

Underage Drinking PreventionAction Guide for Cities



Contact: Andrea LaFazia, Prevention Services Director (405) 522-4002

Underage Drinking Prevention: Oklahoma Fact Sheet



Tragic health, social, and economic problems result from the use of alcohol by youth. Underage drinking is a causal factor in a host of serious problems, including homicide, suicide, traumatic injury, drowning, burns, violent and property crime, high risk sex, fetal alcohol syndrome, alcohol poisoning, and need for treatment for alcohol abuse and dependence.

Problems and Costs Associated with Underage Drinking in Oklahoma

Underage drinking cost the citizens of Oklahoma \$771 million in 2001. These costs include medical care, work loss, and pain and suffering associated with the multiple problems resulting from the use of alcohol by youth (1). This translates to a cost of \$2,082 per year for each youth in the State. Oklahoma ranks 30th highest among the 50 states for the cost per youth of underage drinking. Excluding pain and suffering from these costs, the direct costs of underage drinking incurred through medical care and loss of work cost Oklahoma \$254 million each year.

Costs of Underage Drinking by Problem, Oklahoma 2001

Youth violence and traffic crashes attributable to alcohol use by underage youth in Oklahoma represent the largest costs for the State. However, a host of other problems contribute substantially to the overall cost. Among teen mothers, fetal alcohol syndrome (FAS) alone costs Oklahoma \$12.7 million. Young people who begin drinking before age 15 are four times more likely to develop alcohol dependence and are two and a half times more likely to become abusers of alcohol than those who begin drinking at age 21 (2). In 2002, 652 youth 12- 20 years old were admitted for alcohol treatment in Oklahoma, accounting for 8.5% of all treatment admissions for alcohol abuse in the State (3).



Costs of Underage Drinking by Problem, Oklahoma 2001

Problem	Total Costs (in millions)
Youth Violence	\$413.3
Youth Traffic Crashes	\$196.1
High-Risk Sex, Ages 14-20	\$62.7
Youth Property Crime	\$40.7
Youth Injury	\$25.2
Poisonings and Psychoses	\$8.6
FAS Among Mothers Age 15-20	\$12.7
Youth Alcohol Treatment	\$11.9
Total	\$771.2

Alcohol Consumption by Youth in Oklahoma

Underage drinking is widespread in Oklahoma. Approximately 171,000 underage youth in Oklahoma drink each year. In 2001, according to self-reports by Oklahoman students in grades 9-12 (4):

- 77% had at least one drink of alcohol on one or more days during their life.
- 15% had their first drink of alcohol, other than a few sips, before age 13.
- 46% had at least one drink of alcohol on one or more occasion in the past 30 days.
- 28% had five or more drinks of alcohol in a row (i.e. binge drinking) in the past 30 days.
- 7% had at least one drink of alcohol on school property on one or more of the past 30 days.

In 2001, underage drinkers consumed 20.4% of all alcohol sold in Oklahoma, totaling \$184 million in sales.

Total underage drinking costs = \$771 million

Produced by the Pacific Institute for Research and Evaluation (PIRE), March 2004.

1 Levy, D.T., Miller, T.R., & Cox, K.C. (2003). Underage drinking: societal costs and seller profits. Working Paper. Calverton, MD: PIRE.

2 Grant, B.F., & Dawson, D.A. (1997). Ago at onset of alcohol use and its association with DSM-IV alcohol abuse and dependence: Results from the Nation Longitudinal Alcohol Epidemiologic Survey. *Journal of Substance Abuse* 9: 103-110.

3 Office of Applied Studies, Substance Abuse and Mental Health Services Administration. Treatment Episode Data Set (TEDS). (2001). Substance Abuse Treatment by Primary Substance of Abuse, According to Sex, Age, Race, and Ethnicity. Available [On-line]: http://www.dasis.samsha.gov/teds00?TEDS_2k_index.htm.

