



Public Policy to Reduce ATOD Use

Information Guide Series



**Division of Mental Health, Developmental
Disabilities, and Substance Abuse Services**
1/1/2014

Public Policy to Reduce ATOD Use Information Guide

The Public Policy to Reduce ATOD Use Information Guide was developed as a means to provide resources for prevention practitioners in addition to training opportunities. The Centers for Prevention Resources offers classroom-based and online training throughout the year.

This Guide identifies toolkits, books, videos, websites and other resources for providers needing immediate professional development resources and information on Public Policy to Reduce ATOD Use.

Thank you for your dedication to ensuring effective planning and delivery of prevention efforts within the community setting related to local, state and federal alcohol, tobacco and illicit drug laws and policies. We believe your hard work in this area will improve the lives of children, youth and communities across the state. Your work is meaningful, important and necessary in the promotion of healthy, drug-free communities.

The Center for Prevention Resources will offer a “Public Policy to Reduce ATOD Use” training which provides more information about how to plan for and implement this strategy.

Comments and Suggestions

This information guide is a draft version. Prevention practitioners are encouraged to provide comments and suggestions on the information and guidance provided in this document to:

Sarah Potter
Community Wellness, Prevention, and Health Integration Team Leader
N.C. Department of Health and Human Services
Division of MH/DD/SAS
Sarah.Potter@dhhs.nc.gov

Public Policy to Reduce ATOD Use Overview

This section will provide you with general information about public policy to reduce ATOD use and references to appropriate tools, guides, books and websites that will serve as a starting point for planning and implementing this approach.

WHAT IS THIS APPROACH?

Public policy is defined as institutional or organizational policies and practices and procedures that affect or regulate the sale, use, consumption, promotion, or consequences of the use of alcohol, tobacco, and other drugs (ATOD). It includes laws and ordinances but also the policies and practices of schools, law enforcement and other organizations and businesses. It also includes the degree to which public policy is being enforced.

Public policy initiatives are **environmental prevention approaches** that can play an important role in ATOD prevention. Environmentally focused prevention strategies such as public policy shift the focus on solving ATOD-related problems from the individual to the settings in which the substance is available. Strengthened local ATOD policies and enforcement efforts have the capacity to change attitudes, behaviors, community norms, and ATOD abuse consequences.

Public policy to reduce ATOD includes the following strategies:

- Retail Access to Alcohol or Tobacco
- Social Access to Alcohol or Tobacco
- Policy Review and Development

WHAT DOES THIS APPROACH DO?

Choosing a single policy is likely to have a limited public health impact, if any. The most effective approach is to adopt a comprehensive strategy providing consistent social messages about ATOD use and problems. For example, youth often report multiple ways they gain access to alcohol. Therefore, the most effective array of environmental strategies will depend upon which sources are most relevant to the specific norms of the community.

In one model program, Communities Mobilizing for Change on Alcohol, the comprehensive intervention included mobilizing the community; encouraging Responsible Beverage Service at bars, restaurants, and liquor stores; reducing underage drinking by limiting access to alcohol; increasing local enforcement of drinking-and-driving laws; and limiting access to alcohol by using community zoning restrictions. Essentially, the more alcohol supply channels impacted through environmental strategies, the more successful efforts will be to stem the flow of alcohol to underage youth. In general, there seems to be evidence that it is important to focus on commercial

and social sources at the same time to avoid the shifting of sources based on shutting down either supply.

Policy/practice/procedure examples include (but are not limited to):

- Policies banning /limiting advertisement by alcohol sponsors at public events.
- Beer keg registration procedures.
- Server/merchant training to avoid selling alcohol to underage youth.
- Special enforcement campaigns to prevent parties where alcohol is served to minors.
- School athletic policies specifying consequences of alcohol/tobacco use.
- Retail practices regarding sale of drug paraphernalia or items that endorse substance use and abuse.

HOW DO YOU IMPLEMENT THIS APPROACH?

Efforts must largely focus on advancing the following standards for development and/or enforcement of community-based ATOD public policies:

