Prevention: Analysis of the Effectiveness of Policies to Reduce Alcohol, Tobacco, and Illicit Drug Problems, Draft, by Deborah A. Fisher, March 9, 1988, and CSAP’s Prevention Pathways online course: http://pathwayscourses.samhsa.gov/ev/ev_2_pg13.htm
Enhanced Enforcement Addressing Multiple Age Groups in Multiple Settings

Summary

The vast majority of the enforcement strategies included in this document address enforcement targeting specific age groups and/or enforcement aimed at specific settings. However, there are some approaches that must be included here that can be used in multiple settings to address multiple age groups. As with all enforcement strategies, these depend on rigorous deterrence to increase the perceived risk of arrest and effective sanctions quickly applied.

Pre-approved, evidence-based strategies that fit under the broad heading of enhanced enforcement addressing multiple age groups in multiple settings include:

- **Enhanced Enforcement of Driving While Intoxicated Laws**: In order to reduce or eliminate alcohol-impaired driving, it is necessary to develop an integrated, coordinated local strategy focusing on the issue. Successful enforcement strategies plan to inform, include, and acknowledge all the key actors in the community. Those parties include the police, prosecutors, judges, probation officers, driver licensing and treatment personnel, the general public, businesses, and special interest and civic groups. Ultimately, rigorous deterrence, through increased perceived risk of arrest and effective sanctions quickly applied, is critical to the success of these efforts.
  - Prevent Juvenile Alcohol Impaired Driving: A sub-category of enforcing driving while intoxicated laws focuses on youth. Youthful drinking and driving represents a sizeable portion of the traffic safety problem, and requires its own, specific, approach (see p. 82 for more information).
  - Sobriety Checkpoints (see p. 85 for more information);
- **Enhanced Enforcement of On-Premise Alcohol Laws and Regulations** (see p. 95 for more information):
- **Enhanced Enforcement of Nebraska's Open Container Law**: The state's open alcohol container laws was enacted to keep people from drinking and driving by prohibiting the possession and consumption of alcohol beverages in the passenger areas of a motor vehicle. A container may be a bottle, can, jar or any other receptacle that can hold any amount of alcohol. This may be wine, beer, spirits or liquor where the top is either open or a seal is broken and can be consumed by a person. Open containers also refer to any receptacle where alcohol has been partially removed. In order for Nebraska's open container law to be effective, it must be enforced. Please note that this strategy will only be approved if it is a part of a larger, comprehensive alcohol enforcement approach.
Prevent Juvenile Alcohol Impaired Driving

Summary

Youthful drinking and driving represents a sizeable portion of the traffic safety problem. And, alcohol impaired driving among young people presents unique problems that make solutions different than for adults driving under the influence (DUI). First, youths drink in locations that are usually not covered by DUI patrols. Second, they drink and drive during concentrated periods during weekend nights. Third, they provide unique visual cues that they are driving drunk. And, fourth, arresting and processing underage drunk drivers has its own set of rules. In order to successfully combat juvenile alcohol impaired driving through environmental strategies; communities must enact sound laws and enforce them rigorously through swift criminal justice intervention. In addition, communities must link enforcement efforts with public education, prosecution, adjudication, and treatment in order to develop an integrated, coordinated local response.\(^3\)

Core Components

- Create a community workgroup charged with policy oversight and coordination;
- Develop a strategic plan to improve deterrence and arrest efficiency that is based on collected data;
- Incorporate both reactive and proactive enforcement approaches;
- Examine the issues and develop a policy to ensure consistent and uniform prosecutions, and work with prosecutors and the courts to ensure the system is streamlined and not over-burdened;
- Increase the participation of the judiciary in addressing juvenile DUI through adjudication and diversion;
- Work within the criminal justice system to develop sanctions that achieve both deterrence and treatment or remediation;
- Leverage community support through media advocacy.

Outcomes

- Reduction in alcohol-impaired driving;
- Reduction in alcohol related crashes;
- Reduction in fatal and nonfatal injuries associated with crashes.

Contributing Factors Addressed

- Low enforcement of alcohol laws;
- Low perceived risk of alcohol use and impaired driving;
- Social norms accepting/encouraging alcohol use.

Implementation Materials

- **Strategies for Success: Combating Juvenile DUI:**
  The purpose of this publication is to empower criminal justice professionals (with a special focus on law enforcement, prosecutors and judges) to take the lead in working with others to plan a coordinated response to alcohol-related delinquency, particularly as it relates to traffic offenses. Developed through a collaboration between the Office of Juvenile Justice and Delinquency Prevention and the National Highway Traffic Safety Administration.
  Part III: Support Tools for Building Programs That Work (includes sample citywide policy statement; sample plan to mobilize the community; sample department policies and procedures; sample DUI goals and objectives; sample press releases; sample education fact sheets and guides; and training information) can also be found in PDF form at: [http://www.nhtsa.dot.gov/people/injury/alcohol/juveniledui/pdfs/part3.pdf](http://www.nhtsa.dot.gov/people/injury/alcohol/juveniledui/pdfs/part3.pdf)

- **Impaired Driving Guidebook: Three Keys to Renewed Focus and Success:**
  A guide to law enforcement executives on how to most effectively renew their efforts to eliminate impaired driving on our roadways by focusing on the “three keys” of leadership, collaboration and communication. The target audience includes state, provincial, county, local, and Tribal police executives and their agencies. Whether your agency is already strategically focused on eliminating impaired driving or you are contemplating making it a high priority, this Guidebook is intended to serve as a resource to assist you in that effort.
  Developed by the Impaired Driving Subcommittee of the International Association of Chiefs of Police, 2006.

- **Low-Staffing Sobriety Checkpoints:**
  These guidelines have been designed to provide law enforcement agencies with a uniform and successful method to plan, operate, and evaluate low-staffing sobriety checkpoints. When implemented in conjunction with departmental policy and constraints imposed by State or local courts, low-staffing sobriety checkpoints provide an effective tool to combat the impaired driving problem.
  Developed by the National Highway Traffic Safety Administration, 2006.
• Grassroots Support for Impaired-Driving Law Enforcement Crackdown Efforts
Given that many law enforcement agencies have only limited resources and face many critical priorities, this report addresses what steps can be taken to support law enforcement and help them with these important lifesaving activities, and identifies and highlights the strategies that seem to work best for the MADD / NHTSA cooperative “You Drink & Drive, You Lose” campaign of strong visibility law enforcement that was conducted in 2003-2004. Specifically, this guide provides detailed tips to coalitions on how to enhance law enforcement participation, assist law enforcement in their efforts, generate publicity and create meaningful recognition. Developed by the National Highway Traffic Safety Administration (NHTSA), 2006.

Training

• A Judicial Curriculum on Juvenile DWI and Alcohol & Other Drug Use (2003):
This comprehensive curriculum encourages judges to impose appropriate treatment and sanctions on juvenile DWI offenders and to become leaders in the development of community-based prevention and intervention programs. The curriculum includes information on drug and alcohol trends, adolescent development, law enforcement, screening and assessment, dispositions, and engaging the community. In addition to PowerPoint presentations, the curriculum includes a workshop coordinator's guide, lesson plans, participant materials, and a video, "Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations (1996)." The video and accompanying discussion guide are intended to enhance the dialogue between judges and communities as they begin to explore a community-wide response to juvenile DUI and other problems related to juveniles' illegal use of alcohol and drugs. In addition, other criminal justice practitioners and community leaders can use the video as an educational tool in addressing these problems. The video discussion guide is available online at: http://www.ncjrs.gov/txtfiles/beyond.txt; You may obtain a videotape and curriculum from the National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, Nevada, 89507, (775) 784-6012.

• Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations (1996):
This video and accompanying discussion guide are intended to enhance the dialogue between judges and communities as they begin to explore a community-wide response to juvenile DUI and other problems related to juveniles' illegal use of alcohol and other drugs. In addition, other criminal justice practitioners and community and government leaders can use the video as an educational tool in addressing these problems. The video discussion guide is available online at: http://www.ncjrs.gov/txtfiles/beyond.txt; You may obtain a videotape and curriculum from the National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, Nevada, 89507, (775) 784-6012.
Sobriety Checkpoints

Summary

Sobriety checkpoints involve law enforcement officials systematically stopping drivers to assess their levels of alcohol impairment. Vehicles are stopped by a roadblock at certain points on a roadway in a specific sequence, such as every other vehicle (the sequence depends on the personnel available to staff the checkpoint). The only type of sobriety checkpoint used in the United States is the selective breath testing (SBT) checkpoint, in which police must have reason to suspect the driver has been drinking.

Detecting drunk drivers is the key to deterrence, which increases the perception of certain, swift and severe punishment in the event that alcohol impaired driving laws are broken. When police send a clear and consistent message that alcohol impaired driving is not acceptable behavior, the long-term result will be to help establish new community norms around alcohol use.

Core Components

1. Planning is supervised by a sworn, uniformed police officer;
2. Prosecutorial and judicial support is enlisted;
3. Site selection is based on assessment of high incidence of impaired driving related crashes or fatalities;
4. Existing laws and departmental policy are reviewed to ensure legal requirements are met;
5. Staff and volunteers are fully trained and briefed;
6. Determine chemical testing logistics in advance;
7. Drivers are provided sufficient warning that they are approaching a checkpoint;
8. Uniformed officers are present;
9. Drivers and riders are provided an opportunity to evaluate the checkpoint;
10. The public is informed and educated.