4 Center for Disease Control (CDC). (2001). Youth Risk Behavior Surveillance System (YRBSS). Available [Online]: http://www.cdc.gov/nccdphp/dash/yrbs/2001/youth01online/htm.

Underage Drinking Prevention: Public Opinion



7,021 adults were surveyed to measure the public's attitudes and concerns regarding the issues and policies surrounding youth access to alcohol. The survey, funded by the Robert Wood Johnson Foundation and prepared by the University of Minnesota Alcohol Epidemiology Program, suggest that the public is aware of underage drinking and concerned about its effect on society. The survey also shows that most adults support laws and regulations that would help curb youth access to alcohol. Here are some of the findings:

CONCERNS

- 96% of adults are concerned about the problem of teenage drinking.
- 80% of adults have heard something in the past year about how easy it is for teenagers to buy alcohol.

ATTITUDES

- 84% of adults oppose lowering the minimum drinking age from 21 to 19.
- 59% of adults favor a ban on home deliveries of alcohol.
- 82% of adults agree that stores and bars are not careful enough in preventing teenagers from buying alcohol.

LAWS AND REGULATIONS

- 80% of adults favor a law that sets the minimum age to sell or serve alcoholic beverages at 21.
- 88% of adults favor a law that would require owners of bars and restaurants to attend a one day training course every year on how to deal with intoxicated patrons and underage drinkers.
- 89% of adults favor a law that would require employees who serve alcoholic beverages in bars and restaurants to attend a one day training course every year on how to deal with intoxicated patrons and underage drinkers.
- 82% of adults favor an increase of five cents per drink in the tax on beer, wine, and liquor to pay for programs to prevent minors from drinking and expand alcohol treatment programs.
- Percent of adults in favor of alcohol restrictions in certain locations:

Percentage	Public beaches & campgrounds	Public parks	Concerts & other cultural events	Sports stadiums & arenas*	City streets	College campuses
Banned	53%	63%	51%	48%	77%	60%
Special permit	29%	27%	34%	30%	15%	29%
Total favoring restrictions	82%	90%	85%	77%	92%	89%

^{*}Numbers may not add up due to rounding

- 66% of adults favor using compliance checks to monitor whether stores sell alcoholic beverages to underage persons.
- 83% of adults favor a law that provides penalties for older persons who illegally give alcohol to teenagers.

ADVERTISEMENTS

- 63% of adults favor a law that would ban all advertisements of alcoholic beverages on billboards in the community.
- 59% of adults favor a law that would ban the use of sports teams and athletes as symbols in advertising and promotions of alcoholic beverages.
- 67% of adults favor a law that would ban all advertisements of hard liquor on television.
- 61% of adults favor a law that would ban all advertisements of beer and wine on television.
- 79% of adults agree that advertisements for alcoholic beverages should be restricted to make drinking less appealing to kids.
- 58% of adults agree that advertisements for alcoholic beverages increase how much people drink.

Underage Drinking Prevention: Action Plan for City Officials



Every sector of the community has a role in preventing underage drinking. Addressing community factors that influence young people's drinking behavior, such as youth access to alcohol and the promotion of alcohol, is a proven strategy for reducing underage drinking.