- The community group being trained and assisted must collect and organize data that documents the ATOD problem and supports a policy solution to the problem.
- The group must select a public policy that has logical or research support for reducing ATOD problems, analyze the strengths and weaknesses of the selected public policy, and identify key decision-makers who will support/approve/adopt the public policy.
- If key decision-makers are not strongly supportive of the proposed policy, the group must develop consensus regarding whether the policy initiative should move forward or be tabled. If key decision-makers do not support the proposed policy, but the group decides to move forward, they must formulate and execute an advocacy plan that uses the media to create public pressure to support the policy.
- Regardless of the outcome, the group should critically reflect on the barriers and successes of the effort to advocate for the policy.
- If successful, the group must develop procedures for monitoring policy enforcement efforts.
- When working with young people on public policy efforts to reduce ATOD use, comply with all consent requirements, and state and federal laws and regulations.
- SAPTG Block Grant Funded providers may not use block grant funded time or resources to lobby for or against a particular law or policy.
- **With regard to enforcement of existing public policy**, the community group must ensure that there is support from all the key players responsible for implementing efforts such as:
 - ✓ Enforcement and prosecution of adults providing alcohol to minors.
 - ✓ Enforcement of laws governing retail tobacco sales to minors.
 - ✓ Enforcement of school athletic policies regarding consequences of alcohol/tobacco use
- The group must implement communication strategies with the target population (e.g., retailers, drivers) to help them understand the penalties for policy violation.

Utilizing a data driven process model will help to insure that all key steps are taken and that the approach is implemented successfully. It steers practitioners through a process of planning, implementation and evaluation phases, and includes steps and tasks that are often necessary. The Public Policy to Reduce ATOD Use training, offered through the Centers for Prevention Resources addresses this process in greater detail. The items listed below are not all-inclusive, but are some keys to success when implementing this approach.

1. Planning Phase	3. Implementation Phase
<ul style="list-style-type: none"> • Conduct an environmental assessment • Gather information and data • Pinpoint problem priorities • Develop a timeline 	<ul style="list-style-type: none"> • Launch strategies • Initiate communication plan • Reinforce approach with interactive strategies
2. Strategy Development Phase	4. Evaluation Phase
<ul style="list-style-type: none"> • Determine level of community readiness • Explore message distribution • Develop a communication plan • Develop message(s) • Develop a timeline • Build community awareness and support 	<ul style="list-style-type: none"> • Conduct process evaluation • Conduct outcome/impact evaluation • Make refinements, continue to the planning phase

WHAT ARE STANDARDS OF EFFECTIVENESS FOR THIS APPROACH?

The following standards must be applied when implementing a public policy to reduce ATOD use approach:

1. Demonstrate that all staff members assigned to this program activity complete a Division approved Public Policy to Reduce ATOD Use training.
2. Identify key stakeholders willing to partner to advance the policy effort.
3. Collect information that details community level ATOD problems, including relevant consumption patterns, contributing factors, and critical incidents (such as high profile deaths).
4. Collect information about current policy and enforcement history relevant to the problem priority including:
 - ✓ Community and state policies/ordinances/practices.
 - ✓ Local enforcement activities and practices.
 - ✓ Potential policy and enforcement solutions supported by research or theory.
5. Determine problem priorities based on the information collected.

6. Identify the policy/procedure/practice (including enforcement activities) to be developed, improved, or enhanced.

7. Collect information about the policy making unit as well as the level of support for the policy/enforcement effort. This will include:

- ✓ Policy making unit's structure, function and process.
- ✓ Local policymaker level of information.
- ✓ Community readiness to adopt the policy.

8. Develop a written communication/advocacy plan including:

- ✓ Target audience(s) for information.
- ✓ Key actions, messages and materials.
- ✓ Communication channels and methods (i.e. letters to the editor, public meetings, listserv, e-mail blasts).
- ✓ Credible spokespersons to deliver messages.
- ✓ Anticipated timeline for the delivery.

9. Implement the communication/advocacy plan.

10. After the policy/procedure/practice is adopted, changed or enhanced, monitor enforcement efforts or implementation (e.g. track violations, sanctions/fines/penalties, # of retailer trainings conducted).

WHAT REFERENCE MATERIALS ARE AVAILABLE?

BOOKS, GUIDES AND TOOLKITS

From the Ground Up: A Workbook on Coalition Building and Community Development

Kaye, Gillian and Thomas J. Wolff, AHEC/Community Partners, 1997. This helpful workbook is a complete toolbox for effectively building complex, community-wide processes. It shares field ideas, frameworks and exercises that have evolved from the authors' work in communities across the country.

Guide to Conducting Alcohol Purchase Surveys

Grube, Joel; Stewart, Kathryn; Pacific Institute for Research and Evaluation; United States; Office of

Juvenile Justice and Delinquency Prevention. Rockville, Md.: Pacific Institute for Research and Evaluation, 1999. This guide provides step-by-step information about how to conduct alcohol purchase surveys which involves sending minors or young-looking adults into stores to purchase alcohol. There is additional information about how to choose alcohol outlets to survey as well as sample youth and parent consent letters and data collection tools.

Preventing Youth Access to Tobacco

Jason, Leonard & Pokorny, Stephen B.: New York: Haworth Press, 2002.