Additional Components to Consider

- Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information);
- Media advocacy to increase support for enforcement (see p. 108 for more information);
- Mass media campaigns to advertise alcohol impaired driving laws and enforcement efforts (see p. 104 for more information);
• Media coverage of enhanced enforcement activities, such as reporting the number of citations issued for alcohol impaired driving (this component develops community awareness through media efforts, increasing perceptions of punishment for violations).

Outcomes

• Reduction in alcohol-impaired driving;
• Reduction in alcohol related crashes;
• Reduction in fatal and nonfatal injuries associated with crashes.

Contributing Factors Addressed

• Low enforcement of alcohol laws;
• Low perceived risk of alcohol use and impaired driving;
• Social norms accepting/encouraging alcohol use.

Implementation Materials

• Saturation Patrols & Sobriety Checkpoints Guide: A How-To Guide for Planning and Publicizing Impaired Driving Enforcement Efforts:

• Low-Staffing Sobriety Checkpoints:
  These guidelines have been designed to provide law enforcement agencies with a uniform and successful method to plan, operate, and evaluate low-staffing sobriety checkpoints. When implemented in conjunction with departmental policy and constraints imposed by State or local courts, low-staffing sobriety checkpoints provide an effective tool to combat the impaired driving problem. Developed by the National Highway Traffic Safety Administration, 2006. http://www.nhtsa.dot.gov/people/injury/enforce/LowStaffing_Checkpoints/images/LowStaffing.pdf

• Grassroots Support for Impaired-Driving Law Enforcement Crackdown Efforts:
  Given that many law enforcement agencies have only limited resources and face many critical priorities, this report addresses what steps can be taken to support law enforcement and help them with these important lifesaving activities, and identifies and highlights the strategies that seem to work best for the MADD / NHTSA cooperative “You Drink & Drive, You Lose” campaign of strong visibility
law enforcement that was conducted in 2003-2004. Specifically, this guide provides detailed tips to coalitions on how to enhance law enforcement participation, assist law enforcement in their efforts, generate publicity and create meaningful recognition. Developed by the National Highway Traffic Safety Administration (NHTSA), 2006. www.nhtsa.dot.gov/people/injury/alcohol/GrassRootsEfforts.pdf

• **A Guide for Enforcing Impaired Driving Laws for Youth:**
State and local policymakers, enforcement agencies, and concerned citizens can use this guide to (1) gain an understanding of impaired driving issues as they relate to young drivers; (2) learn about the evidence of effectiveness of zero tolerance laws to prevent youth from driving with even small amounts of alcohol; (3) motivate policymakers and enforcement officers to place more emphasis on impaired driving among youth; (4) identify the barriers to enforcement of laws regarding impaired driving among youth; and (5) learn about strategies to overcome these barriers. Developed by the Office of Juvenile Justice and Delinquency Prevention.
http://www.udetc.org/documents/EnforceImp.pdf

• **Impaired Driving Guidebook: Three Keys to Renewed Focus and Success**
A guide to law enforcement executives on how to most effectively renew their efforts to eliminate impaired driving on our roadways by focusing on the “three keys” of leadership, collaboration and communication. The target audience includes state, provincial, county, local, and Tribal police executives and their agencies. Whether your agency is already strategically focused on eliminating impaired driving or you are contemplating making it a high priority, this Guidebook is intended to serve as a resource to assist you in that effort. Developed by the Impaired Driving Subcommittee of the International Association of Chiefs of Police, 2006.

**Training**

• **Standard Field Sobriety Testing (SFST):** Available to law enforcement personnel, only. Offered through the Nebraska Law Enforcement Training Center. Contact Instructor Dave Anderson at 308/385-6030 at the Nebraska Law Enforcement Training Center for registration information.

• **Protecting Lives, Saving Futures Training:**
The Protecting Lives, Saving Futures model curriculum is designed to jointly train police and prosecutors in the detection, apprehension and prosecution of impaired drivers. This curriculum is a project of the American Prosecutors Research Institute’s National Traffic Law Center.
• **DWI Detection and Standardized Field Sobriety Testing Student and Instructors Manuals 2004 Edition:**
This manual outlines how standardized field sobriety tests are to be administered under ideal conditions. In addition, the manual provides an overview of DWI deterrence, and an explanation of the DWI legal environment.

• **A Judicial Curriculum on Juvenile DWI and Alcohol & Other Drug Use (2003):**
This comprehensive curriculum (including a video segment) encourages judges to impose appropriate treatment and sanctions on juvenile DWI offenders and to become leaders in the development of community-based prevention and intervention programs. The curriculum includes information on drug and alcohol trends, adolescent development, law enforcement, screening and assessment, dispositions, and engaging the community. In addition to PowerPoint presentations, the curriculum includes a workshop coordinator's guide, lesson plans, participant materials, and a video, "Beyond the Bench," which addresses judges' ethical concerns when engaging in extra-judicial prevention activities. The entire curriculum may be obtained from the National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, Nevada, 89507, (775) 784-6012.

• **Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations (1996):**
This video and discussion guide highlights the benefits of increased judicial leadership in addressing juvenile impaired driving (DUI) due to alcohol and other drugs. The video is intended to enhance the dialogue between judges and communities as they begin to explore a community-wide response to juvenile DUI and other problems related to juveniles’ illegal use of alcohol and other drugs. In addition, other criminal justice practitioners and community leaders can use the video as an educational tool in addressing these problems. The video discussion guide is available online at: [http://www.ncjrs.gov/txtfiles/beyond.txt](http://www.ncjrs.gov/txtfiles/beyond.txt)
You may obtain a videotape from the National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, Nevada, 89507, (775) 784-6012.

References


Enhanced Enforcement of Laws Prohibiting Underage Drinking

Summary

Alcohol use by young people is dangerous, not only because of the risks associated with acute impairment, but also because of the threat to their long-term development and well-being. Underage alcohol use is also associated with violence, suicide, educational failure, and other problem behaviors. All of these problems are magnified by early onset of teen drinking: the younger the drinker, the worse the problem.

Enforcement of underage drinking laws supports and enhances the efforts of local jurisdictions to prohibit the sale of alcoholic beverages to minors and the purchase and consumption of alcoholic beverages by minors. Laws and regulations must be enforced in order to be effective. Enforcement usually involves the use of penalties and fines for violators of established policies. Over the long haul, enforcement of policy is a key to changing community norms around underage drinking.

The pre-approved, evidence-based strategies that fit under the broad heading of enhancing enforcement of laws prohibiting underage drinking is:

- Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors (see p. 90).

NOTE: Enforcement of laws prohibiting underage drinking has considerable overlap with:

- Prevent Juvenile Alcohol Impaired Driving (see p. 82 for more information);
- Enhanced Enforcement of On-Premise Laws and Regulations (see p. 95 for more information).
Enhanced Enforcement of Laws Prohibiting Alcohol Sales and Provision to Minors

Summary

Laws are only as effective as the deterrence that backs them up. The strategy of enhancing the enforcement of laws that prohibit sales and provision of alcohol to minors uses deterrence to increase the perception of certain, swift and severe punishment in the event that laws are broken. This strategy includes not only enforcement related to retail sales of alcohol (including bars, liquor stores and convenience stores), but also to other common ways that underage drinkers access alcohol: at parties at a home, in an outdoor area (a beach, park, or an isolated rural area), or in another venue such as a warehouse or hotel room. In addition, this strategy can include apprehending underage buyers in order to hold them accountable for their actions. This strategy may also include approaches that reinforce deterrence (e.g., through media campaigns or the implementation of related alcohol misuse prevention policies and/or practices).

Wherever enforcement takes place, the fact is that when police send a clear and consistent message that selling or providing alcohol to minors is not acceptable behavior, the long-term result will be to help establish new community norms around youth alcohol use.

Please note that this strategy focuses on enforcing laws around underage drinking, specifically, at both traditional drinking establishments, like bars (called “on-premise” because the drinking is done on the scene), as well as at “off-premise” locations, such as liquor stores, where alcohol is consumed elsewhere. The strategy of Enhanced Enforcement of On-Premise Laws and Regulations overlaps somewhat with this strategy, in that both approaches cover on-premise enforcement of laws prohibiting sale of alcohol to minors. The latter strategy, however, addresses of-age drinkers, as well.

Core Components:

1. Routine, ongoing compliance checks using underage “decoys”; compliance checks must be implemented by or coordinated with law enforcement and alcohol regulators;
2. Issuing citations and penalties for selling and/or supplying to underage drinkers (Note: Communities can revoking liquor licenses from establishments that sells alcohol to minors; adult who sells or provides alcohol to minors can also be charged criminally with a gross misdemeanor);
3. Citations to underage youth for possession (called Minor In Possession, otherwise or MIP).

Additional Components to Consider

- Law enforcement “walk-throughs”: Regular visits by police officers to licensed establishments may help establish a police presence and serve as a reminder to merchants that police intend to punish merchants who provide alcohol to
underage youth. Please note that this strategy will only be approved if it is part of a larger, comprehensive alcohol enforcement approach.