Action	Recommendation	Resources
Convene a local Task Force on Underage Drinking	In 2005, Governor Henry convened a statewide Task Force on the Prevention of Underage Drinking to examine solutions to Oklahoma's underage drinking problems. While statewide coordination and buy-in from state leadership is crucial to prevention efforts, underage drinking is often best addressed at the local level where those directly affected are engaged in designing solutions to local problems. Call on your Area Prevention Resource Center to help convene community stakeholders to discuss local problems and solutions related to underage drinking, including: Law enforcement Parents/Youth Faith Community Elected Officials Educators Substance use prevention/treatment agencies/Youth-serving organizations Business Leaders	Area Prevention Resource Centers (See Underage Drinking Prevention: Your Local Resource) OK Dept. of Mental Health and Substance Abuse Services, Prevention Services Contact: Andrea LaFazia (405) 522-4002
Assess your city's "alcohol environment"	Conducting an assessment of your city's "alcohol environment" will help identify and modify risks related to underage drinking that exist in the community. Collect as much information you can about the role of alcohol in the community. Look at how alcohol is sold and promoted in city neighborhoods, and examine the alcohol-related statistics for your city. For example: How many alcohol outlets exist? Where are they located? Where are there concentrated areas of outlets? How do these outlets operate, re: alcohol advertising, easy access of alcohol to minors, policies/signage against sales to minors, etc.? How many law enforcement calls for service does the city get related to alcohol (home parties, DUI, minor in possession, violence, etc.)? What alcohol advertising exists in your community? What is the alcohol environment at local events/festivals? What percentage of local youth report drinking and engaging in high-risk alcohol-related behaviors?	Area Prevention Resource Centers (Action Guide - Underage Drinking Prevention: Your Local Resource) OK Dept. of Mental Health and Substance Abuse Services, Prevention Services Contact: Andrea LaFazia (405) 522-4002
Review new and existing local alcohol policies	Many communities are using local policy to reduce youth access to alcohol and to reduce alcohol promotions. Local policies, such as alcohol-free recreation areas and community events, responsible beverage service training for retailers, and policies that deter adults from hosting underage drinking parties have been shown to be effective in reducing underage drinking in cities across the country. Review existing alcohol policies in your municipal code. Compare your city's policies with those described in "Underage Drinking Prevention: Local Policy" in this Action Guide to see where how your city's alcohol policies measure up.	Sample Ordinances: Action Guide – Underage Drinking Prevention: Local Policy University of Minnesota http://www.epi.umn.edu/alcohol
Enforce alcohol policies	Policies related to underage drinking are most effective when they are accompanied by consistent and highly visible enforcement. Local law enforcement agencies should partner with the Oklahoma Highway Safety Office's Project Under 21, the statewide underage drinking enforcement program to: Receive training on underage drinking enforcement tactics Plan alcohol retailer compliance checks & controlled home party dispersals Convene a local law enforcement task force on underage drinking and participate in regional enforcement operations Promote Project Under 21's tip line (1.866.STOP.U21) to report under 21 drinking law violations.	OK Highway Safety Office - Project Under 21 Contact: Ronnie Thompson (405) 523-1581

Underage Drinking Prevention: Your Local Resource



Oklahoma Department of Mental Health and Substance Abuse Services funds 18 Area Prevention Resource Centers (APRC) across the state to provide communities with training and technical assistance on substance use prevention. The APRCs work in partnership with community coalitions to advance alcohol, tobacco, and other drug prevention strategies, including local and state prevention policy.

APRC	Counties Served:	Contact:
Bill Willis Community Mental Health Center	AdairCherokeeSequoyahWagoner	Director: Janet Petty 1400 S Hensley Dr. Tahlequah Ok 74465 918-207-3020 jpetty@odmhsas.org
A Change to Change Foundation	Oklahoma County	Director: Donna Sledge 5228 Classen Circle OKC OK 73118 405-840-9000 info@achancetochange.org
Community Service Council of Greater Tulsa	Tulsa County	Director: Alice Blue 16 E 16th, Suite 202 Tulsa, OK 74118 918-585-5551 ablue@csctulsa.org
Eagle Ridge Institute	Oklahoma County	Director: Kelvin Hobbs 601 NE 63 rd OKC, OK 73105 405-840-1359 Khobbs98@yahoo.com
Gateway to Prevention and Recovery	Lincoln Pottawatomie	Director: Jan Tipton 1414 N Kennedy, Suite 109 Shawnee OK 74801 405-275-3391 shawneeaprc@gatewaytoprevention.org
Green Country Behavioral Health Services, Inc.	 Muskogee 	Director: Dawn Blue 619 N Main St. Muskogee, OK 74401 918-682-8407 x233 dawn@gcbhs.org
McCurtain County Educational Cooperative	 Choctaw Latimer Leflore McCurtain Pushmataha Counties 	Director: Robbie Mullens 103 NE Ave A Idabel OK 74745 580-286-3344 robbie@octm.com
NAIC – Center for Alcohol & Drug Services	CanadianClevelandMcClain	Director: Stacey Martin 215 W Linn Norman OK 73070 405-321-6446 smaartin@naicnor.org
The Next Step Network	BeaverCimarronTexas	Director: Jada Dickerson 1004 Highway 54 NE PO Box 1739 Guymon OK 73942 580-338-3733 prevent1@ptsi.net
NW Center for Behavioral Health Prevention Program	 Alfalfa Ellis Harper Major Woods Woodward 	Director: Stephanie U'Ren 1222 10 th Street, Suite 211 Woodward OK 73801 580-571-3241 s'uren@odmhsas.org jwills@odmhsas.org