This examines the components of a preventive public health intervention directed at reducing the rate of youth tobacco by making tobacco more difficult to acquire and assessing fines for possession of tobacco.

WEBSITES

Alcoholic Beverage Control Commission – NC

The Alcoholic Beverage Control Commission is the state agency responsible for licensing and regulation of alcoholic beverages. North Carolina is one of 19 control states and a member of the National Alcohol Control Association. As an agency under the Department of Commerce, its overall objective is to provide uniform control over the sale, purchase, transportation, manufacture, consumption and possession of alcoholic beverages in the state. abc.nc.gov

Alcohol Epidemiology Program at the University of Minnesota

<http://www.aep.umn.edu/>

This program conducts advanced research to discover effective community and policy interventions to reduce alcohol-related social and health problems. The site includes: alcohol control policy descriptions, sample model policies, community festival materials, a compliance check manual and more.

Alcohol Policy Information System (APIS)-National Institute on Alcohol Abuse and Alcoholism

<http://www.alcoholpolicy.niaaa.nih.gov/>

The Alcohol Policy Information System (APIS) is an online resource that provides detailed information on a wide variety of alcohol-related policies in the United States at both State and Federal levels. The site provides detailed state-by-state information, a listing of 35 policies and a variety of resources for those involved in alcohol policy issues.

Alcohol Policy MD - American Medical Association

<http://www.alcoholpolicymd.com/>

The APMD website is dedicated to promoting physician and community action on alcohol and health. It envisions a world where underage alcohol use will be eliminated, and all people will be protected from the negative consequences of alcohol consumption, promotion and distribution. The website includes the “Alcohol Cost Calculator for Kids”, which takes information you enter about your community or group and, based on statistical likelihood, produces a rich report about the variety of costs incurred from teen drinking.

American Lung Association State Legislated Actions on Tobacco issues (SLATI)

<http://www.lungusa2.org/slati/states.php>

This website is home to the online version of State Legislated Actions on Tobacco Issues (SLATI), which tracks state tobacco control laws, such as state restrictions on smoking in public places and workplaces, and state tobacco taxes on an ongoing basis. It is the only resource of its kind in tobacco control today providing up-to-date information on tobacco control laws in all 50 states and the District of Columbia.

The Center for Disease Control

http://www.cdc.gov/tobacco/tobacco_control_programs/program_development/index.htm

This website provides basic information about smoking and tobacco use including data, statistics, tobacco control programs and a media campaign resource center.

Center for Science in Public Interest (CSPI)

<http://cspinet.org/alcohol/>

CSPI helps focus public and decision-maker attention on high-leverage policy reforms to reduce the devastating health and social consequences of drinking. They work to promote a comprehensive, prevention-oriented approach to the role of alcohol in society by addressing alcohol advertising, excise taxes, changes in product labeling and other population-based policy reforms.

Community Anti-Drug Coalitions of America (CADCA)

<http://www.cadca.org/>

Community Anti-Drug Coalitions of America (CADCA) works to support the efforts of community coalitions across the country. They partner, organize and develop plans and programs to coordinate anti-drug efforts. A “Public Policy” section under the “*Resources and Research*” tab on CADCA’s website includes a “[Policy Change Toolbox](#),” which provides a directory of unique and specific local ordinances, policies and regulations that community anti-drug coalitions have worked to enact, and a description of the steps taken by coalitions to make these changes occur.

FACE

<http://www.faceproject.org/>

FACE is a national non-profit organization that supports sensible alcohol policies and practices through the development of messages, strategies and training designed to create public awareness and action on alcohol issues. They provide tool kits and other resources to help the community to develop effective responses to alcohol problems.

International Center for Alcohol Policies <http://icap.org/> . The website includes “Policy Guides” that are intended to provide a general introduction to the alcohol policy planning and development. These guides are a first point of contact with the wider range of ICAP Policy Tools, and provide a road-map of other relevant ICAP materials and in-depth coverage of specific topics. Their purpose is to familiarize the user with the breadth of available resources by providing an easy-to-use overview.

The Library of Congress (THOMAS)

<http://thomas.loc.gov/home/thomas.php>

THOMAS, named for President Thomas Jefferson, was launched by the Library of Congress in January of 1995 to make federal legislative information freely available to the public. Since that time, THOMAS has expanded the scope of its offerings to include the features and content listed below:

- Activity in Congress
- Bills, Resolutions
- Committee Information
- Government Resources

- Congressional Record

Alcohol Justice <https://alcoholjustice.org/>

Alcohol justice is an alcohol industry watchdog and houses resources for solutions to community alcohol problems. They work to develop effective environmental prevention strategies, get technical assistance on alcohol policy and media advocacy. The *Alcohol Policy* section of the website allows users to research and sort policies by topic and type.