- **Teen “party patrols”:** This approach can consist of a variety of interventions ranging from creating and promoting a teen party hotline, to report underage drinking parties, to law enforcement mobilization to locate and break-up teen drinking parties in both public and private settings (for more information on implementing teen party ordinances, see p. 68);

- **“Cops in Shops” approaches:** This approach involves a partnership between retailers and law enforcement designed to deter minors from attempting to purchase alcohol and to discourage adults from purchasing alcohol for minors. Undercover police officers are assigned to pose as either employees or customers of the participating retailer or customers, and are stationed inside the retailer’s premises to apprehend underage persons when they attempt to buy alcoholic beverages. The agents also have a secondary, educational role, which is to share their expertise with retailers and their employees on such subjects as false or fake ID, the signs of intoxication, and the physical and behavioral characteristics of minors. (Note: Use “Cops in Shops” approaches only for limited targeting of retail outlets popular with youth purchasers and to establish a working relationship with retailers; can be used as a first step toward implementing a comprehensive prevention strategy that includes a compliance check program.)

- **“Shoulder tap” programs:** One of the main ways that young people obtain alcohol from commercial sources is to ask of-age strangers to buy it for them. In "shoulder tap" operations, an undercover operative approaches an adult outside a store and asks the adult to buy him or her alcohol. If the adult agrees and does so, he or she is cited for procuring alcohol to someone underage.);

- **Media advocacy to increase support for enforcement and related policies (see p. 108 for more information);**

- **Mass media campaigns to advertise liability laws and enforcement efforts (see p. 104 for more information);**

- **Changes in alcohol-related policy:**
  - Develop and/or strengthen age identification policies and training for employees of alcohol establishments (see p. 55 for more information).
  - Compliance check and right to search ordinance: (see p. 65 for more information)
  - Establish a Minimum Bar Entry Age of 21: (see p. 55 for more information)
  - Adopt a Drink-at-home – stay-at-home ordinance: (see p. 55 for more information)
  - Adopt a teen party ordinance: (see p. 68 for more information)
  - Adopt a noise assembly ordinance: (see p. 55 for more information)
- Adopt an employment of minors ordinance: (see p. 55 for more information)
- Require alcohol warning signs to be posted at liquor establishments: (see p. 115 for more information)
- Encourage businesses to conduct internal compliance checks to monitor the sale of alcohol to minors by their employees (informal policy change)

• Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information).

Outcomes

• Reduced retail sales of alcohol to minors;
• Decreased underage alcohol consumption.

Contributing Factors Addressed

• Easy retail access to alcohol;
• Easy social access to alcohol;
• Low enforcement of alcohol laws;
• Low perceived risk of alcohol use;
• Social norms accepting/encouraging alcohol use.

Implementation Materials

• Alcohol Compliance Checks: A Procedures Manual for Enforcing Alcohol Age-of-Sale Laws:
  This manual is designed for public officials, law enforcement officers, and alcohol-regulation agents as a practical guide for developing and implementing a compliance check system for establishments that sell or serve alcohol. Developed by the Alcohol Epidemiology Program, University of Minnesota, 2000. http://www.epi.umn.edu/alcohol/manual/manual.pdf

• Reducing Alcohol Sales to Underage Purchasers: A Practical Guide to Compliance Investigations:
  This guide provides guidelines and operational information on reducing sales of alcohol to underage purchasers through compliance investigations of alcohol retailers such as liquor and convenience stores. It presents the rationales for carrying out these investigations and emphasizes the importance of reducing youth access to alcohol. Developed by the Pacific Institute for Research and Evaluation for OJJDP, reprinted 2007. http://www.udetc.org/documents/AlcoholSales.pdf

• A Practical Guide to Preventing and Dispersing Underage Drinking Parties:
  This guide describes the role of enforcement and community organizations or

- **Community How To Guide on Enforcement:**
  This guide details what coalitions and organizations need to do to insure the enforcement and judicial communities are active partners in the effort to reduce underage drinking. Includes brief descriptions of activities such as compliance checks, cops in shops, shoulder tap programs, and party buster hotlines. http://www.nhtsa.dot.gov/people/injury/alcohol/Community%20Guides%20HTML/Book5_Engforcement.html

- **Strategies for Reducing Third-Party Transactions of Alcohol to Underage Youth:**
  This document describes enforcement approaches to deterring and reducing the availability of alcohol to underage drinkers through adult providers, including enforcing laws and ordinances and conducting “shoulder tap” programs. In addition, tips to overcoming barriers to enforcement are discussed. http://www.pire.org/documents/Reducing3rdParty.pdf

- **Alcohol Purchase and “Shoulder Tap” Surveys: How To Guide:**
  This guide provides a step-by-step approach for what to do to assess where to effectively target compliance checks and “shoulder tap” approaches. http://www.youthinaction.org/about/shoulderTap/

- **Community Action Kit: Minimum Drinking Age:**
  This tool kit, developed by Face Project, includes a sample newsletter for police officers; sample op-ed column; and sample news release. https://www.faceproject.org/Resources/PDF/Enforcing-Minimum-Drinking-Age-CAK.pdf

- **Model ordinances to reduce the supply of alcohol to youth:**
  o http://www.epi.umn.edu/alcohol/sample/ordinanc.shtm

- **Sample social host accountability municipal ordinances:**
  o http://www.socialhost.org/modelordinances.aspx
  o http://www.hayward-ca.gov/municipal/HMCWEB/SocialHostAccountabilityOrdinance.pdf
  o http://www.ci.benicia.ca.us/index.asp?Type=B_BASIC&SEC=%7B49E2452E-EA93-4B5A-BEA8-F61FADD9EAE%7D

- **Alcohol Restrictions on Public Property:**
  This document describes these restrictions, why they are important, considerations for passing and implementing these restrictions in your community, and examples of what other communities have done. http://www.epi.umn.edu/alcohol/policy/userestr.shtm

- **Minimum Age of Seller Requirements:**
This document describes these requirements, why they are important, considerations for passing and implementing these requirements in your community, and examples of what other communities have done.

http://www.epi.umn.edu/alcohol/policy/sellrage.shtm

• **Law Enforcement Guide to False Identification:**
  Acquaints law enforcement officers with the various ways that false identification can be created and the techniques and tools that can aid in detecting false identification. Developed by the Office of Juvenile Justice and Delinquency Prevention, 2005.

Training

• **How to Conduct Compliance Checks:**
  http://www.udetc.org/lawenforcementstrategies.htm#Compliance

• **Operations to Reduce Third Party Sales of Alcohol to Underage Youth:**
  http://www.udetc.org/lawenforcementstrategies.htm#Operations

• **Party Patrol and Controlled Party Dispersal Techniques for Preventing and Breaking Up Underage Drinking Parties:**
  http://www.udetc.org/lawenforcementstrategies.htm#Party

• **Dealing with False Identification:**
  http://www.udetc.org/lawenforcementstrategies.htm#FalseID

• **Cops in Shops training and public awareness materials:**
  Ron Engle, Director, Traffic Safety, the Century Council: (202) 637-0077
  http://www.centurycouncil.org/stop-underage-drinking/initiatives/copsinshops/get-involved

• **Training Specific to Native American Communities:**
  http://www.udetc.org/Training.htm#NativeAmerican

References


Enhanced Enforcement of On-Premise Alcohol Laws and Regulations

Summary

Bars and clubs have been identified as drinking locations that are especially high risk for alcohol-related intoxication and related problem behaviors, most notably driving while intoxicated and aggression. Deterrence—in the form of enforcing server liability laws and regulations that prohibit serving visibly intoxicated patrons and/or individuals under the minimum legal drinking age—allows police to create the perception of certain, swift and severe punishment in the event that laws are broken. When communities send a clear and consistent message that selling alcohol to intoxicated individuals is not acceptable, the long-term result will be to help establish new community norms around alcohol use. This strategy may also include approaches that reinforce deterrence (e.g., through media campaigns or the implementation of related alcohol misuse prevention policies and/or practices).

Please note that this strategy focuses solely on alcohol use that takes place in a traditional drinking establishment such as a bar (called “on premise” because the drinking takes place on site), and encompasses both underage and of-age individuals. The strategy of Enhanced Enforcement of Underage Drinking Laws overlaps somewhat with this strategy, in that both approaches cover on-premise enforcement of laws prohibiting sale of alcohol to minors.

Core Components

1. Routine, ongoing enforcement of server liability laws and regulations related to serving intoxicated patrons.

   Please note that in implementing the above component, determining which premises on which to focus attention should be determined based on policing intelligence (e.g., safety audits and risk assessments) to identify high-risk premises associated with excessive alcohol intoxication.

2. Routine, ongoing compliance checks using underage or apparently intoxicated “decoys”; compliance checks must be implemented by or coordinated with law enforcement and alcohol regulators.

Additional Components to Consider

- **Administrative penalties**: Punishment for retail outlets that break alcohol laws can include administrative penalties by local governments. In Nebraska, local governments can revoke a liquor license through a local hearing, but they cannot suspend the license nor can they sanction any monetary fines.