APRC	Counties Served:	Contact:
The Oaks Rehabilitative Services	AtokaCoalHaskellHughesPittsburg	Director: Karla Sheffield PO Box 1404 McAlester OK 74502 918-423-1113 APRC@theoaksrehab.org
OSU, Center for Health Sciences, Tulsa	Tulsa County	Asst. Director: Jan Hardwick 1560 E 21 st , Suite 210 Tulsa OK 74114 918-749-8800 hardwij@chs.okstate.edu
OSU, Center for Health Sciences, PANOK	KayNobleOsagePaynePawnee	Elizabeth Bruce 2324 West 7 th Place, Suite 3 Stillwater OK 74074 405-624-2220 brucee@chs.okstate.edu
OSU, Center for Health Sciences, Tri-County	CreekOkfuskeeOkmulgee	Director: Pam Norman 114 N Grand, Suite 219 Okmulgee OK 74447 918-756-1248 pknms@hotmail.com
PreventionWorkz	GarfieldGrantKingfisherLogan	Director: Sean Byrne 1625 W. Garriott, Suite E Enid OK 73703 580-234-1046 preventionworkz@coxinet.net
ROCMND Area Youth Services	 Craig Delaware Mayes Nowata Ottawa Rogers Washington Counties 	Director: Stacy Potter PO BOX 912 Vinita OK 74301 918-256-7518 stacypotter@sbsglobal.net
Red Rock West	 Beckham Blaine Custer Dewey Greer Kiowa Roger Mills Washita 	Director: Michelle Walls 3030 Custer Ave Clinton OK 73601 580-323-6021 mwalls@red-rock.com
Wichita Mountains Prevention Network	 Caddo Comanche Cotton Grady Harmon Jackson Jefferson Stephens Tillman Satellite Office Serves: Bryan, Carter, Garvin, Johnston, Love, Marshall, Murray, Pontotoc, and Seminole Counties 	Director: Cathy Billings 1318 SW Lee Blvd Lawton OK 73501 580-355-5246 ccalip@sirinet.net



The mission of Project Under 21 is to eliminate under 21 drinking and stop any person, anywhere, anytime, anyplace from providing alcohol to anyone under 21. The following are Project Under 21 Coordinators:

NORTH and CENTRAL REGIONS

Ernie Tye Maj. OSUPD, retired 405 612 0692 ernie.tye@okstate.edu

SOUTHWEST REGION

Mary Zepeda Capt. Altus PD 580 482 4121 mzee26@swbell.net

Tony Lee Sgt. Altus PD 580 482 4121 tlee@cityofaltus.org

SOUTHEAST REGION

Nate King Investigator, Tahlequah PD 918 931 2919 nate@projectunder21.org

OKLAHOMA CITY AREA

Greg Giltner Sgt., OKCPD 405 659 0217 gregory.giltner@okc.gov

Underage Drinking Prevention: Local Policy



The following policies were designed to reduce underage drinking in communities across the country. Oklahoma municipalities should determine local legality and applicability through consultation with a City Attorney.