Mothers Against Drunk Driving (MADD)

<http://www.madd.org/>

MADD is a national nonprofit organization dedicated to stop drunk driving, support the victims of drunk driving and prevent underage drinking. The MADD website contains statistics on drinking and driving and underage drinking, as well as a database of descriptions of laws and policies that have proven effective in preventing underage drinking and drinking and driving, with a list of the States that currently have each law in place.

National Highway Traffic Safety Administration (NHTSA): Community How to Guides on Underage Drinking Prevention*

http://www.nhtsa.gov/people/injury/alcohol/Community%20Guides%20HTML/Guides_index.html

These guides address fundamental components of planning and implementing a comprehensive underage drinking prevention program. There are a series of nine guides covering topics such as: coalition building, assessment, evaluation, enforcement, public policy and resources. The appendices include useful tools for each topic area that provide coalitions and organizations a jump-start in their planning and implementation activities.

The NHTSA website also hosts the website <http://www.stopimpaireddriving.com/>, which provides a Drunk Driving Crackdown Planner, comprehensive instructions on how to develop and implement a community based designated driver program and other communication and outreach tools. The site also includes current research on the efficacy of public policies and enforcement strategies on reducing deaths and injuries due to alcohol-impaired driving.

National Institute on Alcohol Abuse and Alcoholism

<http://www.niaaa.nih.gov/>

NIAAA provides leadership in the national effort to reduce alcohol-related problems by conducting and supporting research in a wide range of scientific areas including genetics, neuroscience, epidemiology, health risks and benefits of alcohol consumption, prevention and treatment. The NIAAA website provides information and research on a wide range of alcohol-related topics.

National Institute on Drug Abuse

<http://www.drugabuse.gov/>

NIDA's mission is to lead the nation in bringing the power of science to bear on drug abuse and addiction. This charge has two critical components. The first is the strategic support and conduct of research across a broad range of disciplines. The second is ensuring the rapid and effective dissemination and use of the results of that research to significantly improve prevention, treatment and policy as it relates to drug abuse and addiction. The NIDA website

includes a wealth of research and information on individual ATODs, as well as on topics related to ATOD use and abuse.

National Liquor Law Enforcement Association (NLLEA)

www.nllea.org

The National Liquor Law Enforcement Association (NLLEA) is a non-profit association of law enforcement personnel dedicated to the enforcement of liquor laws and regulations. Their website includes data and reports on liquor law enforcement that were completed by the Pacific Institute for Research and Evaluation (PIRE) under subcontract with the NLLEA, with funding from the National Highway Traffic Safety Administration.

Pacific Institute for Research and Evaluation (PIRE)

<http://www.pire.org/>

PIRE is one of the nation's pre-eminent independent, nonprofit organizations focusing on individual and social problems associated with the use of alcohol and other drugs. It has resources, publications, and websites for topics such as alcohol, tobacco, public health, drugs, crime and justice, and education and youth.

The Praxis Project

www.thepraxisproject.org

The Praxis Project is a national, nonprofit organization that builds partnerships with local groups to influence policymaking to address the underlying, systemic causes of community problems. Key organizational foci include training, advocacy, policy development, media relations and technical assistance to support local organizations as they work to advance their vision of a healthy, just community. The Praxis Project's Information Resource Center (IRC) includes an array of research and resources on public policy that are available online through the Praxis website.

The Prevention Research Center <http://www.prev.org/>

The Prevention Research Center (PRC) of the Pacific Institute for Research and Evaluation is funded by the US National Institute on Alcohol Abuse and Alcoholism to carry out research on alcohol problems and ways to prevent these problems. The emphasis of most PRC projects is to reduce alcohol-related problems by changing social environments.

Robert Wood Johnson Foundation

<http://www.rwjf.org/>

RWJF focuses on the pressing health and health care issues facing our country. RWJF has been a major funding source for a variety of issues including alcohol related problems. The site includes model policies, tool kits and research on ATOD issues.

StopAlcoholAbuse.Gov

<http://www.stopalcoholabuse.gov/>

This site is a comprehensive portal of Federal resources for information on underage drinking and ideas designed specifically for families, communities and educators based on "*The Surgeon General's Call to Action to Prevent and Reduce Underage Drinking.*" The guides highlight what each group can do to reduce underage alcohol use in America and help prevent the problems underage drinking causes.

Substance Abuse and Mental Health Services Administration (SAMHSA)

<http://www.samhsa.gov/>

The SAMHSA website provides an array of information on ATOD prevention approaches, including policy and enforcement approaches to underage alcohol and tobacco use.