- Ban drink discounts and other price specials, along with enforcement of these regulations (see p. 62 for more information).
• Media advocacy to increase support for enforcement and related policies (see p. 108 for more information);
• Mass media campaigns to advertise server liability laws and enforcement efforts (see p. 104 for more information);
• Media coverage of enhanced enforcement activities, such as reporting the number of citations issued for server liability (this component develops community awareness through media efforts, increasing perceptions of punishment for substance abuse violations and reducing server noncompliance).
• Responsible beverage server training: Please note that for this approach to be an effective component of this overall strategy, the server training must include tips on how to identify and monitor signs of intoxication, and how to carefully and politely deal with those patrons. Furthermore, responsible beverage server should be part of a larger, comprehensive alcohol abuse prevention approach that includes – at a minimum – compliance checks (see p. 64 for more information);
• Changes in alcohol related policy (and associated enforcement activities):
  o Adopt an employment of minors ordinance: (see p. 55 for more information)
  o Establish a Minimum Bar Entry Age of 21: (see p. 54 for more information)
  o Require alcohol warning signs to be posted at liquor establishments: (see p. 115 for more information)
  o Develop and/or strengthen age identification policies and training for employees of alcohol establishments (see p. 55 for more information). Note: This practice is a required core component of the pre-approved strategy, Responsible Beverage Server Training (see p.64).
• Strengthen the Prosecution, Adjudication and Sanctioning of Alcohol Laws (see p. 99 for more information);
• Encourage businesses to adopt policies that decrease personal risk and promote responsible (see p. 55 for more information)

Outcomes
• Reduced retail sales of alcohol to intoxicated patrons;
• Reduced rates of driving while intoxicated.

Contributing Factors Addressed
• Easy retail access to alcohol;
• Low enforcement of alcohol laws;
• Low perceived risk of alcohol use and impaired driving;
• Social norms accepting/encouraging alcohol use;
• Low or discount pricing of alcohol (only addressed if the additional component of prohibiting or restricting happy hours and/or drink specials is implemented).

Implementation Materials

• Responses to the Problem of Assaults in and Around Bars:
  Though the focus is on violence, this guide by the Center for Problem-Oriented Policing provides strategies that will provide a foundation for addressing high-risk establishments. These strategies are drawn from a variety of research studies and police reports. Several of these strategies may apply to your community’s particular problem. It is critical that you tailor responses to local circumstances, and that you can justify each response based on reliable analysis.
  http://www.popcenter.org/problems/assaultsinbars/3

• Identifying and Responding to Problematic Licensed Premises—A Guide for Police:
  Licensed premises are an important priority for police in reducing alcohol intoxication-related problems. It is possible to conduct highly targeted policing operations that focus on the premises that are associated with the most problems. There is a strong research base that identifies what is best policing practice in addressing problematic licensed premises. The challenge for police in conjunction with their partners, is to effectively implement what is known about appropriate responses to this problem. Developed by the Australasian Center for Policing Research, 2006.

• Sample bar policies:

• Alcohol Compliance Checks: A Procedures Manual for Enforcing Alcohol Age-of-Sale Laws:
  This manual is designed for public officials, law enforcement officers, and alcohol-regulation agents as a practical guide for developing and implementing a compliance check system for establishments that sell or serve alcohol. Developed by the Alcohol Epidemiology Program, University of Minnesota, 2000.

• Reducing Alcohol Sales to Underage Purchasers: A Practical Guide to Compliance Investigations:
  This guide provides guidelines and operational information on reducing sales of alcohol to underage purchasers through compliance investigations of alcohol retailers such as liquor and convenience stores. It presents the rationales for carrying out these investigations and emphasizes the importance of reducing youth access to alcohol. Developed by the Pacific Institute for Research and Evaluation for OJJDP, reprinted 2007.
  http://www.udetc.org/documents/AlcoholSales.pdf
• **Minimum Age of Seller Requirements:**
This document describes these requirements, why they are important, considerations for passing and implementing these requirements in your community, and examples of what other communities have done.

**Training**

• **How to Conduct Compliance Checks:**
http://www.udetc.org/lawenforcementstrategies.htm#Compliance

**References**


Strengthening the Prosecution, Adjudication and Sanctioning of Alcohol Laws

Summary

The foundation for deterring individuals from breaking alcohol laws depends on their perception of the likelihood of being caught, and on their perception of what will happen to them if they are apprehended. That is why prosecution, adjudication, and sanctioning are such important components of a system aimed at reducing underage drinking, alcohol impaired driving, and/or binge drinking. Not only do these methods constitute a mechanism for changing the behavior of known offenders, but they also provide a basis for establishing effective general deterrence.\(^4\)

Outcomes (Note: whether or not the following outcomes are achieved depends on the focus of the prosecution, adjudication and sanctioning efforts):

- Reduction in underage drinking, and/or alcohol-impaired driving;
- Reduction in alcohol related crashes;
- Reduction in fatal and nonfatal injuries associated with crashes.
- Reduced retail sales of alcohol to intoxicated patrons.

Contributing Factors Addressed (Note: whether or not the following contributing factors are addressed depends on the focus of the prosecution, adjudication and sanctioning efforts):

- Low enforcement of alcohol laws;
- Low perceived risk of alcohol use and impaired driving;
- Social norms accepting/encouraging alcohol use.
- Easy retail access to alcohol;
- Easy social access to alcohol.

Implementation Materials

- **DWI System Improvements for Dealing with Hard Core Drinking Drivers—Executive Summary:**
  This report examines ways to improve the prosecution of hard core drinking drivers. The document underscores the need for system improvement by identifying key problems in the prosecution of DWI offenders and recommends practical solutions derived from research and validated by the experiences of


- The Prosecutor’s Leadership Role in Juvenile Impaired Driving Programs: Supporting the Arrest Alternative:
  This document is Chapter 2 of Part IV of Strategies for Success: Combating Juvenile DUI, which is intended to empower criminal justice professionals (with a special focus on law enforcement, prosecutors and judges) to take the lead in working with others to plan a coordinated response to alcohol-related delinquency, particularly as it relates to traffic offenses. Developed through a collaboration between the Office of Juvenile Justice and Delinquency Prevention and the National Highway Traffic Safety Administration. http://www.nhtsa.dot.gov/people/injury/alcohol/juvenileui/part4/page3.html
  The entire document can be found at: http://www.nhtsa.dot.gov/people/injury/alcohol/juvenileui/toc.html

- Admissibility of Horizontal Gaze Nystagmus Evidence: Targeting Hardcore Impaired Drivers:
  Nothing is worse for police and prosecutors than impaired drivers who have already been through the system three or four times. These hardcore offenders have learned not to make incriminating statements or take blood alcohol tests. They even practice the standardized field sobriety tests (SFSTs) in bars before they drive home. Their heightened tolerance to alcohol and repetition of the tests often gives them an ability to display only a small number of impairment clues. But there is one SFST that cannot be practiced or physically controlled—the Horizontal Gaze Nystagmus (HGN) Test. This is a guide to HGN admissibility with articles from a variety of experts in the area. Developed by the American Prosecutors Research Institute, the non-profit research, training and technical assistance affiliate of the National District Attorneys Association, 2003. http://www.ndaa.org/pdf/admissibility%20of%20hgn_april_2003.pdf

- Alcohol Toxicology for Prosecutors: Targeting Hardcore Impaired Drivers:
  Defendants often know what most people and jurors know through their life experiences: what you eat and drink, and when you eat and drink directly impacts the effect of alcohol. For prosecutors, this means being prepared to combat bar room beliefs and conventional wisdom about alcohol through the science of toxicology. This publication serves as a guide to the basic principles of toxicology and the role of experts in this science. Developed by the American Prosecutors Research Institute, the non-profit research, training and technical assistance affiliate of the National District Attorneys Association, 2003. http://www.ndaa.org/pdf/toxicology_final.pdf

- Breath Testing for Prosecutors: Targeting Hardcore Impaired Drivers:
  Law enforcement officers use breath-testing instruments to investigate the vast majority of these cases. Thus, prosecutors must understand the basics of breath alcohol testing. This monograph is designed to educate prosecutors about the basics of breath testing theories and procedures. Developed by the American
Prosecutors Research Institute, the non-profit research, training and technical assistance affiliate of the National District Attorneys Association, 2004. 

• **Overcoming Impaired Driving Defenses: Targeting Hardcore Impaired Drivers**
  This publication serves as a guide to the most common defenses in impaired driving cases, drawing on the expertise and experience of Herb Tanner, the 2003 Prosecutor Fellow with the National Highway Traffic Safety Administration (NHTSA). Developed by the American Prosecutors Research Institute, the non-profit research, training and technical assistance affiliate of the National District Attorneys Association, 2003. 
  http://www.ndaa.org/pdf/overcoming_impaired_driving_defenses.pdf

• **Prior Convictions in Impaired Driving Prosecutions: Targeting Hardcore Impaired Drivers:**
  When prosecutors lack knowledge that there is a prior conviction or the proper record, these offenders oftentimes slip through the cracks. Yet, these repeat offenders are the most dangerous drivers on the road. In a perfect world, a prosecutor could type in the defendant’s name and date of birth and instantly discover the person’s entire driving record, including any prior convictions for DWI. However, in the real world, prosecutors often search numerous locations to determine whether a prior conviction exists, and if it does, where and when it occurred. They must also adhere to a number of constitutional provisions. This guide is intended to assist prosecutors through this process. Developed by the American Prosecutors Research Institute, the non-profit research, training and technical assistance affiliate of the National District Attorneys Association, 2004. 