Policy	Description	Sample Ordinance/ Municipal Code
Conditional Use Permit (CUP)	A CUP is a special zoning permit that allows a local jurisdiction to place conditions on the location, design and operation of any type of commercial activity. CUP ordinances have become excellent tools for local regulation of retail alcohol outlets to protect the health, safety and well-being of the community. In order to operate a retail alcohol establishment in a particular location, a business owner must have a zoning permit from the local municipality, before the state Department of Alcoholic Beverage Control (ABC) will issue a license for that location. A CUP is a method for localities to authorize sanctions against operators who do not comply with required conditions. In many cases, local jurisdictions can act much more swiftly to enforce penalties for conditional violations than is possible for the ABC. A CUP is also a mechanism for individuals and groups to have a voice in the decision-making process that shapes the retail alcohol environment in their community. (Marin Institute http://www.marininstitute.org)	Vallejo, CA (Ordinance No. 1360; Chapter 16.82)
"Deemed Approved" Ordinance	Conditional Use Permit Ordinances only apply to new alcohol licensed premises in a given community. Those licenses already in existence at the time the CUP ordinance was passed are considered "grandfathered" uses and are not required to comply with CUP operating standards. A "deemed approved" ordinance is a type of local law requiring that preexisting, grandfathered alcohol outlets now comply with a set of minimum operating standards. These alcohol outlets that obtained their zoning permit prior to the passage of a CUP ordinance must then adhere to written standards of conduct the same as those with CUPs. A deemed approved ordinance places operating standards on existing alcohol outlets designed to reduce nuisance related activities occurring around the premises. (Marin Institute http://www.marininstitute.org)	Vallejo, CA (Ordinance No. 1399; Chapter 16.78)
Home Delivery of Alcohol	Home delivery of alcohol allows underage youth and intoxicated persons to obtain alcohol without risking public exposure. Employees of liquor retailers may have less incentive to check for proper identification and follow other responsible beverage service practices when they are away from the licensed establishments. Home delivery restrictions regulate alcohol retailers that offer delivery of alcoholic beverages to personal residences. A home delivery policy may prohibit or ban the delivery of alcohol to residential addresses or place restrictions on home deliveries. (University of Minnesota http://www.epi.umn.edu/alcohol)	Bloomington, MN (Proposed Ordinance 16.15(e))

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Responsible Beverage Sales/Service Training	Responsible Beverage Sales/Service Training (RBST), also known as "server training," refers to educating owners, managers, servers and sellers at on and off-sale alcohol establishments about strategies to avoid illegally selling alcohol to underage youth or intoxicated patrons. Training can be required by local ordinance and may provide incentives for businesses that undergo training. The goal of RBST is to decrease the number of illegal alcohol sales to underage youth and intoxicated patrons through education programs that help managers and servers/sellers understand state, community, and establishment-level alcohol policies and potential consequences for failing to comply with such policies (e.g., criminal or civil liability, job loss) and that provide the necessary skills to comply with these policies. Other information can also be included in server training, such as the importance of checking age identification of customers who appear under age 30, how to identify fake IDs and what to do once a fake ID is confiscated, how to recognize situations in which adults are buying alcohol for underage youth, how to refuse sales to individuals who may supply alcohol to underage youth, how to identify intoxicated customers, and how to effectively refuse service to underage youth and intoxicated customers. (University of Minnesota http://www.epi.umn.edu/alcohol)	Pottsville, PA (Chapter 126-13)
Special Event Regulations	Without placing restrictions on the sale of alcohol, underage individuals may be able to easily obtain alcohol at special events. Individuals over the age of 21 may decide to purchase several servings of alcohol and then provide some of the alcohol to underage persons. Alcohol servers at special events may be less likely to receive training on how to avoid selling alcohol to underage individuals and what the consequences will be if they do sell to an underage person. Enacting regulations for alcohol service/sales at special events could include designated service/consumption areas, sales that cease at least three hours before the end of the event, designation of only certain types of alcohol for sale, and required responsible beverage sales/service training for special event alcohol servers. (University of Minnesota http://www.epi.umn.edu/alcohol)	Bloomington, MN (Chapter 13.57)
Alcohol free parks/recreation areas	Underage drinking parties may be held in a variety of unsupervised places, including parks, beaches, cemeteries, parking lots or on private property without the owner's consent. Prohibiting alcohol consumption in these public places may make it easier for police to prevent or break up underage drinking parties. Eliminating alcohol use in these areas may also reduce problems related to underage drinking, such as vandalism, fights, and drinking and driving. (University of Minnesota http://www.epi.umn.edu/alcohol)	 Bloomington, MN (Chapter 13.79) Del Mar, CA (Chapter 9.04.070) St. Paul, MN (Chapter 246)
Noisy assembly	Youth often obtain alcohol at parties held in private residences. Police cannot enter private residences without legal cause, and therefore are often unable to obtain evidence of underage drinking. Parties or other gatherings involving youth are often accompanied by loud noises and disruptive behavior. Some communities have used noisy assembly ordinances as an aid to control underage drinking parties. Noisy assembly policies provide law enforcement	 Minneapolis, MN (Chapter 389) Norman, OK (Chapter 15-506) Stillwater, OK (Ordinance No. 2827/8; Chapter 16)