The Tri-Ethnic Center for Prevention Research

http://triethniccenter.colostate.edu/communityReadiness_home.htm

The Center has a 30-year history of broad-based, multidisciplinary and multifaceted research efforts aimed at understanding community dynamics and the social, psychological and cultural factors that contribute to social problems such as substance use. The Center's Community Readiness Model, which can be used as a tool to guide prevention efforts at the community level, is available online.

Underage Drinking Enforcement Training Center

<http://www.udetc.org/>

The vision of the Underage Drinking Enforcement Training Center is to create healthier and safer environments in which States, local communities and Federal entities engage in environmental prevention and enforcement practices that proactively and effectively limit youth access to alcohol. UDETC has developed publications to assist states and communities in their efforts to enforce underage drinking laws and prevent environmental conditions that contribute to underage drinking.

The Wellness Council of America

<http://www.welcoa.org/>

The Wellness Councils of America website contains information on creating and maintaining healthy workplaces, including the development of health-promoting workplace policies. The website also includes the electronic, "*The Well Workplace Checklist*," which is a free, interactive assessment that helps users determine how their workplace is doing with respect to promoting a results-oriented worksite wellness program.

OVERVIEW

ATOD use is a priority problem for communities throughout the country. While early prevention efforts tended to focus on changing individual behavior, research documents that the environment around us is one of the most powerful forces that shapes human behavior. A multitude of environmental factors contribute to the problems associated with alcohol, tobacco and other drugs (ATODs). These include social norms and permissive attitudes, easy availability of ATODs, missing or insufficient public policies and lack of law enforcement. There are many strategies that can be used to create an environment that supports safe and healthy behavior; assessing the current environment in your community is an important first step in beginning that process.

ABOUT THIS ASSESSMENT

This environmental assessment was compiled to help you identify which policies and practices are currently in place (and enforced) in your community. It is composed of the following parts:

1. An environmental checklist covering:
 - advertisement
 - alcohol and tobacco sponsorship
 - retail access of age-restricted products to youth
 - social access to age-restricted products to youth
 - availability of illicit drugs
 - policies for maintaining safe and drug-free neighborhoods
 - school policies
 - workplace policies
 - higher education policies
2. A checklist to identify community problems that occur because of substance abuse
3. A checklist of additional factors that may contribute to substance abuse-related problems in your community

HOW TO USE THIS ASSESSMENT

You can use the following assessment to compile a list of what policies and practices are currently in place in your community to help prevent substance abuse. In your assessment, be sure to take notes as to what specific policies or practices exist and whether they are enforced. Answers to many of these questions can be obtained by your local sources such as: municipal planning department, zoning board, city/town/village administrator, school and higher education officials, Alcoholic Beverage Control Boards and local health departments. Check all that apply to your community.

ENVIRONMENTAL ASSESSMENT CHECKLIST

Alcohol and Tobacco Advertising

What restrictions, if any, does your community have on alcohol and tobacco advertising? If restrictions exist, are they enforced?

- Banning billboards (e.g., near schools, playgrounds, etc.)
- Restricting the number of billboards in any given neighborhood (especially low income neighborhoods)
- Banning advertisements on public transportation (e.g., trains, buses)
- Banning advertisements on supermarket shopping carts
- Banning/restricting point-of-purchase displays
- Banning advertising at community events (e.g., concerts, festivals)
- Restricting/banning radio/television advertisements (alcohol only)
- Restricting newspaper advertisements
- Requiring equal air time/print space for counter-advertisement
- Restricting the size/placement of storefront advertisements (e.g., supermarkets, convenience stores, liquor stores)
- Defining a maximum percentage of total alcohol or tobacco advertising space allowed
- Requiring alcohol and tobacco advertisements to include warnings about health/safety risks of consumption
- Banning alcohol and tobacco promotions that appeal to underage users (e.g., cartoon characters, emotional appeal advertising)

Alcohol and Tobacco Sponsorship

What restrictions, if any, does your community have on alcohol and tobacco sponsorship? If restrictions exist, are they enforced?

- Prohibition of alcohol and tobacco sponsorship of family or youth-oriented events (e.g., sporting events, auto racing, concerts, fairs)
- Prohibition against distributing promotional merchandise at events heavily attended by youth
- Prohibition against signage that uses an alcohol producer's/retailer's name at youth-oriented events or events heavily attended by youth

Retail Access to Alcohol by Youth

What policies does your community have in place for reducing youth access to alcohol and tobacco in a commercial venue? If policies exist, are they enforced?