• **A Guide to Sentencing DWI Offenders, 2nd Edition, 2005:**
  This guide is designed to assist judges and prosecutors with the sentencing of repeat DUI offenders in order to reduce recidivism among this type of offender. 

• **Strategies for Addressing DWI Offenders: 10 Promising Sentencing Practices:**
  This document was produced as a result of the Sentencing Summit held at the National Judicial College in March 2004. It provides innovative sentencing strategies for judges who hear DWI cases, including use of DWI Courts, Staggered Sentencing, Sentencing Circles, Vehicle and License Plate Sanctions, Ignition Interlock Devices, Electronic Monitoring and SCRAM, Victim Impact Panels, Cognitive Behavioral Therapy, Drug Therapy, and Reentry Courts and Programs. Developed by the National Highway Traffic Safety Administration, 2004. 

• **Hardcore Drunk Driving Judicial Guide:**
  This judicial guide outlines effective strategies and model programs for judges facing hardcore drunk drivers. Emphasizing the need for appropriate sentencing,
this publication suggests that judges: recognize high BAC as an indicator of hardcore drunk driving; restrict plea bargaining and diversion programs; mandate alcohol assessments and evaluations; impose meaningful fines; employ the use of vehicle sanctions, ignition interlock devices, and intensive monitoring, supervision, and probation; and avoid substituting community service for harsher sanctions, among other things. Developed by the National Association of State Judicial Educators, 2004. http://nasje.org/resources/HCDrunk/HCDrunkJudicialGuide.pdf

Training

- **Judicial Curriculum on Juvenile DWI and Alcohol & Other Drug Use:** This comprehensive curriculum encourages judges to impose appropriate treatment and sanctions on juvenile DWI offenders and to become leaders in the development of community-based prevention and intervention programs. The curriculum includes information on drug and alcohol trends, adolescent development, law enforcement, screening and assessment, dispositions, and engaging the community. In addition to PowerPoint presentations, the curriculum includes a workshop coordinator’s guide, lesson plans, participant materials, and a video, "Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations (1996)," which addresses judges' ethical concerns when engaging in extra-judicial prevention activities. The entire curriculum may be obtained from the National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, Nevada, 89507, (775) 784-6012.

- **National Judicial College Traffic Safety Courses:** The National Judicial College offers at least three courses related to DUI for judges: Traffic Issues in the 21st Century, DUI Primer for New Judges: Impaired Driving Case Fundamentals, and Sentencing Motor Vehicle Law Offenders. Information about these courses can be found at the link below or by contacting the National Judicial College at Mail Stop 358, Reno, NV. 89557, or 1-800-255-8343.
MEDIA & COMMUNICATION WITHIN THE COMMUNITY

Media stories reporting enforcement and penalties applied can confirm the expectation that violators will experience consequences and at the same time reinforce community norms and values regarding public health policy. Media advocacy around alcohol increases coverage of alcohol-related issues, and can change public perceptions of the likelihood of arrest for breaking alcohol laws.

Please note that, due to insufficient or conflicting evidence, mass media and/or communication approaches will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach. These approaches include:

- Mass Media Campaigns (for implementation information, see p. 104);
- Counter-advertising Campaigns (for implementation information, see p. 106);
- Media Advocacy (for implementation information, see p. 108);
- Media Literacy (for implementation information, see p. 110);
- Social Marketing (for implementation information, see p. 111);
- Social Norms Approaches (for implementation information, see p. 113);
- Alcohol Warning Signs (for implementation information, see pp. 115).
Mass Media Campaigns to Reduce Underage Drinking, Binge Drinking & Alcohol Impaired Driving

Summary

Mass media campaigns aim to persuade individuals either to avoid underage drinking, to avoid drinking and driving, to avoid binge drinking, or to prevent others from engaging in these activities. Media campaigns use media such as television, radio, newspapers, billboards, and print to get their messages across. Mass media campaigns fall into three general categories: (1) informational; (2) advocacy; and (3) social norms approaches. For more information on #2 and #3, see the specific sections in this Appendix devoted to those approaches (pp. 108 and 113, respectively). Mass media campaigns in the above categories are used to:

- Increase awareness of existing laws and punishments;
- Increase awareness of prevention efforts taking place in the community, such as an increase in sobriety checkpoints and retail compliance checks; and
- Increase knowledge and awareness of the social and health consequences of alcohol use.

Please note that, due to insufficient or conflicting evidence, mass media campaigns will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach. Furthermore, to be approved, these campaigns must:

- Be carefully planned and well executed;
- Attain adequate audience exposure.

Core Components

1. Campaign goals and objectives are based on an analysis of the community’s drinking problems, and coincide with goals and objectives of primary strategy;

2. Messages are appropriately focused and materials are based on the target population’s geographic, demographic, psychological, and problem-relevant characteristics. (Note: Use appropriate language, style and tone to get the message right for the target audience.);

3. Formative research is conducted with the target audience to determine perceptions and message appeal;

4. A staged approach is developed that recognizes the need to build toward behavior, norm, or policy change. For example, to promote personal behavior change, an audience may need to be led through a series of steps that include awareness, knowledge and beliefs, behavioral skills, self-efficacy (i.e., the conviction that individuals can master or maintain a behavior), and supports for sustaining change. (Note: To be effective, the message must be right for the viewer’s stage of problem acknowledgement and readiness for change.)
5. Include a specific “call to action” that asks the audience to take a particular step;
6. Select a message source or sponsor that is credible to the particular audience; be wary of choosing celebrity spokespeople, whose appeal or credibility may be fleeting; use young models (versus authority figures) who appeal to target group;
7. Provide a clear and consistent message;
8. Pre-test message with target audience;
9. Choose a mix of media channels, including online resources.

Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

- Easy retail access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);
- Easy social access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);
- Social norms accepting / encouraging alcohol use;
- Low perceived risk of alcohol use and/or impaired driving (this contributing factor is only addressed if a social norms approach is utilized – see p. 113 of this Appendix for more information).

Implementation Materials & Training


References

Counter-Advertising Campaigns

Summary

Counter-advertising commonly is used to balance the effects that alcohol advertising may have on alcohol consumption and alcohol-related problems. Ultimately, counter-advertising campaigns are intended to change the social context for drinking, over-consumption and/or drunk-driving. Such measures can take the form of print or broadcast advertisements (e.g., public service announcements—commonly called PSAs—as well as product warning labels (warning labels will not be addressed, here, however, as they can’t be implemented on a local level). For print and broadcast counter-advertisements, such factors as their emotional appeal and the credibility of the source, as well as audience factors, can influence their effectiveness. Print or broadcast counter-advertisements can be on television or radio, outdoors (e.g., billboard), or newspapers.

Counter-advertisements are intended to attract interest and motivate people to act on new information provided in these ads. Counter-advertisements can use approaches such as:

- The informational/testimonial approach, based on the assumption that providing information will increase audience knowledge and awareness of the alcohol-related issue and eventually impact the targeted behavior; or
- An approach that encourages the adoption of more responsible drinking-related behaviors, such as using designated drivers and/or intervening to prevent alcohol-impaired people from driving.

Please note that, due to insufficient or conflicting evidence, counter-advertising campaigns will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.5

Core Components

The research on message, source, and audience factors indicates that part of the success of counter-advertising will depend on how these factors interact.

It is critical that counter-advertisements include:

- Strong logical arguments;
- Employ emotional appeal through methods such as celebrity endorsements and/or sensational content.

5 This summary was adapted from Alcohol Counter-Advertising and the Media: A Review of Recent Research, by Gina Agostinelli and Joel Grube, for the National Institute on Alcohol Abuse and Alcoholism, 2002: http://pubs.niaaa.nih.gov:80/publications/arh26-1/15-21.htm
Broadcast counter-advertisements are most effective when the communicator is of the same gender as the viewer, and they have a greater influence on lighter than on heavier drinkers.

Research indicates that drunk-driving counter-advertising campaigns should not target at-risk drinkers but rather should urge friends to intervene with resistant drinkers because they are more likely to be respected and be listened to by this at-risk group.

Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

1. Social norms accepting / encouraging alcohol use;
2. Low perceived risk of alcohol use and/or impaired driving.

References

Media Advocacy

Summary

Media advocacy is the strategic use of both mass media and community advocacy to promote public debate and generate community support for environmental change (such as a public policy initiative), by raising awareness of alcohol abuse and related issues. Key elements of media advocacy include raising the problem as a policy issue, controlling the way it is defined and conceptualized in debate, and keeping the issue alive. Media advocacy can be an important tool in reframing public debate because local news media is used to bring attention to a problem, advance the importance of one or more specific policies or other approaches that can reduce the problem, as well as put pressure on decision makers who can make the necessary changes. Media advocacy focuses on changing the amount of coverage social issues receive in the news media and, more importantly, the type of news coverage they receive.

Please note that this strategy will only be approved if it is implemented in order to advance environmental or policy change.

Core Components

1. Identify specific goals of advocacy effort and ensure goals coincide with goals of primary strategy;
2. Frame the issue to convey the appropriate message(s), and to assure newsworthiness;
3. Develop a message;
4. Pre-test message with target audience;
5. Learn to deal effectively with the media.