	with more leverage to respond to and investigate underage drinking (accompanied with noise) in private settings. (University of Minnesota http://www.epi.umn.edu/alcohol)	
Social host liability	Youth often obtain alcohol at parties held at private residences or at rented spaces (such as hotel rooms, meeting halls and other similar places). The adult owner or renter is often not held responsible for underage drinking that occurs at the party. Adults who believe they will be held responsible for allowing underage drinking may be more likely to supervise such parties on property under their control. Under social host liability laws, adults who serve or provide alcohol to minors or persons who are obviously intoxicated can be held civilly and/or criminally liable. (University of Minnesota http://www.epi.umn.edu/alcohol)	• San Diego, CA (Chapter 56)
Alcohol Advertising	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 and can include: • Banning ads on buses, trains, kiosks, billboards and supermarket carts, and in bus shelters, schools, and theme parks. • Banning or limiting advertising and sponsorship at community events such as festivals, parties, rodeos, concerts, and sporting events. • Banning outdoor advertising in areas surrounding schools, residential areas, faith organizations, etc. • Restricting the size and placement of window advertisements in liquor and convenience stores. • Reducing the disproportionately high number of alcohol billboards in low-income neighborhoods. (University of Minnesota http://www.epi.umn.edu/alcohol)	 Baltimore, MD (Chapter 11-207) San Diego, CA (Chapter 58.05) Oakland, CA (Chapter 14.04)
Alcohol Sponsorship	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. Sponsorship may take different forms, including: (1) use of the sponsor's name in conjunction with the event; and/or (2) promotional items (such as t-shirts, flashlights, etc.) with the sponsor's logo. Restriction examples include: • Prohibiting alcohol sponsorship of city-sponsored events, community fairs, sporting events, and cultural festivals. • Prohibiting the distribution of alcohol promotional items. • Prohibiting an alcohol producer's or retailer's name from being associated with an event, particularly if youth are in attendance. • Prohibiting signs with an alcohol sponsor's name from being displayed at an event, particularly if youth are in attendance. (University of Minnesota http://www.epi.umn.edu/alcohol)	Marin County, CA (Ordinance No. 3444; Chapter 6.09)

Policy	Sample Ordinance/Municipal Code Enclosed
Conditional Use Permit (CUP)	Vallejo, CA (Ordinance No. 1360; Chapter 16.82)
"Deemed Approved" Ordinance	Vallejo, CA (Ordinance No. 1399; Chapter 16.78)
Home Delivery of Alcohol	Bloomington, MN (Proposed Ordinance 16.15(e))
Responsible Beverage Sales/Service Training	Pottsville, PA (Chapter 126-13)
Special Event Regulations	Bloomington, MN (Chapter 13.57)
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Social host liability	San Diego, CA (Chapter 56)
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