- Merchant compliance checks
- Administrative penalties
- Responsible beverage service training
- Tobacco merchant education
- Checking age identification
- Restricting/banning home delivery of alcohol and tobacco
- Minimum age of seller requirements
- Alcohol and tobacco warning posters
- Restrictions on number of alcohol outlets per size of population

- Restrictions on hours/days of sale of alcohol
- Zoning restrictions (e.g., prohibiting alcohol or tobacco outlets within certain proximity of a school, church, etc.)
- Elimination of special pricing (e.g., happy hours, 2-for-1 drink promotions, etc.)
- Increasing prices through taxation of tobacco or alcohol (e.g., beer, wine, distilled spirits, wine coolers, sparkling wine)
- Distinctive and tamper-proof licenses for minors

Social Availability of Alcohol and Tobacco for Youth

What policies does your community have for reducing youth access to alcohol and tobacco in a social venue? If policies exist, are they enforced?

- Beer keg registration
- Social host liability
- Banning the sale of alcohol or tobacco products at school stadiums or venues hosting school sponsored events
- Restrictions on the consumption of alcohol at community/school events (e.g., establishing nondrinking areas; restricting youth access to certain areas and prohibiting alcohol from leaving those areas; requiring RBS training for sellers and event coordinators; using visible age identification, such as wrist bands; banning alcohol consumption in parking lots; prohibiting carry-in beverages; limiting cup sizes for alcoholic beverages sold at the event; limiting service to not more than two drinks per purchase; selling food and beverages together, promoting sale of non-alcoholic beverages, etc.)
- Restriction on the use of tobacco products at open air, public events or places (e.g., establishing non-smoking areas)
- Restrictions on the consumption of alcohol in public places (e.g., banning alcohol consumption or limiting it to certain days and times; prohibiting open containers; requiring Responsible Beverage Service (RBS) practices at special events; regular monitoring or public parks, playgrounds, etc.)

Safe and Drug Free Neighborhoods

What other specific policies does your community have in place to keep its neighborhoods safe and drug free? If policies exist, are they enforced?

- Social order or nuisance abatement ordinances (e.g., against noise, prostitution, drug-related loitering, graffiti, public intoxication, harassment of passersby)
- Neighborhood clean-up campaigns (including public housing districts)
- Recreational activities and sports programs
- Elimination, in conjunction with law enforcement, of drug houses and gang hangouts
- Property maintenance ordinances that establish standards for the upkeep of rental, owner occupied, and commercial property
- Graffiti paint-outs of residential and business properties
- Job workshops and jobs training programs
- Crime prevention through environment design strategies (e.g., cutting back or eliminating vegetation that provides cover for drug sales, increasing lighting at crime hot spots)
- An ordinance that allows your community to board up vacant drug houses An ordinance that allows your community to file suit against a property being used by drug dealers

- An ordinance that allows your community to take possession of an abandoned property and turn it over to a developer of affordable housing
- Merchant awareness programs to restrict the sale of products that could be used in manufacturing illegal substances (e.g., methamphetamine)

School Environment

Which of the following are in place at the elementary and secondary schools in your community? Where policies and practices exist, are they enforced?

- A clear zero-tolerance policy prohibiting the possession/use of alcohol or other drugs on school property
- Smoking bans on school property
- Expanded hours for gymnasium, library or other settings for after school ATOD-free activities
- Sanctions against students for ATOD-related offenses
- Student Assistance or other programs to identify and provide early intervene for youth identified to be at-risk
- Partnerships with the community (e.g., media campaigns; policy changes focusing on underage drinking, smoking, or other drug use, such as regulations that restrict access to alcohol, tobacco, or other drugs; programs to strengthen families and neighborhoods)
- A health education component that includes a focus on preventing the use of alcohol, tobacco and other drugs (ATODs).
- Media literacy programs
- Policies against loitering on school grounds
- Partnerships with law enforcement and the community to combat gang activities
- Service learning projects (e.g., sanctioned volunteer activities for youth in the community as a part of the academic curriculum)
- Conflict resolution/peer mediation programs

Work Place Environment

Which of the following policies, if any, have been instituted by the major employers in your community?

- Drug-free workplace policy
- Zero-tolerance policy against violence
- ATOD education program for parents
- Health promotion/wellness program
- Regular health screening
- Physical activity program
- Smoking cessation program
- Mentoring opportunities to work with community youth

Community Problems

Check the problems that exist in your school or community as a result of ATOD use and abuse.

- Emergency room admissions
- Worksite problems (accidents, absenteeism, productivity, etc.)
- Assaults (fights, acquaintance rape, etc.)
- Over-consumption/alcohol overdose

- Property damage/vandalism
- Vehicle crashes
- Domestic violence
- Suicide
- Stealing
- Poor academic achievement
- School dropouts
- Pregnancy/sexually transmitted diseases
- Abuse/neglect
- Addiction
- Treatment issues (need of, demand)
- Drinking and driving
- Teen drinking parties
- Family problems (divorce, fights, etc.)
- Disturbing the peace (public intoxication at parks, beaches, events)
- Accident mortality (motor vehicle or pedestrian alcohol-involved, falls, drowning, alcohol overdose/poisoning)
- Gateway to other drug use
- Poor physical health

Contributing Factors to Substance Abuse

Check any of the following factors that your community assessment data have indicated as contributing to ATOD use and abuse in your community.