Outcomes

• Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

• Easy retail access to alcohol (this contributing factor is only addressed if the media advocacy campaign is specifically directed at this factor);
• Easy social access to alcohol (this contributing factor is only addressed if the media advocacy campaign is specifically directed at this factor);
• Social norms accepting/encouraging alcohol use.
• Low perceived risk of alcohol use, alcohol impaired driving, and/or binge drinking (this contributing factor is only addressed if the media advocacy campaign is specifically directed at this factor);
Implementation Materials

- **Strategic Media Advocacy for Enforcement of Underage Drinking Laws:**
  Media advocacy is an approach to media that helps empower people to tell their own story proactively rather than waiting passively for the media to “get it right.” While it is never possible to have the final say in how a story is reported, it is very possible to participate in the process and exert influence on how stories are reported. This guide discusses how to frame an issue, how to deal with journalists, and the nuts and bolts details of dealing with media. Developed by the Pacific Institute for Research and Evaluation for OJJDP, 1999. [http://www.pire.org/documents/mediaadvocacy.pdf](http://www.pire.org/documents/mediaadvocacy.pdf)

- **APHA Media Advocacy Manual:**
  This manual developed by the American Public Health Association (APHA) provides tips on how to plan your message, contact the media, and use the media to advance your prevention goals. [http://www.apha.org/NR/rdonlyres/A5A9C4ED-1C0C-4D0C-A56C-C33DEC7F5A49/0/Media_Advocacy_Manual.pdf](http://www.apha.org/NR/rdonlyres/A5A9C4ED-1C0C-4D0C-A56C-C33DEC7F5A49/0/Media_Advocacy_Manual.pdf)

- **Media Action Planning: A Checklist:**
  Developed by the Praxis Project, this web page provides a checklist for working with the media, plus tools on how to get coverage, frame your message, tell your story, write a letter to the editor, and develop a press release. [http://toolkit.healthjustice.us/print/116](http://toolkit.healthjustice.us/print/116)

- **Strategic Communications Plan Template:**

Training

- **Media Advocacy Training:**
  [http://www.udetc.org/Training.htm#Media](http://www.udetc.org/Training.htm#Media)

References

**Media Literacy**

**Summary**

Media literacy is the ability to access, analyze, and evaluate media in a variety of forms (and can also provide a framework for creating media messages). This strategy is based on the theory that media literate individuals have the skills to do a better job deciphering the complex messages they receive from the media (including television, radio, newspapers, magazines, books, billboards and signs, packaging and marketing materials, video games, and the Internet), and as such, they are better able to understand not only the surface content of media messages but the deeper and often more important meanings beneath the surface. Once individuals learn how to see through the surface of today’s media, to understand how and why they’re being manipulated, they become more critical consumers of media, more receptive to other ideas and information, and better able withstand the influence of the media that bombards them daily.

Please note that, due to insufficient or conflicting evidence, media literacy approaches will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.

**Outcomes**

- Supports the outcome(s) of primary prevention strategy.

**Contributing Factors Addressed**

- Social norms accepting / encouraging alcohol use;
- Low perceived risk of alcohol use.

**References**

Social Marketing

Summary

Social marketing is the systematic application of commercial marketing techniques to achieve specific behavioral goals in order to benefit the health of a target population. Social marketing promotes a voluntary change in the behavior of the target audience by offering desired benefits in place of the negative behavior, reducing perceived barriers to behavior change, and using persuasion to motivate participation.

Please note that, due to insufficient or conflicting evidence, social marketing campaigns will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.

Core Components

Social marketing strategies must:

- Seek to change behavior and have specific, measurable behavioral objectives;
- Be based on formative research conducted to identify target consumer characteristics and needs;
- Consider different segmentation variables when selecting the intervention target group;
- Tailor the intervention strategy for the selected segment(s);
- Intervention consists of communication (i.e., "promotion") plus a focus on at least one additional marketing “P” (i.e., the “product” or behavior change being marketed; the “price” or cost to a person to stop—or take on—a certain behavior; and/or “place,” which, in the public health arena, can be interpreted as how difficult it will be to change the behavior—or, in other words, how accessible is the behavior change?);
- Intervention considers what will motivate people to engage voluntarily with the intervention and offers them something beneficial in return. The offered benefit may be intangible (e.g., personal satisfaction) or tangible (e.g., rewards for participating in the program and making behavioral changes).
- Intervention considers the appeal of competing behaviors (including the current behavior), and uses approaches to minimize the competition;
- Intervention elements are pre-tested with the target group.

Additional Components

- Policy change;
- Training to those delivering the intervention;
Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

- Social norms accepting / encouraging alcohol use;
- Low perceived risk of alcohol use and/or impaired driving.

Implementation Materials

- **The Manager’s Guide to Social Marketing: Using Marketing to Improve Health Outcomes:**
  This guide, developed by the Social Marketing National Excellence Collaborative, takes the reader through the core steps that must be completed in order to conduct an effective social marketing campaign. Tips and tools are also provided.
  [http://www.turningpointprogram.org/Pages/pdfs/social_market/smc_managers_online.pdf](http://www.turningpointprogram.org/Pages/pdfs/social_market/smc_managers_online.pdf)

- **Social Marketing of Successful Components of the Initiative:**
  This chapter of the University of Kansas’ Community Tool Box provides an in-depth overview of social marketing, and a step-by-step guide for implementing a social marketing campaign, including tips and tools.
  [http://ctb.ku.edu/tools//chapter_1045.htm](http://ctb.ku.edu/tools//chapter_1045.htm)

References


Social Norms Approaches

Summary

Social norms approaches are strategies that seek to reduce misperceptions of norms about underage drinking, alcohol impaired driving, or binge drinking. Since most young people believe that their peers hold more permissive attitudes about drinking than they actually do, the social norms approach involves communicating actual drinking norms in order to dispel those myths. The idea is to correct misperceptions about what the majority of young people actually think and do concerning alcohol consumption, with the ultimate goal of changing drinking practices.

Please note that, due to insufficient or conflicting evidence, social norms approaches will only be approved as strategies if they are implemented as secondary activities that are part of a larger, comprehensive alcohol abuse prevention approach.

Core Components

1. Conduct careful research into the existing norms of the target audience to determine the content and tone of the social norms messages;
2. Develop specific communication goal(s) for each campaign, based on collected data, and ensure goal(s) coincide with goal(s) of primary strategy;
3. Choose channels of communication carefully and intentionally;
4. Test and re-test messages.

Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

- Easy retail access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);
- Easy social access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);
- Social norms accepting/encouraging alcohol use;
- Low perceived risk of alcohol use.
Implementation Materials

• A Multifaceted Social Norms Approach to Reduce High-Risk Drinking: Lessons from Hobart and William Smith Colleges:
  This publication represents one piece in a comprehensive approach to alcohol prevention at institutions of higher education. The concepts and approaches it describes should be viewed in the broader context of prevention theory and the approaches affirmed by the U.S. Department of Education and promoted by the Center in its training, technical assistance, publication, and evaluation activities. Developed by the Higher Education Center for Alcohol and Other Drug Prevention, funded by the U.S. Department of Education with supplemental funding from the Robert Woods Johnson Foundation, 2002.

• A Guide to Marketing Social Norms for Health Promotion in Schools and Communities:
  This is a comprehensive, step-by-step manual for those who are interested in using the social norms approach to address school-age and community-wide issues. It is important that those working to implement social norms projects have the tools and knowledge to do so effectively, and with fidelity to the model. This guidebook is intended to provide both the theoretical and practical information necessary to conduct an effective project. Developed by the National Social Norms Resource Center, 2005.

References

• Perkins, H. W., Haines, M. P., Rice, R. Misperceiving the College Drinking Norm, Journal of Studies on Alcohol, 2005
• Perkins, H. W., Social Norms and the Prevention of Alcohol Misuse in Collegiate Contexts, Journal of Studies on Alcohol, 2002
Alcohol Warning Signs

Summary

Alcohol warning signs, also referred to as alcohol warning posters, are notices or signs located in alcohol establishments that provide information related to the legal, social, and health consequences of alcohol use. The State of Nebraska currently requires two warning signs to be posted at every licensed outlet, including one warning to minors that it is illegal to purchase alcohol if you are under age 21, and one warning to pregnant women about alcohol use. Local jurisdictions have the freedom to require any additional signs through a local ordinance.

Signs may include information on:

- The legal penalties and consequences of providing/selling alcohol to underage or intoxicated persons.
- The legal penalties of underage possession and consumption of alcohol.
- The establishment's policies and practices on checking customers' age identification and refusing sales to intoxicated patrons.
- Risks of consuming alcohol while taking certain medications and/or prior to driving motor vehicles and operating heavy machinery.

For individuals to make informed decisions about purchasing or consuming alcohol, they must have access to accurate information. Warning posters located in alcohol establishments are one mechanism for informing patrons about their alcohol-related behaviors. The potential benefits of warning posters depend upon the information provided by them. (Note that this strategy is only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)\(^6\)

Core Components

- Goals and objectives of the signs are based on an analysis of the community’s drinking problems and information needs;
- Determine plans for how to disseminate signs;
- Identify and secure a mechanism for enforcement;

Outcomes

- Supports the outcome(s) of primary prevention strategy.