- Parental/adult indifference/tolerance of underage drinking
- Parental/adult indifference/tolerance of underage tobacco use
- Community social norms promote or tolerate underage drinking
- Community social norms promote or tolerate underage tobacco use
- Community social norms promote or tolerate other underage drug use
- Community tolerance/denial of underage ATOD use
- Community tolerance/denial of adult ATOD abuse
- Adults provide alcohol, tobacco or other drugs to youth
- Community social norms promote or tolerate adult alcohol abuse
- Community social norms promote or tolerate adult tobacco use
- Community social norms promote or tolerate other adult drug use
- Absence of adequate law enforcement capacity
- Absence of consistent enforcement of alcohol laws (limited consequences)
- Absence of consistent enforcement of tobacco laws (limited consequences)
- Absence of consistent enforcement of other drug laws (limited consequences)
- Judges not following through with sentencing of alcohol violations
- Judges not following through with sentencing of tobacco violations
- Judges not following through with sentencing of other drug offenses
- Judicial plea-bargains
- Media glamorizes alcohol, tobacco or other drug use
- Underage youth are allowed to work in alcohol outlets
- Underage youth are allowed to work in tobacco outlet
- Absence of alcohol-free community events
- Easy availability of alcohol

- Easy availability of tobacco
- Easy availability of other drugs
- School policies not consistently followed
- Workplace policies not consistently followed
- Community policies not consistently followed
- No sense of belonging to a community
- Open shelving of alcohol in stores
- Open shelving of tobacco products in stores
- Ingredients for drug manufacturing are readily available in store
- Business interests are in conflict with public health interests
- Poor role modeling by adults
- Greater acceptance of alcohol use than other drugs
- Limited funding for community prevention coalition and public policy work
- Severe economic deprivation
- Significant transitions and mobility in the community
- Community disorganization

Public Policy to Reduce Underage Drinking in North Carolina

OVERVIEW

This section of this guide will provide you with general information about environmental prevention approaches and public policy approaches to reducing underage drinking that are being implemented in North Carolina. This list is not intended to be exhaustive, but will provide you with an overview of the kinds of strategies being used effectively to date.

EXAMPLES OF THESE STRATEGIES IN NORTH CAROLINA

Retail Access to Alcohol and Tobacco

Strategy: Alcohol Purchase Surveys

Alcohol purchase surveys are not a law enforcement activity. Alcohol purchase surveys are conducted by trained citizens following PIRE’s guidelines (see www.udetc.org). The results of the alcohol purchase surveys are shared with law enforcement and the local media as well as used to increase enforcement regarding non-compliant retailers.

Alcohol Purchase Surveys are used to assess the probability of retailers selling alcohol to “youthful looking” (see Age Testing of Buyers below) buyers without checking ID. Alcohol purchase surveys, unlike compliance checks, can be performed without the assistance of law enforcement. However, the *youthful-looking buyer attempting the purchase must be at least 21 years of age*. Purchase surveys allow communities to:

- 1) Assess community needs and collect data on which retail outlets in the community are most likely to sell to underage youth based on not checking IDs;
- 2) Raise community awareness and build support for efforts to reduce and prevent sales to minors;
- 3) Inform merchants that they are being monitored and motivate them to change practices if noncompliant;
- 4) Inform law enforcement officials with important information;
- 5) File official complaints with law enforcement regarding non-compliant retailers; and,
- 6) Measure the impact of prevention strategies so that communities can assess the effectiveness of the strategies they implement.

In partnership with a local Community Coalition/Collaborative, two rounds of comprehensive alcohol purchase are completed. Focusing on a smaller geographic region for alcohol purchase surveys can produce more success than attempting to address an entire county at one time. A minimum of 50 purchase surveys (per round), or a representative sample as shown in the chart below are completed.

Total number of outlets	25	50	75	100	150	200	250	300	600
Number surveyed	24	44	61	74	94	110	121	131	163

Social Access to Alcohol

Strategy: *Talk It Up. Lock It Up!*™ campaigns

Talk It Up. Lock It Up!™ is the brand for an innovative strategy to change the physical environment relative to youth access to alcohol in homes. According to national statistics, the most common source of alcohol for those aged 12-14 is taking it from their homes, or someone else's home (21%) (SAMHSA, 2008). The *Talk It Up. Lock It Up!*™ campaign is a two pronged approach to address the problem of adult providers of alcohol to youth specifically by addressing the propensity of youth to take alcohol from their or someone else's home without the knowledge of the adult caretaker. *Talk It Up. Lock It Up!*™ has a toolkit available to developing and implementing this approach.

- The first step of the ***Talk It Up. Lock It Up!***™ campaign is to recruit youth to be the messengers for your issue. An adult that is asked to secure and monitor their alcohol is more likely to do so when asked by youth.
- The second step is to do a community assessment and engage key partners/"power players". Conduct one-on-ones and learn what your community believes about underage drinking and youth accessing alcohol in the home.
- The third step is to raise adult, parent and community awareness about the extent of the problems associated with underage drinking and youth access to alcohol in the home.
- The fourth step is to change the home environment.

Supporting Strategies for Retail and Social Access to Alcohol

Strategy: Collaboration with Law Enforcement

In partnership with a local Community Coalition/Collaborative partner with law enforcement and the media to create an atmosphere of high visibility of underage drinking laws. The goal of the collaboration with law enforcement is to create an atmosphere of high visibility law enforcement (HVLE) around underage drinking laws. High visibility law enforcement programs are rooted in media coverage (earned, paid and social media) and have repeatedly been shown to produce successful results.

Strategies that limit access to alcohol by youth are some of the most effective and well-researched approaches to preventing underage drinking and the associated problems. For law enforcement to most effectively enforce minimum purchase age laws and prevent the social availability of alcohol to minors there needs to be community support for such law enforcement efforts, community involvement in identifying areas of need, and community assistance and collaboration with law enforcement. This requires active sharing of community information and strategizing with local law enforcement agencies to enforce minimum purchase age laws.

- *Community Collaboration:* Community Coalitions/Collaborative may work with law enforcement to establish or expand a relationship with the local ABC Board towards a collaborative campaign to prevent underage and excessive drinking.
- *Building a Local Dedicated Enforcing Underage Drinking Laws Task Force:* In many communities across the country, bringing different law enforcement agencies together to work

on the issue of underage drinking is a successful strategy to changing departmental policies and increasing the enforcement of underage drinking laws. Departments can work together to implement saturation patrols, DWI checkpoints, compliance checks, party patrols, fake ID operations and more. With your community support and media work these efforts can make a significant impact on underage drinking.

- *Batmobile*: The Governor's Highway Safety Program (GHSP) provides the BATmobile resource to law enforcement partners across North Carolina. BATmobiles are available at no cost to help local agencies conduct effective sobriety checkpoints. Consequently, Community Coalitions/Collaboratives are encouraged to help facilitate a coordinated DWI enforcement effort involving local police departments, sheriffs' offices, the state highway patrol, and other enforcement agencies. This will be initiated by working with local law enforcement Community Coalition/Collaborative members to request access to a BATmobile and to notify local media outlets of the event. In the event that use of a BATmobile is not feasible or necessary for sobriety checkpoints, Community Coalitions/Collaboratives should request use of a BATmobile for educational activities and demonstrations directed toward youth.

Policy Review and Development

- North Carolina's Smoke Free Restaurants and Bars law was passed by the N.C. General Assembly, effective January 2, 2010. The law requires enclosed areas of almost all restaurants and bars to be smoke-free effective. This law was passed based on the culmination of local efforts to change this policy, ensure Educational materials and toolkits are available to ensure this policy is implemented at the local level.

Effective policies are one of the best tools for achieving positive community change. This involves the support of existing policies and advocating for best practice policy changes. Policy advocacy can take the form of efforts to improve and expand, amongst others, local school or police regulations, town/city/county ordinances and state law. *While lobbying with federal funds is strictly prohibited*, policy advocacy and education can be very expansive and effective. You are encouraged to take part in efforts (through community Partnerships/Coalitions/Collaboratives) to educate others on and support best practice preventing underage drinking policies.

Please keep in mind that "policy" is an umbrella term that includes everything from Federal legislative action to the decision a parent makes to lock alcohol in their home. Though the best practices of the "Big P" (formal) alcohol policy field should always be present in your work, the more "actionable" local and family policies are the things that more often change our communities from one year to the next. Among "small p" (informal) policy changes consider - where, how, when and if community events include alcohol; whether sporting events are alcohol free or do they limit the cup size for servings of alcohol; strategies to get parents and all adults to secure and monitor their alcohol; whether stores have mandatory policies around IDs, advertising, product placement, seller training, etc.. Those are just a few examples—the point being that a focus on "policy change" should be comprehensive and not limited to large legislative or municipal code changes (formal).