Contributing Factors Addressed

- Easy retail access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);

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\(^6\) This summary was adapted from Alcohol Warning Posters, Alcohol Epidemiology Program, University of Minnesota, [http://www.epi.umn.edu/alcohol/policy/posters.shtm](http://www.epi.umn.edu/alcohol/policy/posters.shtm)
• Easy social access to alcohol (this contributing factor is only addressed if a media campaign is specifically directed at this factor);
• Social norms accepting/encouraging alcohol use;
• Low perceived risk of alcohol use.

Resources

National Clearinghouse on Drug and Alcohol Information (provides a variety of alcohol posters)
P.O. Box 2345, Rockville, MD 20847-2345
1-800-729-6686
www.health.org/catalog/posters/

The Century Council (provides posters, decals, buttons, and stickers that discourage underage alcohol sales and purchase)
Washington, DC
202-637-0077
www.centurycouncil.org

References


Create, Enhance, and/or Enforce Policies and Practices to Discourage Alcohol Use in the School (K-12) Setting

School-based, multi-component environmental strategies should use policies and practices to discourage alcohol use among K-12 students by reducing alcohol availability and normative pressures to drink. When schools establish alcohol policies that clearly state expectations and penalties regarding alcohol use by students, they help reinforce the fact that underage drinking is not an acceptable form of behavior, and ultimately help to change student norms around drinking.

Pre-approved, evidence-based environmental strategies that are designed to be implemented within the school setting include the following. Ideally these strategies should be implemented as part of a comprehensive school-based prevention approach that includes policy, enforcement, and media elements. In addition, the specific strategies should be selected based on assessed needs, and balanced against community readiness and coalition capacity.

- **Policy Changes:**
  - Establish or strengthen school penalties for possession of alcohol or alcohol intoxication on school property or at school-related event;
  - Prohibit the consumption of alcohol at all school-related events, including adult consumption;
  - Adopt practices to prevent students from bringing alcohol to school or school-related events, such as mesh or see through bags, prohibiting re-entry at events, and monitoring of gates and parking lots at events.

- **Enforcement:**
  - Enforce school penalties for possession of alcohol or alcohol intoxication on school property or at school-related events:
    - Search student lockers and backpacks when alcohol is suspected;
    - Work with local law enforcement to monitor the school;
    - Hire a security guard, assign staff, and/or use volunteers to monitoring school property as well as athletic and other facilities used for school-related events.

- **Media / Communication:**
  - Educate parents, through school newsletters, PTA meeting, or other venues, about underage drinking in the community, including access to alcohol and effective measures to reduce it (only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities):
o Implement an educational/awareness (media) campaign within a school or district (only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities) – see p. 104 for more information:
  · Increase awareness of school policies and associated consequences;
  · Increase awareness of alcohol laws and associated consequences;
  · Increase awareness of the social and health consequences of alcohol use;
  · Social norms approaches, such as comparing actual vs. perceived alcohol use (only pre-approved if a secondary activity to a comprehensive alcohol prevention approach).

References

- What Schools Can Do, The Role of Schools in Reducing Youth Access to Alcohol; Alcohol Epidemiology Program, University of Minnesota: http://www.epi.umn.edu/alcohol/policy/schools.shtm
CREATE, ENHANCE, AND/OR ENFORCE POLICIES AND PRACTICES TO DISCOURAGE ALCOHOL USE IN THE COLLEGE / UNIVERSITY SETTING

Campuses should focus on creating a social, academic, and residential environment that supports healthy student behaviors and healthy norms. Creating this environment requires consistently communicating expectations about alcohol-related behavior, while supporting and encouraging healthy choices among students. Environmental strategies affecting college students can operate within the institution of higher education, as well as in the surrounding community (through campus-community mobilization efforts and policy change). See page 6 of this guide for a description of the 3-In-1 approach to college drinking prevention.

In order to successfully develop and implement new policies, a participatory process must be employed that includes all major sectors of the campus and community, including students. On campus, an alcohol task force should conduct a broad-based examination of the college environment, looking not only at alcohol-related policies, programs, and practices, but also the academic program, the academic calendar and the entire college infrastructure. The objective is to identify ways in which the environment can be changed to clarify the college’s expectations for its students, better integrate students into the intellectual life of the college, change student norms away from alcohol, and make it easier to identify students in trouble with alcohol.7

Pre-approved, evidence-based environmental strategies designed to be implemented within the college/university setting include the following. Ideally these strategies should be implemented as part of a comprehensive campus-based prevention approach that includes policy, enforcement, and media elements. In addition, the specific strategies should be selected based on assessed needs, and balanced against community readiness and coalition capacity.

- **Policy Changes:**
  - Establish or strengthen policies related to alcohol use and possession on campus property and at campus-sponsored events;
    - Revise and strengthen penalties for violation of campus alcohol policies, including:
      - Disciplinary sanctions on campus (such as participation in an alcohol education program, impact on student record, contacting of parents/guardians);
      - Contacting law enforcement for violations that are illegal;

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• Distribute the campus alcohol policies and associated punishments to all incoming and returning students and their parents, as well as publicize them on the campus website and in campus venues such as student housing and sports facilities;
• Require ID checks at all campus events where alcohol is available;
• Prohibit the sale of alcohol on campus and at campus facilities, such as football stadiums, concert halls, and campus cafeterias, restaurants, and pubs;
• Prohibit alcohol at all campus-sponsored functions and events both on and off campus;
• Prohibit alcohol kegs on campus and at campus-sponsored events;
• Prohibit alcohol within all student housing;
• Require responsible beverage service training for campus facilities that sell or provide alcohol, such as sports arenas, concert halls, and campus cafeterias, restaurants, and pubs. Ideally, responsible beverage server training should be implemented as part of a comprehensive alcohol prevention approach that includes – at a minimum – compliance checks (see p. 64 for more information on responsible beverage service);
• Require that all incoming and returning students participate in a brief motivational intervention related to alcohol use (see p. 172 for more information on brief motivational interventions);
  o Reinstate or maintain Friday classes to shorten the elongated weekend;
  o Restrictions on alcohol advertising and promotion on campus (see p. 77 for more information restricting advertising and promotion), including:
    (Note that this strategy is only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
    • Eliminate alcohol sponsorship of athletic events and other campus social activities
    • Eliminate alcohol advertising in college publications
    • Prohibit announcements of parties and events that offer or allow alcohol;
  o Encourage staff and faculty to live on campus;
  o Expand opportunities for students to make social choices that do not include alcohol, including:
    (Note that this strategy is only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities)
    • Extended hours of student centers and athletic facilities;
    • Offer recreational sports later in at night and on weekends;
• Add alcohol-free coffeehouses and food-courts for socializing and studying;
• Increase volunteer and public service opportunities;
• Encourage students to work and complete internships.

• **Enforcement:**
  
  o Enhance enforcement of alcohol laws and policies on campus property and at campus-sponsored events such as (see p. 80-102 for information on implementing a variety of enforcement strategies):
    
    • Increase capacity of university police to address alcohol laws/policies;
    
    • Hire security monitors.

• **Media / Communication:**
  
  o Media campaigns, including media advocacy and counter-advertising (Note that this strategy is only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities) – see p. 104 for more information on media campaigns:
    
    • Increase awareness of campus policies and associated consequences;
    
    • Increase awareness of alcohol laws and associated consequences;
    
    • Increase awareness of prevention efforts taking place on campus, such as increased security to monitor alcohol use in campus housing;
    
    • Increase knowledge and awareness of the social and health consequences of alcohol use;

  o Alcohol warning signs

  o Social norms approaches (e.g., approaches that are specifically designed to correct misperceptions about alcohol behavior and attitude) (Note that this strategy is only pre-approved if a secondary activity to a comprehensive alcohol prevention approach). see p. 113 for more information on social norms approaches:

**Implementation and Training Materials**

• **Reducing Alcohol Problems on Campus: A Guide to Planning and Evaluation:**
  
  This guide provides direction as to how existing research on college student drinking can be incorporated most effectively into an explicit planning process to not only maximize the impact of any alcohol abuse prevention strategy, but also to actively monitor any intervention’s implementation and local impact.
Developed by the Task Force of the National Advisory Council on Alcohol Abuse and Alcoholism for the National Institute on Alcohol Abuse and Alcoholism (NIAAA), April 2002. 

- Addressing Alcohol Use on Campus:
The series of web pages describes multi-component environmental strategies aimed at the campus community. The approaches that are described include limiting alcohol availability both on and off campus; developing campus policies and enforcing laws; supporting health-promoting norms; restricting marketing and promotion of alcohol; and alcohol-free options. This site is a product of the U.S. Department of Education’s Higher Education Center for Alcohol and Other Drug Abuse and Violence Prevention.
  - Limiting alcohol availability on and off campus: http://www.higheredcenter.org/environmental-management/change/availability
  - Developing campus policies and enforcing laws: http://www.higheredcenter.org/environmental-management/change/policy
  - Supporting health-promoting norms: http://www.higheredcenter.org/environmental-management/change/normative
  - Restricting marketing and promotion of alcohol: http://www.higheredcenter.org/environmental-management/change/marketing
  - Alcohol-Free Options: http://www.higheredcenter.org/environmental-management/change/alcohol-free

- Clinical Protocols to Reduce High Risk Drinking in College Students: The College Task Force on College Drinking:
The goal of this curriculum is to help all health care professionals—physicians, nurses, nurse practitioners, physician assistants, social workers, health educators, counselors, psychologists, and others who work with college students—identify and treat students at-risk or are having alcohol-related problems using screening, brief intervention and motivational interviewing. The clinical methods presented in this curriculum are based on science and clinical experience and have been tested and used in a variety of settings. The protocols were specifically designed for busy high-volume practice. Each module is based on current evidence and research and includes the essential information every clinician should know about the prevention and treatment of college drinking problems. Developed for the National Institute on Alcohol Abuse and Alcoholism (NIAAA) Task Force on College Drinking, October 2002. http://www.collegerinkingprevention.gov/media/FlemingManual.pdf
CREATE, ENHANCE, AND/OR ENFORCE POLICIES AND PRACTICES TO DISCOURAGE ALCOHOL USE IN THE WORKSITE SETTING

Worksite policies and strategies may help employees reduce the risks associated with alcohol use and abuse, and improve their quality of life. In addition to assisting workers, these strategies have the potential to benefit employers by supporting employees who already abstain from alcohol use, reducing the frequency and intensity of use by those employees already engaged in alcohol abuse and related behaviors, and limiting other health concerns correlated with alcohol use and abuse. Workplace characteristics such as the importance of drinking in work-related social contexts and the permissiveness of the work environment play major roles in promoting heavy alcohol consumption. However, the social and cultural backgrounds of workers is also a determining factor in alcohol use and abuse. Alcohol abuse prevention strategies in worksite settings should address both workplace and worker characteristics, through approaches such as providing free hot lunches inside the workplace to inhibit lunch hour and parking lot drinking, and/or organizing groups to promote leisure activities appropriate to workers’ interests and economic abilities.

In general, multi-component environmental strategies aimed at worksite settings should involve: ⁸

- Skills training;
- Focusing on work-life balance;
- Using multimedia technology (Internet, message boards, networking sites, etc.) to deliver the message;
- Framing alcohol abuse prevention in the larger, holistic, context of health (both physical and emotional);
- Emphasis on social and peer influences.

Pre-approved, evidence-based environmental strategies designed to be implemented within the worksite setting include the following. Ideally these strategies should be implemented as part of a comprehensive worksite prevention approach that includes policy, enforcement, and media/awareness elements. In addition, the specific strategies should be selected based on assessed needs, and balanced against community readiness and coalition capacity.

- **Policy Change:**
  - Establish or strengthen policies related to alcohol use among employees:

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⁸ This list of core components taken from SAMHSA’s Overview of the Young Adults in the Workplace Initiative PowerPoint presentation by Debora Galvin: [http://captus.samhsa.gov/northeast/powerpoint/CAPT_Overview_YIW_Initiative_092808_finalvg_galvin.ppt](http://captus.samhsa.gov/northeast/powerpoint/CAPT_Overview_YIW_Initiative_092808_finalvg_galvin.ppt)
Could consist of adding policies related to alcohol on worksite property, consuming alcohol during working hours, use of company vehicle and equipment when under the influence of alcohol, alcohol availability at worksite-sponsored events, drug and alcohol testing, alcohol consumption guidelines for on-call employees, alcohol education or brief motivational interventions as a requirement for employees, and others.

- Require responsible beverage server practices when alcohol is available at worksite-sponsored events. Ideally, responsible beverage server training should be implemented as part of a comprehensive alcohol prevention approach that includes – at a minimum – compliance checks (see p. 64 for more information on responsible beverage service);
- Enact policies to restrict underage access to alcohol in the workplace:
  - Provide information to all adult employees about the consequences of providing alcohol to underage persons;
  - Prevent youth access to alcohol at company events
  - Prevent access to alcohol by underage employees at businesses that have a license to sell alcohol.

**Enforcement:** (Note: enforcement of worksite policies is informal – that is, it doesn’t involve law enforcement – instead, it focuses on holding supervisors and workers accountable for following alcohol-related rules and regulations)

- Enhance enforcement of policies;
- Reprimands supervisors who fail to enforce the policies.

**Media / Communication:**

- Implement an educational/awareness (media) campaign within a worksite (Note that this strategy is only pre-approved if implemented in conjunction with other ongoing alcohol prevention activities) – see p. 104 for more information on media campaigns:
  - Increase awareness of worksite policies and associated consequences;
  - Increase awareness of alcohol laws and associated consequences;
  - Increase awareness of the social and health consequences of alcohol use;
  - Display alcohol warning posters;
  - Social norms approaches (only pre-approved if a secondary activity to a comprehensive alcohol prevention approach).
References

• Young Adults in the Workplace Annotated Reference List, by Johannes Norling and Zach Wilcox, RTI International, 2008: http://www.workplace.samhsa.gov/YIW/YIW_Files/vti_cnf/YIW_Annotated_Ref_list.pdf

• Contextual and Other Factors Related to Workplace-Based Substance Abuse Prevention and Early Intervention for Adolescents and Young Adults: http://www.workplace.samhsa.gov/YIW/YIW_Files/Background.pdf

• What Worksites Can Do to Prevent Youth Access to Alcohol Within the Workplace; Alcohol Epidemiology Program, University of Minnesota: http://www.epi.umn.edu/alcohol/policy/worksite.shtm
CREATE, ENHANCE, AND/OR ENFORCE POLICIES AND PRACTICES TO DISCOURAGE ALCOHOL USE IN THE HEALTHCARE SETTING

Healthcare providers (in settings such as hospitals, clinics, doctor’s offices and the emergency room) are in a unique position to influence the behavior of the population with which they come into contact, and—in particular—to reach community members at high risk for alcohol abuse. Environmental strategies within the healthcare setting should focus on policy change to support effective intervention on behalf of clients or patients who present with alcohol abuse or related problems.

Pre-approved, evidence-based strategies that are designed to be implemented within the healthcare setting include the following. Ideally these strategies should be implemented as part of a broader community-wide prevention approach that includes policy, enforcement, and media/awareness elements in other settings than just healthcare. In addition, the specific strategies should be selected based on assessed needs, and balanced against community readiness and coalition capacity.

• Adopt a policy requiring that screening and brief motivational interventions are part of standard practice (see p. 185 for more information on screening and brief intervention);

• Adopt a policy for referral of patients who are believed to be alcohol dependent (see p. 185 for more information on screening and brief intervention, including links for resources that address patient referral).
CREATE, ENHANCE, AND/OR ENFORCE POLICIES AND PRACTICES TO DISCOURAGE ALCOHOL USE IN THE HOME

Alcohol availability in the home can contribute to underage drinking. Factors that contribute to underage access in the home include unlocked liquor cabinets and wine cellars, beer in the fridge, alcohol at family events, and parents hosting parties for teens where alcohol is being served. However, research shows that the practices of parents and guardians can have strong deterrent influences on adolescent drinking. That is especially true of setting clear no-use rules, monitoring children’s behavior, and making alcohol unavailable.

Pre-approved, evidence-based strategies that are designed to be implemented within the home include the following. Ideally these strategies should be implemented as part of a broader community-wide prevention approach that includes policy, enforcement, and media/awareness elements in other settings than just the home. In addition, the specific strategies should be selected based on assessed needs, and balanced against community readiness and coalition capacity.

- **Policy Change (informal):**
  - Reduce youth access to alcohol within the home:
    - Do not keep alcohol in the home;
    - Count the number of alcoholic beverages to monitor supply;
    - Lock up all alcohol beverages, including beer or other alcoholic beverages that are not stored in the family refrigerator (such as a liquor cabinet or refrigerator in a bar, storage room, or garage).
  - Establish rules for youth alcohol use.
  - Establish rules for adult alcohol use in the home, such as prohibiting alcohol at children’s parties and other events held in the home.

- **Enforcement** (Note: Enforcement in the home is informal – that is, it doesn’t involve law enforcement – instead, it focuses on parents holding their children accountable for following in-home rules around alcohol use):
  - Consistently apply disciplinary action for rules violation (such as loss of allowance, grounding, loss of vehicle privileges, etc.)

- **Media / Communication:**
  - Educate parents, through community, school, athletic, and other club/group newsletters; through parent meetings associated with youth clubs, groups, and athletics; and/or through other venues, about underage drinking in the community, including access to alcohol and effective measures to reduce it (Note that this strategy is only pre-approved if
implemented in conjunction with other ongoing alcohol prevention activities) – see page 104 for information on media campaigns;

- Establish a network for parents to communicate and be linked with other parents who hold similar beliefs and have home environments that are safe from alcohol abuse and easy access to alcohol:
  - Establish a Safe Home Parents Network (only pre-approved if a secondary activity to a comprehensive alcohol prevention approach)

Implementation Materials

- **Environmental Prevention at Home:**
  Developed the Marin Institute, this web page provides tips on how to reduce alcohol availability in the home:
  [http://www.marininstitute.org/alcohol_policy/easy_123.htm](http://www.marininstitute.org/alcohol_policy/easy_123.htm)

References

- What Parents Can Do to Reduce Youth Access to Alcohol; Alcohol Epidemiology Program, University of Minnesota: