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Abstract

The California State Incentive Grant Program (SIG) is a three year effort within 13 selected counties to implement environmentally focused prevention interventions with the goal of reducing binge drinking among youth (12-17) and young adults (18-25). This report, prepared by San Diego State University (SDSU) Center for Alcohol and Drug Studies, summarizes and assesses key aspects of the SIG projects. Specifically, the report examines: 1) program organization, 2) needs assessments, 3) evidence-based prevention, 4) SIG interventions, and 5) potential outcomes and impacts.

Overall, we noted that projects varied widely in the types of structures and activities they selected and implemented. Similarly, adherence to evidence-based activities and/or model programs varied across the SIG counties. Although the behavioral outcomes of prevention activities have yet to be assessed, we discuss the intermediate outcomes reported to date. Recommendations for future prevention projects are made for each of the above areas.

Introduction

The California SIG is a three year effort within 13 selected counties to implement environmentally focused prevention interventions with the goal of reducing binge drinking among youth (12-17) and young adults (18-25). A component of this effort is a statewide evaluation of the project by SDSU. Over the course of the project the statewide evaluation team will be working with county project directors, county evaluators and others to develop information concerning the planning, implementation and outcomes of these efforts. In addition, we will be preparing written reports of our findings.

This is the second report regarding the SIG project. Our first report focused on the communities involved and the coalitions developed to provide direction and oversight. This report focuses on the implementation, program organization, needs assessments, model interventions used to organize prevention efforts, and the actual interventions implemented by SIG grantees. In addition, we provide our future plans for describing outcomes of these efforts.

The SIG is a complex undertaking with 13 unique counties, each developing unique responses to alcohol problems experienced by youth and young adults in their respective communities. As such, each project represents a different approach to alcohol problem prevention. Although each project is unique, our intent in this report is to highlight similarities across sites as well as key differences. Rather than organizing the present report by project site, we present detailed information within specific areas of interest across sites. Although this approach is useful in focusing on the separate aspects of these projects (e.g., needs assessment or program model) this approach may deemphasize the links between these elements within projects. Future reports will focus more closely on the logical consistency of project activities within projects. Thus, the intent of this first SIG statewide evaluation report is to explore the various components of program design rather than the overall SIG program.

The information used in this report comes from a variety of sources, much of it from systematic review of project planning documents and structured or semi-structured contacts (e.g., interviews, e-mails) with SIG county project directors and/or project coordinators. The documents in our analyses included SIG county needs assessments, project plans, evaluation plans, and quarterly reports. In addition, we studied the county coalitions in depth and prepared a report entitled *California State Incentive Grant Statewide Evaluation Coalition Report Number 1 – January 16, 2007*. Finally, SDSU statewide evaluation staff have been in contact with county evaluators both formally and informally to obtain additional information.

In addition to project planning documents, we have been working with local project staff to develop useful indicators that reflect project efforts and outcomes. The first of this information was recently received by the statewide evaluation staff. We are currently reviewing this information and working with local projects to further explore these data. The information from these sources is not currently sufficient to present. Future reports will focus on these outcomes.

Implementation of successful programs to reduce alcohol problems among youth and young adults requires strategic planning. Within the SIG, two components of the plan were provided by the State. That is, each project was intended to focus on binge drinking among youth and young adults and each project was intended to use environmental prevention strategies. With those parameters in place, each project was free to develop a program that met the unique needs and resources of their communities.

Within the context of SIG, strategic planning involves development of multiple components leading to a single goal. The organizational structure of the efforts should be consistent with the

project needs; needs assessments should provide valid and reliable information on specific issues within the community that may promote binge drinking and the environments in which the behavior occurs. The model programs selected by SIG grantees should, in theory, provide an organizing philosophy congruent with local resources and needs. Specific interventions should be selected so that each contributes to achieving the necessary changes to environmental conditions related to binge drinking. Finally, outcomes of SIG program efforts should be systematically monitored. In all cases these efforts should clearly relate to the overall goal of reduction in binge drinking within the defined population.

For this report, we independently examine each of these areas in order to describe the ways in which each of these elements of successful programs has developed.

County Profiles

The following profiles introduce each of the 13 California SIG counties and describe their locations, 2000 Census population, household, age and gender data, and their SIG projects. Counties range from sparsely populated rural to densely populated urban, and from coastal to central valley locations. SIG county projects are county-wide and/or focused on particular community sectors.

Alameda

Location: The large county of Alameda occupies most of the East Bay region of the San Francisco Bay Area.

2000 Census Data: Population of 1,443,741; 339,141 families residing in the county; population density is 1,957/mi²; 49 percent White¹; 20 percent Asian; 19 percent Hispanic or Latino of any race; 15 percent Black or African American; 9 percent from other races; 6 percent from two or more races; and, less than 1 percent each, Native American and Pacific Islander.

Households: There are 540,183 housing units with an average density of 732/mi²; 523,366 households; 33 percent have children under the age of 18 living within them; 47 percent married couples living together; 13 percent have a female householder with no husband present; and, 35 percent are non-families.

Age and Gender: The median age is 34; 25 percent are under the age of 18; 10 percent are 18-24; 34 percent are 25-44; 22 percent are 45-64; and, 10 percent are 65 or older. For every 100 females there are 96 males; for every 100 females age 18 and over, there are 94 males.

SIG Project: The Alameda SIG project focuses on the campuses (students age 18-25) of the University of California Berkeley, California State University Hayward, and the surrounding communities. Alameda's SIG effort is coordinated through a community partnership that meets monthly. Alameda selected Community Trials Intervention to Reduce High-Risk Drinking (Community Trials) and Challenging College Alcohol Abuse (CCAA) as their model programs. Currently there is a Berkeley Responsible Beverage Server and Social Host ordinance pending

¹ Regarding Census 2000 race percentages: "These tabulations include not only persons who marked only one race (the 'race alone' category) but also those who marked that race and at least one other race. For example, a person who indicated that she was of Filipino and African-American background would be included in the African-American alone or in combination count, as well as in the Asian alone or in combination count. The alone or in combination totals are tallies of responses, rather than respondents. So the sum of the race alone or in combination will add to more than the total population."

approval. Alameda selected three environmental prevention strategies: policy, enforcement, and media.

Humboldt County

Location: Humboldt is a highly rural county located on the extreme north coast of California.

2000 Census Data: 126,518 residents; 30,640 families; population density of 35/mi²; 85 percent White; 6 percent Hispanic or Latino of any race; 6 percent Native American; 4 percent from two or more races; 2 percent Asian; 2 percent from other races; less than 1 percent each for Black or African American and Pacific Islander.

Households: 55,912 housing units at an average density of 16/mi²; 29 percent have children under the age of 18 living within them; 43 percent are married couples living together; 12 percent have a female householder with no husband present; and, 40 percent are non-families.

Age and Gender: The median age is 36; 23 percent are under the age of 18; 12 percent are 18-24; 27 percent are 25-44; 25 percent are 45-64; and, 12 percent are 65 or older.

For every 100 females there are 97 males; for every 100 females age 18 and over, there are 95 males.

SIG Project: Humboldt County has the highest rate of binge drinking in California, as well as high rates of alcohol and drug related deaths. The SIG project focuses on youth and young adults ages 12-25. Their project targets these youth throughout the county and at Humboldt State University (HSU), community colleges, and neighborhood community groups. The county is: (1) training managers, owners, servers and sellers how on to avoid selling to underage youth and intoxicated patrons; (2) conducting media campaigns to raise the level of awareness and readiness for community action on alcohol abuse; (3) providing assistance to communities to develop satellite prevention groups; and, (4) initiating community-wide efforts to reduce binge drinking among youth. HSU is also implementing strategies from the Brief Alcohol Screening and Intervention of College Students program (known as BASICS). Humboldt selected two environmental prevention strategies: training and media.

Marin County

Location: The medium size county of Marin is located on the Pacific coast, across the Golden Gate Bridge from San Francisco.

2000 Census Data: 247,289 people; 60,691 families; population density is 476/mi²; 84 percent White; 11 percent Hispanic or Latino of any race; 5 percent Asian; 5 percent from other races; 3 percent from two or more races; 3 percent Black or African American; less than 1 percent for both Native American and Pacific Islander.

Households: There are 104,990 housing units with an average density of 202/mi²; 100,650 households; 28 percent have children under the age of 18 living within them; 48 percent are married couples living together; 9 percent have a female householder with no husband present; and, 40 percent are non-families.

Age and Gender: The median age is 41; 20 percent are under the age of 18; 6 percent are 18-24; 31 percent are 25-44; 30 percent are 45-64; and, 14 percent are 65 or older.

For every 100 females there are 98 males; for every 100 females age 18 and over, there are 96 males.

SIG Project: The focus of Marin County's SIG project is to address disproportionately high levels of binge drinking among youth and young adults aged 12-25. The project also targets related community problems, including sexual violence, driving under the influence of alcohol, and juvenile crime. The Marin Alcohol and Other Drug Prevention Collaborative, the grant's community partnership, addresses issues of accessibility and availability of alcohol and

community violence problems. Marin has provided Responsible Beverage Service (RBS) training and held two focus groups. They also anticipate county adoption of a model Social Host Accountability Ordinance. Marin chose Community Trials, CCAA, Communities Making Changes on Alcohol (CMCA), and Saving Lives as their model programs. They selected all four environmental prevention intervention strategies: policy, training, enforcement, and media.

Mendocino County

Location: Mendocino is a small county located on the Pacific coast, north of the San Francisco Bay Area and Sonoma County.

2000 Census Data: 86,265 people; 21,855 families; population density is 25/mi²; 80 percent White; 16 percent Hispanic or Latino of any race; 9 percent from other races; 5 percent Native American; 4 percent from two or more races; 1 percent Asian; and, less than 1 percent each for Black or African American and Pacific Islander.

Households: There are 36,937 housing units at an average density of 10/mi²; 33,266 households; 31 percent have children under the age of 18 living within them; 49 percent are married couples living together; 12 percent have a female householder with no husband present; and, 34 percent are non-families.

Age and Gender: The median age is 39; 26 percent are under the age of 18; eight percent are 18-24; 26 percent are 25-44; 28 percent are 45-64; and, 14 percent are 65 or older. For every 100 females there are 98 males; for every 100 females age 18 and over, there are 97 males.

SIG Project: The Mendocino County SIG project targets youth and young adults ages 12-25 county-wide, with a particular focus on major population centers such as Fort Bragg, Ukiah, and Willits. The Mendocino County Safe Teens and Twenties Project (known as STAT) workgroup recruits members from various community sectors and has created a Youth Auxiliary Group. SIG grant activities include educating and informing policy makers about binge drinking, mobilizing community residents, and increasing youth perceptions that binge drinking is harmful. Mendocino selected curriculum-based Project SUCCESS, as their model prevention program. To complement that model program, Mendocino is also engaging in an environmental prevention media intervention.

Mono County

Location: The sparsely populated county of Mono is located in the central portion of California, east of the Sierra Nevada Mountains, between Yosemite National Park and the Nevada border. The only incorporated city in the county is Mammoth Lakes, located at the foot of Mammoth Mountain, which has a large tourism economy.

2000 Census Data: 12,853 people; 3,143 families; population density is 4/mi²; 84 percent White; 18 percent Hispanic or Latino of any race; 10 percent from other races; 2 percent Native American; 2 percent from two or more races; and, less than 1 percent each for Black or African American, Pacific Islander, and Asian.

Households: There are 11,757 housing units at an average density of 4/mi²; 5,137 households; 29 percent have children under the age of 18 living within them; 51 percent are married couples living together; 7 percent have a female householder with no husband present; and, 39 percent are non-families.

Age and Gender: The median age is 36; 23 percent are under the age of 18; 10 percent are 18-24; 33 percent are 25-44; 27 percent are 45-64; and, 8 percent are 65 or older. For every 100 females there are 121 males; for every 100 females age 18 and over, there are 126 males.

SIG Project: This project focuses on youth and young adults ages 12-25 county-wide, with a particular focus on the city of Mammoth Lakes. Mono County's SIG project addresses the community need to change cultural norms that support binge drinking and the acceptance of alcohol use among community members and parents. Other goals of this project are to increase collaboration among systems and implementation of RBS training. Mono has selected three environmental prevention intervention strategies: policy, enforcement, and media.

Orange County

Location: Orange County is bordered on the west by the Pacific Ocean, on the north by Los Angeles County, on the east by Riverside County, and on the south by San Diego County.

Note: Orange County has a population larger than that of 20 states. It is the second most populous county in California, and due to its relatively small size, one of the most densely populated.

2000 Census Data: 2,846,289 people; 667,794 families; population density is 3,606/mi²; 65 percent White; 31 percent Hispanic or Latino of any race; 15 percent from other races; 14 percent Asian; 4 percent from two or more races; 2 percent African American; less than 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: 969,484 housing units at an average density of 1,228/mi²; 935,287 households; 37 percent have children under the age of 18 living within them; 56 percent are married couples living together; 11 percent have a female householder with no husband present; and, 29 percent are non-families.

Age and Gender: The median age is 33; 27 percent are under the age of 18; 9 percent are 18-24; 33 percent are 25-44; 21 percent are 45-64; and, 10 percent are 65 or older.

For every 100 females there are 99 males. For every 100 females 18 and over, there are 96 males.

SIG Project: This project focuses on students between the ages of 18 and 25 who attend California State University, Fullerton, and University of California, Irvine, and each of their surrounding communities. By combining two existing campus alcohol task forces into one community partnership, this grant has increased the capacity of the partnership and facilitated a comprehensive campus/community prevention effort. Orange County has selected the CCAA model and all four environmental prevention interventions: policy, training, enforcement, and media.

Sacramento County

Location: Sacramento County, the seventh most populous county in California, is located at the northern end of California's expansive central valley.

2000 Census Data: 1,223,499 people; 297,562 families; population density is 1,267/mi²; 64 percent White; 17 percent Hispanic or Latino of any race; 11 percent Asian; 10 percent Black or African American; 7 percent from other races; 6 percent from two or more races; 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: 474,814 housing units at an average density of 492/mi²; 453,602 households; 34 percent have children under the age of 18 living within them; 46 percent are married couples living together; 14 percent have a female householder with no husband present; and, 34 percent are non-families.

Age and Gender: The median age is 34; 28 percent are under the age of 18; 10 percent are 18-24; 31 percent are 25-44; 21 percent are 45-64; and, 11 percent are 65 or older.

For every 100 females there are 95 males; for every 100 females age 18 and over, there are 92 males.

SIG Project: This SIG project focuses on students ages 14-25 in middle school, high school, and college. Sacramento County is working with four local prevention and educational agencies: Project Help, California State University, People Reaching Out, and the Sacramento County of Education. These agencies work to engage the large community of Sacramento in making environmental prevention and policy changes to reduce alcohol related problems. After review of several model programs Sacramento chose CMCA as their model program. They also selected three environmental prevention interventions: policy, enforcement, and media.

San Diego County

Location: The populous county of San Diego is located in southern California on the Pacific Ocean. It is one of only two California counties that border on Mexico.

Note: San Diego County has the third largest population in California.

2000 Census Data: 2,813,833 people; 663,449 families and population density of 670/mi²; 67 percent White; 27 percent Hispanic or Latino of any race; 13 percent from other races; 9 percent Asian; 6 percent Black or African American; 5 percent from two or more races; and, less than 1 percent each for Native American and Pacific Islander.

Households: 1,040,149 housing units at an average density of 248/mi²; 994,677 households; 34 percent have children under the age of 18 living within them; 51 percent are married couples living together; 12 percent have a female householder with no husband present; and, 33 percent are non-families.

Age and Gender: The median age is 33; 26 percent are under the age of 18; 11 percent are 18-24; 32 percent are 25-44; 20 percent are 45-64; and, 11 percent are 65 or older.

For every 100 females there are 101 males; for every 100 females age 18 and over, there are 99 males.

SIG Project: San Diego County uses its network of regional community collaboratives to expand their current Underage Drinking Initiative efforts to include the issue of youth binge drinking. San Diego County's location on the U.S./Mexico border presents a unique challenge, as the drinking age in Mexico is 18. In addition, San Diego contains a young, transient population of military personnel and their families, as well as students that attend the 12 colleges and universities in the county. The County's Policy Panel on Youth Access to Alcohol, which provides strategic leadership of the Initiative, created two new sub-groups (Data and Cultural) to develop specific environmental prevention strategies for all county youth age 12-16 and young adults age 18-25. After review of several model programs, San Diego chose Community Trials and Border Binge Drinking Reduction for their project. They selected all four environmental prevention interventions: policy, training, enforcement, and media.

Santa Barbara County

Location: Santa Barbara, a medium sized county, is located on the Pacific coast in the south central portion of California, just west of Ventura County.

Note: Twenty-seven percent of the population report speaking Spanish at home.

2000 Census Data: 399,347 people; 89,487 families; population density is 146/mi²; 73 percent White; 34 percent Hispanic or Latino of any race; 15 percent from other races; 4 percent from two or more races; 4 percent Asian; 2 percent Black or African American; 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: 136,622 households; 142,901 housing units at an average density of 52/mi²; 32 percent have children under the age of 18 living within them; 51 percent are married couples living together; 10 percent have a female householder with no husband present; and, 35 percent are non-families.

Age and Gender: The median age is 33; 25 percent are under the age of 18; 13 percent are

18-24; 29 percent are 25-44; 20 percent are 45-64; and, 13 percent are 65 or older. For every 100 females there are 100 males; for every 100 females age 18 and over, there are 98 males.

SIG Project: The focus for the Santa Barbara SIG project is the unincorporated community of Isla Vista. This community includes a large number of students from the University of California, Santa Barbara (UCSB) and Santa Barbara City College, as well as a growing community of recently immigrated Spanish-speaking families with young people ages 18-25. The SIG Community Partnership includes UCSB students, Isla Vista residents, law enforcement, property owners, business leaders, the faith-based community, and government agencies. The project goal is to reduce the primary problem of binge drinking and its secondary impacts by: (1) targeting residential party environments; (2) screening, brief intervention and referral (SBIR) of young people who present at Goleta Valley Hospital or UCSB's student health center (SBIR data suggests that the most common drinking setting prior to needing emergency services is someone else's home); (3) promoting residence/social host training; (4) assisting landlords in the development of protective lease agreements; (5) family and youth advocacy for safe access to Isla Vista parks and open spaces, especially those adjacent to Latino family homes; and, (6) conducting a social marketing campaign. After review of several model programs, Santa Barbara chose CMCA and Community Trials as their model programs. Santa Barbara selected all four environmental prevention interventions: policy, training, enforcement, and media.

Santa Cruz County

Location: The medium sized county of Santa Cruz is located on the Pacific coast, just south of the San Francisco Bay Area. The county lies on the northern coast of the Monterey Bay.

2000 Census Data: 255,602 people; 57,144 families; population density is 574/mi²; 75 percent White; 27 percent Hispanic or Latino of any race; 15 percent from other races; 4 percent from two or more races; 3 percent Asian; 1 percent Black or African American; 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: 91,139 households; 98,873 housing units at an average density of 222/mi²; 32 percent have children under the age of 18 living within them; 48 percent are married couples living together; 10 percent have a female householder with no husband present; and, 37 percent are non-families.

Age and Gender: The median age is 35; 24 percent are under the age of 18; 12 percent are 18-24; 31 percent are 25-44; 24 percent are 45-64; and, 10 percent are 65 or older. For every 100 females there are 99 males; for every 100 females age 18 and over, there are 97 males.

SIG Project: Santa Cruz County has Together for Youth/Unidos Para Nuestros Jovenes (TFY/UPNJ), a county-wide collaborative of over a hundred local organizations. This existing organization serves as the community partnership for the Santa Cruz County SIG project, called CURB (Communities United to Reduce Binge Drinking). This project focuses its efforts on the unique binge drinking environments that impact 16-20 year olds, such as: (1) living in a tourist community; (2) an over-concentration of alcohol outlets; and, (3) the presence of the University of California, Santa Cruz campus. The SIG project has held three press conferences, two of which included a summit and a town hall meeting to announce alcohol-related data findings. After reviewing several model programs, Santa Cruz chose CMCA as their model program. Santa Cruz selected all four environmental prevention interventions: policy (e.g., party ordinance), training, enforcement, and media.

Sonoma County

Location: Sonoma County is located in the California “wine country” on the Pacific coast, north of Marin County and the San Francisco Bay Area.

2000 Census Data: 458,614 people; 112,406 families; population density of 291/mi²; 82 percent White; 17 percent Hispanic or Latino of any race; 8 percent from other races; 4 percent from two or more races; 3 percent Asian; 1 percent Black or African American; 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: 172,403 households; 183,153 housing units at an average density of 116/mi²; 32 percent have children under the age of 18 living within them; 50 percent are married couples living together; 10 percent have a female head of household; and, 35 percent are non-families.

Age and Gender: The median age is 38; 25 percent are under the age of 18; 9 percent are 18-24; 29 percent are 25-44; 25 percent are 45-64; and, 13 percent are 65 or older.

For every 100 females there are 97 males; for every 100 females age 18 and over, there are 94 males.

SIG Project: The “Sonoma County SIG Community Partnership” operates in three South Sonoma County communities - Rohnert Park, Cotati, and Petaluma - and at Sonoma State University. The project goal is to change norms, conditions, and settings in the community that affect the availability, promotion, sale, use, and adverse consequences of binge drinking for 14-25 year olds. The Community Partnership includes representation from local health systems, public safety, education, and Sonoma State University. After review of several model programs, Sonoma chose CMCA and Community Trials as their model programs. Sonoma has selected three environmental prevention interventions: policy, training, and enforcement.

Stanislaus County

Location: This medium size county is located in the Central Valley of California, between Stockton and Fresno.

2000 Census Data: 446,997 people, 109,585 families; population density of 299/mi²; 69 percent White; 32 percent Hispanic or Latino; 17 percent from other races; 5 percent from two or more races; 4 percent Asian; 3 percent Black or African American; 1 percent Native American; and, less than 1 percent Pacific Islander;

Households: 145,146 households; 150,807 housing units at an average density of 101/mi²; 41 percent have children under the age of 18 living within them; 56 percent are married couples living together; 14 percent have a female householder with no husband present; and, 25 percent are non-families.

Age and Gender: The median age is 32; 31 percent are under the age of 18; 10 percent are 18-24; 20 percent are 25-44; 20 percent are 45-64; and, 10 percent are 65 or older.

For every 100 females there are 96 males; for every 100 females age 18 and over, there are 93 males.

SIG Project: The Stanislaus Prevention Project is supported by numerous organizations, including the Stanislaus County Advisory Board on Substance Abuse Programs, Modesto Junior College, California State University, Stanislaus, and the Center of Human Services, an organization that serves children and youth. The project goal is to increase community knowledge and awareness of local youth binge drinking problems, as well as increase restrictions county-wide on alcohol availability for 12-25 year olds. There is a special emphasis on affecting Modesto and Turlock, as Modesto Junior College and California State University, Stanislaus are located in these two cities. After review of several model programs, Stanislaus chose CMCA and Community Trials as their model programs. Stanislaus selected three environmental prevention interventions: policy (e.g., social host), enforcement, and media.

Ventura County

Location: This medium sized county is located on the Pacific coast and forms the northwestern boundary of the Greater Los Angeles Area.

2000 Census Data: 753,197 people; 182,911 families; population density of 408/mi²; 70 percent White, 33 percent Hispanic or Latino of any race; 18 percent from other races; 5 percent Asian; 4 percent from two or more races; 2 percent Black or African American; 1 percent Native American; and, less than 1 percent Pacific Islander.

Households: There are 251,712 housing units and an average density of 136/mi²; 243,234 households; 40 percent have children under the age of 18 living within them; 60 percent are married couples living together; 11 percent have a female householder with no husband present; and, 25 percent are non-families.

Age and Gender: The median age is 34; 28 percent are under the age of 18; 9 percent are 18-24; 31 percent are 25-44; 22 percent are 45-64; and 10 percent are 65 or older. For every 100 females there are 99 males; for every 100 females age 18 and over, there are 97 males.

SIG Project: The SIG project for Ventura uses a county-wide Community Partnership that draws support from grassroots groups, businesses, the faith community, parents, criminal justice, public safety, health and human services systems, elected officials, other government administrators, and education – including colleges and universities. The goal of the SIG project is to implement and enforce new county policies that alter or eliminate environments related to alcohol abuse. Their Partnership is also working in 10 cities to affect the underage and binge drinking environments of 15-25 year olds. After review of several model programs, Ventura chose CMCA and Community Trials as their model programs. Ventura County selected two environmental prevention interventions: policy (e.g., social host) and media.

Program Organization

One of the first decisions for each of the SIG projects was the development of an organizational structure appropriate for planning and implementing the proposed interventions. Funding for these projects was provided through SIG subrecipient grants administered by the State Department of Alcohol and Drug Programs (ADP). These grants were awarded to local government offices responsible for overseeing alcohol and drug services. Staff from these local offices are responsible for assigning current staff, hiring new staff, or contracting out the responsibility for project completion. These decisions play a critical role in determining how each project operates. Organizational structure provides the mechanism by which responsibility and oversight are developed. The time and effort allocated to various tasks may impact the extent to which these tasks can be successfully completed.

In general, organizational structures that are larger, more complex, more decentralized, and more geographically dispersed present greater practical difficulties than their simpler counterparts (Rossi, Lipesy, & Freeman, 2004). Efforts that involve many individuals working in different locations all having only partial responsibility for implementation are more likely to present problems than those involving a few individuals working in close contact. Other factors, such as the complexity of the task, also play a part in determining the needs for larger more decentralized structures. Therefore, while simple straightforward lines of communication between few individuals may be the most efficient organization in general, the skills required for these projects may require more diffused structures.

The structures developed by SIG projects varied substantially. Project structures included those with very few staff reporting high full-time equivalents (FTE) to those with many individuals within either horizontally or vertically dispersed chains of communication and responsibility. In some cases most or all of the funding was contracted to a single agency for implementation. In other cases funds were dispersed to a large number of agencies or individuals for project components.

Lead Agency Direction

One factor important to organizational structure and communication may be the extent to which there is a person in charge. Having an individual with knowledge of the goals and objectives and clear oversight responsibility over all aspects of the project is critical to assuring that efforts are coordinated and completed. Within the SIG projects this role is filled by the project coordinator at each site. The project coordinator, working within the lead agency, is responsible for assuring that the prevention plan is implemented. As problems arise the project coordinator is responsible for mobilizing the resources necessary to respond. Within the SIG proposals many projects included in-kind contributions from agencies. The project coordinator is responsible for assuring in-kind contributions are actualized.

The amount of time devoted to project oversight by the project coordinator ranged from .10 FTE to full-time. Eight of the projects report less than .50 FTE devoted to this position. Only 2 of the 13 projects devoted a full time position to the efforts. Some projects distributed project responsibility within several positions within the lead agency (Table 2). Small and medium counties reported greater use of lead agency time than large counties.

TABLE 1: Project Coordinator FTE by Grouped County Size

		Coordinator FTE						Total	
		.1	.2	.3	.4	.5	.8		1.0
County Size	Small	0	0	1	0	2	0	0	3
	Medium	0	1	1	1	0	1	2	6
	Large	1	2	1	0	0	0	0	4
Total		1	3	3	1	2	1	2	13

The level of involvement of project coordinators is indicative of variations in the overall leadership of project activities. Those with limited project coordinator involvement tend to disperse responsibility for their efforts to other organizations and act largely to assure reports are completed and deadlines are met. Projects with greater time devoted by the project coordinator are more likely those in which fewer outside agencies are used.

TABLE 2: Total County FTE by Grouped County Size

		Is there more than 1 FTE from the lead agency?		Total
		Yes	No	
County Size	Small	3	0	3
	Medium	5	1	6
	Large	0	4	4
Total		8	5	13

The importance of these variations may be seen in Table 3. From the 11 counties for which information was available, all reported that the project director was actively involved in initial project development. In addition, eight reported that the project coordinator was involved in initial design. The extent to which projects remain focused may be partly a function of continuity of purpose.

TABLE 3: Project Director & Coordinator Involvement in Grant Writing by Grouped County Size

		Project Director involved in grant writing		Project Coordinator involved in grant writing	
		Yes	No	Yes	No
County Size	Small	2	0	2	0
	Medium	5	0	2	3
	Large	4	0	4	0
Total		11	0	8	3

Those projects reporting less involvement from project directors are different in two ways. Some of these projects involve campus-based interventions. In these cases, project responsibilities and oversight are left to the campus. Other projects, with limited project coordinator oversight, represent large counties with generally greater local resources and experience. In these cases, project responsibility is shifted to community experts, often with experience in similar efforts.

The time associated with project oversight by the lead agency is one indicator of project organization. In small counties, probably with fewer local resources, projects tend to be organized with clear lines of communication from the lead agency staff. Medium sized counties vary, with some reporting extensive involvement from the lead agency, and others acting as contract oversight agencies. Large counties report more limited lead agency involvement.

Given the importance of the lead agency in developing the project proposal, participating in state trainings, and responding to state requirements, the amount of time associated with project implementation may be important. Provision of technical assistance, adherence to program design, and commitment to the project goals and objectives may be affected by the extent to which those responsible for program design remain actively involved throughout. Future reports will explore the organizational structure in more detail to develop a better understanding of these issues.

Consultation Models

Another aspect of organizational structure within the SIG is the use of consultants. As discussed previously, many lead agencies report little day-to-day involvement in project operations. Project activities in these cases are the responsibility of contracted individuals or agencies.

Contract services within the SIG projects take many forms. In some cases primary project responsibility is contracted to a single agency. These include universities and existing community organizations. In other cases contracts were developed with agencies for specific

tasks such as developing media messages. All 13 SIG projects reported contracting out at least some of their project activities. The number of contracts involved ranged from two to eight (Table 4).

TABLE 4: Number of Consultants by Grouped County Size

		Number of Consultants						
		Two	Three	Four	Five	Six	Seven	Eight
County Size	Small	0	1	1	1	0	0	0
	Medium	1	0	1	1	1	1	1
	Large	1	1	1	0	1	0	0
Total		2	2	3	2	2	1	1

The extent of contracted services raises several issues. The importance of community agencies or universities in the actual implementation of these efforts suggests that these groups should be actively involved in both the project design and statewide efforts such as training and evaluation. We will be collecting information in the future to consider the extent to which these agencies were involved in the SIG.

Successful implementation of these efforts requires adherence to model programs, and the broader goals and objectives related to binge drinking. These projects involve multiple actions intended to contribute to a single set of outcomes related to binge drinking among youth and young adults. The use of multiple agencies or individuals, each responsible for small components of the larger project, may increase the likelihood that intended outcomes will become secondary to other goals.

The use of consultants can take several forms, including the purchase of specific services, identification of problems, solutions for problems, and process consultation (Schein, 1988). The extent to which these consultants provided different types of services may impact future efforts.

Within several projects contracting posed significant problems. Programs reported difficulties in getting contracts approved or finding appropriate resources. Anecdotal information suggests that delays in startup or failure to complete project tasks are often the result of these problems in finding and hiring consultants.

One area of contracted services that we have reviewed is the use of SIG resources for law enforcement efforts. Nine of the 13 counties report increased enforcement as a project intervention. Of these, five report funding for enforcement activities through the SIG. Two projects (See Table 5, In-Kind and In-Kind & SIG Funded columns) indicated that police have agreed to provide in-kind services. The extent of funding for these efforts is generally small with no more than .25 FTE associated with enforcement costs. The use of in-kind, or non-funded resources, may present problems for these projects. While agencies are often willing to support efforts during planning meetings, the resources may not be available when needed. We will be assessing the extent to which enforcement actions are implemented in projects based on level of commitment.

TABLE 5: Origin of Law Enforcement Efforts by Grouped County Size

		Origin of Law Enforcement Efforts				
		SIG Funded	In-Kind	In-Kind & SIG Funded	Unspecified	No Funding
County Size	Small	1	0	0	0	0
	Medium	3	0	0	1	0
	Large	0	1	1	0	2
Total		4	1	1	1	2

Conclusion and Recommendations

The organizational structures used to implement the SIG projects in each county may be useful in understanding both the implementation of these projects and the needs of future efforts. For the most part, the organizational charts and other information obtained from the project directors and coordinators, provide an initial level of information for us to determine the structure of each county program. Further information is being collected to expand on our understanding. Given this, we offer the following recommendations for future projects of such scale:

- Project oversight is an important role. Environmental prevention projects represent complex community change efforts that undoubtedly will require modification during implementation. It seems critical to have a key individual responsible for overall program efforts who is familiar with the project history, philosophy, etc. While the best mechanism for structuring is not clear, future efforts should focus on assuring that those who will have direct responsibility for implementation are at the table.
- Focus efforts on assistance with contracting. Contracting is an important administrative function in projects. Additional time should be allocated in plans for locating and securing contractors. Efforts to involve contractors in all technical assistance and project training may be useful.
- Funding primary strategies may be important. When working with particular interventions, it may be useful to invest a greater percentage of project funds to assure successful implementation and partner participation. For example, assuring effective enforcement may require paying for those services, rather than relying on offers of voluntary enforcement.
- Limit organizational complexity. Based on organizational theory, we have some concern about the ability of complex projects to keep multiple agents focused on SIG outcomes. Future reports will expand on this issue.

Needs Assessments

Prior to selecting model programs and interventions, each SIG county conducted needs assessments. In theory, these needs assessments guided the selection of prevention activities and focused these efforts. Given the importance of data-driven prevention (Holder and Treno, 1997; Clapp et al., 2002), especially in environmental prevention interventions, examining the quality of needs assessment methodologies and data, coupled with their use, is important to our overall understanding of the SIG programs.

SIG grantees were provided a template to help guide their assessments. The use of this template varied widely across sites. Some sites literally cut and pasted information into the template and offered little in the way of explanation concerning methodology or data sources, while others provided detailed and seemingly original reports that deviated from the template greatly. All 13 SIG counties completed some form of needs assessment.

Focus of the Assessments

Given that the original goal of the SIG is to reduce binge drinking among 12-25 year olds, it is reasonable to expect that some data concerning alcohol consumption among this age cohort would be collected in the assessments. Further, it is reasonable to expect that in a program focusing on environmental prevention, some attempt to identify problematic drinking environments would be made. Remarkably, six of the SIG counties (five medium and one large) did not assess drinking among 12-17 year olds and three counties (all medium) did not assess drinking among 18-25 year olds. Although different counties were targeting different groups within the overall age range, it would be useful for them to collect data on the age cohort identified by the SIG.

Eleven of the SIG counties made some mention of identifying problematic bars that contributed to alcohol consumption. All of the large counties did so and five of the medium counties did so. About half (n=6) of the SIG counties examined social availability issues.

Data Sources and Quality

The methodologies of the assessments varied within and between counties and mainly included key informant interviews and secondary analyses of extant data bases such as student surveys, focus groups, and police data. Some SIG counties conducted original surveys, but the needs assessment reports are such that it is often difficult to discern whether data were collected specifically for the SIG or secondary sources (this is especially true of school-based surveys). Overall, each SIG county used multiple data sources (triangulation) for their needs assessments, which are both appropriate for such studies and a strength in needs assessment research. Table 6 shows data sources identified in the SIG needs assessments by county size.

TABLE 6: Needs Assessment Data Sources by Grouped County Size

		Data Sources From County Needs Assessments					
		Interviews		Secondary Analysis		Observational Studies	
		Yes	No	Yes	No	Yes	No
County Size	Small	2	1	2	1	0	3
	Medium	5	1	5	1	2	4
	Large	2	2	4	0	2	2
Total		9	4	11	2	4	9

Overall, 69.2 percent of all counties conducted interviews, 84.6 percent used secondary data sources, while 30.7 percent conducted observational studies. Three SIG counties conducted community forums and focus groups. Such data sources are appropriate and common in community needs assessments. The environmental focus of the SIG theoretically should have resulted in more observational data, especially in bars targeting 21-25 year olds.

In general, the SIG needs assessments provided scant information to adequately assess the reliability and validity of the data presented. Information concerning response rates, sampling procedures (i.e., random vs. non-random), the properties of measurement items (reliability and validity), data analysis approaches, and the like were largely missing. Several of the needs assessments, for instance, discussed using Place of Last Drink (POLD) data to identify problematic bars. POLD data, while useful as a prevention tool in the context of RBS, have limited external validity. That is, they typically are not drawn from a census or a random sample.

A majority of counties did not provide a conceptual framework to ground their data collection efforts. These are serious omissions, as they preclude our ability to assess the quality of data presented and the validity of conclusions drawn from such data. Given this, we summarize below the potential resources and identified problems by county size with caution.

Potential Resources

All large counties viewed residents as a potential resource. In contrast, only 66 percent of the small counties did so. Interestingly, only three SIG counties viewed the alcohol industry as potential partners. Given that RBS is an aspect of the Community Trials model, this is somewhat disconcerting. Law enforcement officials, school officials and public officials were seen as potential resources in the bulk of the SIG counties.

TABLE 7: Potential Resources Identified in the Needs Assessment

		Potential Resource Identified in County Needs Assessments									
		Residents		Alcohol Industry		Public Officials		Schools		Law Enforcement	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
County Size	Small	2	1	0	3	3	0	3	0	3	0
	Medium	4	2	2	4	5	1	6	0	6	0
	Large	4	0	1	3	4	0	4	0	4	0
Total		10	3	3	10	12	1	13	0	13	0

Identified Problems

The needs assessments varied in the types of problems they identified. Problems included: 1) college student parties; 2) misperceptions of social norms; 3) social access to alcohol among minors; 4) interpersonal problems such as violence; 5) unlawful drinking by minors; and, 6) problematic bars and off-sale retailers. In some cases it was difficult to determine the extent to which the data presented was consistent with the problems selected and more importantly the mechanism for producing change.

Further assessment of this information, in relation to project logic models, is underway. Future reports will attempt to assess the extent to which these data provide information to suggest logical links between community problems, mechanisms by which the problems occur and interventions specifically intended to impact these factors.

Conclusions and Recommendations

The needs assessments reviewed here represent the first step in the overall SIG planning process. For the most part, the needs assessments provided by the counties provided inadequate information for us to determine the quality of the data they gathered and analyzed. Only 2 of the 13 reports provided, albeit tacitly, logical frameworks to link their interventions to the needs and potential resources they identified. Given this, we offer the following recommendations for future projects of such scale:

- Current efforts to develop a statewide data warehouse through the Statewide Epidemiological Outcome Workgroup would be of benefit. The assistance of agencies and experts in developing and sustaining a data system would be valuable to local efforts without extensive expertise. This does require that the statewide data warehouse focus efforts on county- and community-level data.
- Consultation concerning preparation and content of needs assessment reports would benefit most counties. Every needs assessment should include: 1) a methodology that covers sampling; 2) when and how data were collected; 3) how data sources were triangulated; and, 4) some discussion of validity and reliability of the data.
- Technical assistance should be provided in the area of secondary analysis. To strengthen future needs assessment efforts, incorporate consultation and/or training concerning: 1) working with such data; 2) its potential uses and limitations; and, 3) how it might be appropriately used for planning purposes.

Evidence-Based Prevention

The California SIG project is intended to provide the mechanisms for developing and implementing evidence-based prevention practices within a variety of communities within the State. Among the requirements for local proposals was the selection of an evidence-based model as a structure for program development and implementation. The intent was to ensure that each project was predicated on a proven strategy.

Evidence-based practice is a relatively new term. Although medical interventions have long used experimental methods to support the development of new treatment techniques, the translation of these techniques to other areas of health and social welfare is more recent. Cochrane (1972) first developed the structure for evidence-based medicine. By the 1990's the ideas moved beyond medical interventions. Today most areas of health and social services promote the use of evidence-based interventions.

The underlying premise of evidence-based practice is that interventions should be based on empirical evidence of positive outcomes. Much of the development of evidence-based practice, from a research perspective, is based on determining what constitutes "good" evidence. Potential interventions must be tested using strong research designs to be considered evidence-based. Those that report positive results in well controlled studies can then be replicated with greater confidence.

Within the California SIG each local project was required to select a "model program" as the basis for their interventions and strategies. In addition, each project was asked to select a model that represented an environmental prevention approach. To support the local programs, technical assistance was provided by Community Prevention Institute/Center for Applied Research Solutions. This assistance included providing background information on model programs outlined by the Center for Substance Abuse Prevention and presentations by field experts. Based on this assistance and local needs assessments, project staff and local coalitions selected evidence-based models as the basis for their projects. Basing activities on proven models and implementing these models with fidelity is expected to result in the implementation of interventions with the greatest potential for success.

The initial training of local project staff focused on three environmentally-focused prevention strategies. These were CCAA, CMCA, and Community Trials. A fourth model, the Border Binge Drinking Reduction Project, was also presented, however, this model represents a second generation of the Community Trials model rather than a separate intervention.

Selecting and implementing evidence-based practice models is based on an understanding of the model and the structure required for implementation. Before reviewing selection and implementation of these models within the SIG it is important to review the models. Table 8 outlines the basic characteristics of each model.

TABLE 8: Basic Characteristics of SIG Models

Model Program	Target Population	Techniques	Outcomes	Resource/Training Needs
CCAA	- Ages 18-24 and parents - College and university campuses and communities	- Social norms media marketing campaign - Environmental management	- Reduction in heavy drinking - More accurate perception of student use and perception of negative consequences	- Training in environmental prevention - Social marketing Student surveys
CMCA	Ages 13-20	Focusing on community mobilization efforts.	Reduction in sales to minors	Full time community organizer
Community Trials	All ages within a community	- Community awareness - RBS - Enforcement Community mobilization	- Reduced driving when over the legal limit - Reduced amount consumed per drinking occasion - Reduced traffic crashes in which driver had been drinking - Reduced assault injuries	- Data driven planning - Strong researcher component

Challenging College Alcohol Abuse

CCAA is a college-based prevention model. While the authors suggest that the program can be modified for high school cohorts, CCAA is a risk reduction approach rather than an abstinence approach and may not be acceptable in younger age groups. The program is based on the belief that most college students have inaccurate beliefs about drinking norms for their peers. As a result acceptable drinking norms are inaccurate. As a consequence students believe that greater levels of drinking and consequently drinking problems are typical and acceptable. To counter these inaccuracies, CCAA involves first surveying students to obtain accurate information concerning drinking norms. Assuming that true student behavior involves less alcohol consumption than perceptions predict, a media campaign is developed to provide students with more accurate information. As a result, students with more accurate perceptions of use and negative consequences reduce their heavy drinking.

The use of CCAA requires specific expertise. Obtaining accurate information concerning student alcohol use requires survey administration and analysis skills. Based on the surveys, two things are necessary: 1) specific skills in social marketing and 2) development of a broad-based marketing campaign. Additional evaluation skills are important to assess message saturation and to provide feedback concerning normative issues and responses to media messages.

Communities Mobilizing for Change on Alcohol

CMCA is a community organizing model. Unlike CCAA which has a specific focus on changing norms through media messages, CMCA involves developing an understanding of the unique environmental characteristics that result in access to alcohol by underage drinkers. Using this information, community organizers then focus on changing community policies and practices to reduce access. While the goal is reducing access, the specific mechanisms to accomplish this may vary between communities. The result of these efforts is a reduction in sales to minors which is expected to result in reduced consumption by underage drinkers.

This model emphasizes community organizing skills. The purpose of the community organizer is to motivate community residents and community leaders to seek and achieve changes in community practices and policies related to youth access. In addition to increasing community awareness the specific practice and policy changes in the initial prototype include service training of off-sale outlets, increased enforcement of outlets, and monitoring changes in retail behaviors. Additional strategies that would fall within this model might include keg registration, shoulder-tap operations and other techniques intended to reduce access by minors.

Community Trials Intervention to Reduce High Risk Drinking

This model, also known as Community Trials, is a community planning model for community prevention. Like CMCA, Community Trials does not specify particular interventions. Rather, Community Trials involves a data-based planning process to determine community problems and the environmental influences on these problems. Unlike CMCA which focuses on community organizing to develop community pressure for change, Community Trials uses a more structured planning approach based on data and the development of a conceptual model of cause and effect. In this approach the data and conceptual model are used to inform community members and policy makers and to focus attention on environmental changes that would be expected to reduce problems.

A key component of Community Trials is the influence of the researcher in defining problems and assisting in developing interventions. For example, the researcher develops needs assessment information that focuses on environments rather than individuals. Problems are defined and presented in order to focus on the link between problems and environments. In addition, the researcher uses previous literature to develop conceptual models that point to the causal links that result in alcohol use and problems. As a result project staff and coalition members are encouraged to focus their efforts on changing specific environments within the context of these conceptual models.

The SIG Community Models

While some local projects included other evidence-based practice models, CCAA, CMCA, and Community Trials represent the primary models selected by the SIG programs. Each represents a different mechanism for reducing alcohol use or problems within target groups. However, none of these models was developed or tested with the specific intention of reducing binge drinking among 12-25 year olds. CCAA was focused on reducing heavy drinking among college students. This may translate to binge drinking. CCAA has not been used however, in younger populations or with the intent of abstinence. CMCA does focus on younger populations, specifically 13-20 year olds. The focus of this effort is largely the reduction in sales to minors not specifically binge drinking. To the extent that alcohol outlets represent a major source of alcohol for youth, this intervention may be expected to reduce binge drinking.

Community Trials is expected to impact all age groups through a more universal application of multiple strategies to affect community specific problems. Thus, the specification of Community Trials for this population is relevant to the extent that the community's causal models are an accurate representation of the causes of binge drinking in the target population. Within the original Community Trials prototype the goal was reduction in alcohol impaired driving. Therefore, the specific interventions included on-sale service training, DUI (driving under the influence) checkpoints, media advocacy, and licensed establishment enforcement through Conditional Use Permits.

In developing these 13 projects each community was expected to select a model program. It is unclear on what basis these decisions were made or the extent to which developers were familiar with these model strategies. Many of the project directors and/or project coordinators have stated that their decision to use a particular model was based not on the organizing structure of these models but rather the specific interventions that were used. Thus, projects selected CMCA because it involved service training, for example, and they were interested in implementing service training. However, two of the three models (CMCA and Community Trials) are not focused on specific interventions such as service training. Instead, each emphasizes the need to select specific interventions based on the unique needs and resources of the communities involved.

An important component of using evidence-based practices is implementation of the models with fidelity. That is, implementing the model as it was intended. In cases of a school-based curriculum, for example, fidelity is relatively straight forward. The implementation of the curriculum should include all components of the model, using a standard set of tools and techniques. For environmental prevention projects, fidelity to the model is somewhat more difficult to track. Each model involves the development of a unique response to the unique characteristics of the community. The media campaigns within CCAA, for example, are not all the same but are based on unique norms and behaviors on the campus and the development and placement of messages that would be expected to impact students. Similarly, specific interventions developed in CMCA and Community Trials projects would be expected to vary based on the communities involved and the outcomes to be achieved. Thus, fidelity to the models appears more closely associated with the planning structure of the project than the specific interventions selected, although this was not the basis upon which projects selected their models.

Of the 13 SIG project proposals, 12 indicated one or more model programs as the basis for their efforts. One project did not report a model program in their proposal. As can be seen in Table 9, the most frequently reported model program, reported by 7 of the 12, was CMCA. This model was most frequently selected by medium sized counties with five of the six medium size counties reporting the use of this model compared to only one of four large counties and one of two small counties.

TABLE 9: Model Programs Chosen by County Size

Model Program	County Size			Model Total
	Small	Medium	Large	
CCAA	0	2	2	4
CMCA	1	5	1	7
Community Trials	0	4	2	6
BASICS	1	0	0	1
Project Success	1	0	0	1
	2	6	4	12

Six SIG projects selected Community Trials as their program model. This included four medium and two large counties. Among medium counties selection of CMCA and Community Trials seemed to overlap a great deal with three of the six reporting the use of both models. No small counties selected Community Trials.

Four SIG projects selected CCAA as their program model. Not surprisingly these projects were located in communities with a heavy focus on college students. This included two medium and two large counties.

Two additional program models were reported. BASICS is a screening and brief intervention program, while Project SUCCESS is a school-based intervention. Unlike the previous models, which are universal and intended to impact all groups, BASICS and Project SUCCESS represent selective interventions intended to impact high risk groups. While each has some elements of environmental change, they are not primarily environmental change programs. These two models were selected by small counties.

The uncertainty as to what model programs represent is clear in the selection of models. Overall, 7 of the 12 projects reported the use of two program models. In three projects the CCAA norms model was combined with either CMCA or Community Trials. Additionally, three projects combined CMCA and Community Trials. One project reported using CMCA along with one of the selective prevention efforts.

In designing these prevention efforts, each county was required to select a model program. Twelve of the 13 projects met this requirement. (One small county selected strategies, but did not reference a model program in its project plan.) However, it is not clear whether specification of a model will result in implementation of the entire model program. Several concerns are apparent from both the selection process and the program structures used to implement these efforts.

In discussing program models with project directors, technical assistance staff, and state representatives, it was not clear what was meant by these models. For the most part no one had a clear sense of what each model represents. The basis for model selection, particularly for those using CMCA and Community Trials, was the specific techniques employed, such as service training or increased enforcement rather than the underlying organizing strategy inherent in each. This is clear when viewing the three projects that reported use of both CMCA and Community Trials. While both of these models focus on community change through policies, training, and enforcement, they do so in different ways.

The organizational structures of the projects are not consistent with the requirements for these model programs. In reviewing the lessons learned from the Community Trials project (Holder et. al., 1997) the authors point to the research focus as the critical component in Community Trials. They discuss their model as representing a “community-research partnership.” Only one program using the Community Trials model reports an active research component in their organizational chart. Similarly, the CMCA model includes recommendations for a full-time community organizer as the impetus for community mobilization and change. Only one medium county reported the inclusion of a full-time community organizer.

Another potential problem for fidelity to program models is the use of multiple models within these efforts. Each of the primary SIG models (CCAA, CMCA, and Community Trials) was developed as a very intensive effort. The number of staff positions and the expertise involved in any of these models far exceeds the resources available within any SIG budget. Following any of these models with fidelity to the prototypes would have been difficult. Trying to implement two of these models is far beyond the resources available.

The California SIG was intended to involve the implementation of evidence-based environmental prevention models within selected counties. Based on review of the models selected, the understanding of participants, and the structure of the SIG projects, it is unlikely that any can be said to be implementing the primary environmental models with fidelity. Rather, projects are more often choosing specific interventions from these models without reference to the organizational structure which is intended.

The extent of fidelity to CCAA is more difficult to determine. Since these efforts are subcontracted to colleges and universities we currently have limited information concerning their levels of effort. However, three of the four projects reporting CCAA components also report a second model, either CMCA or Community Trials. Again, given the limited resources it is unlikely that they have the resources available for these efforts.

The ability to implement model programs would be greatly enhanced by training. While we are still collecting information on this issue, only one project to date has reported extensive training by experts in the model selected. The capability of SIG programs to implement these models, without ongoing assistance from experts, is questionable.

Recommendations

Several issues are important to consider in future environmental prevention efforts:

- Local projects need greater direction in understanding and selecting evidence-based model programs.
- Projects should be strongly encouraged or required to select only one model program to implement.
- More information is needed to support implementation of these models. The development and implementation of policies and practices requires specific implementation skills. Those developing model programs need to provide more detailed, practical information concerning issues such as staffing, costs of materials, etc.

Environmental Prevention Interventions

Within the context of project models, each SIG project was expected to develop specific interventions to change the community environment or individuals in the community. In some cases these interventions come directly from the models chosen; in many cases the interventions are independent of the model. In reviewing SIG county information, four general categories of general environmental interventions were identified: policy change, training, enforcement, and media. While each of these general categories includes many variations, they represent the most frequently used environmental prevention interventions reported within the California SIG.

Media

As shown in Table 10, media efforts were the most frequently reported environmental prevention intervention within the SIG; 12 of 13 SIG projects include a media component.

TABLE 10: Media Interventions by Grouped County Size

	County Size			Group Total
	Small	Medium	Large	N
	N	N	N	
Media	3	5	4	12
Media Targets				
General Population		1	2	
Parents	3			
Youth		1	1	
Young Adults		1	2	
Media Messages				
Consequences of drinking	3	3	1	
Social Hosting	1	1	1	
Social Norms			1	
SIG Promotion	1	1	1	
RBS			1	
Reducing Access by Youth			1	
Media Types				
TV	3	1	2	
Radio	2	2	2	
Newspapers	2	3	2	
Handouts	2	2	2	
Website	2	2	1	
Other	3	1	3	
Total Projects	3	6	4	13

Small Counties. The three small counties used general messages to educate parents regarding the risks of youth drinking. Only one county reported a specific problem focus: social hosting of underage drinking. Two of the three small counties combined their efforts on a single media campaign.

Medium and Large Counties. Within medium and large counties the target audiences were most often the general population and/or the youth and young adults; messages concerning campus norms were relayed to college students in CCAA projects.

The most frequently reported message (eight projects) was general education concerning youth alcohol problems, while six of the ten focus on misperception of norms. Two projects focus on media advocacy to support social host policy changes.

Methods of reaching SIG target audiences through media included television, radio, newspapers, handouts, and websites. Newspapers were the most frequently reported method. Of the ten SIG counties providing information concerning their media work, seven reported the use of newspapers. Television and radio were also major media outlets, with six counties reporting their use. Handouts (five counties) and websites (four counties) were the least often reported.

We are not able to assess the comparative value of television, radio, newspapers, the internet, and handout campaigns. Anecdotal information from small counties suggests that personal efforts such as mailed handouts may be more effective than mass media efforts such as Public Service Announcement messages. We will be attempting to obtain further information from local sources to expand on this information.

The value of media efforts may be largely a function of the extent to which they are linked to more active prevention efforts in a project. Prior research suggests that general education campaigns without clear linkage to specific actions, such as policy changes or enforcement, have little impact beyond raising awareness. Within the SIG project, at least two media efforts appear unrelated to other project actions. While these campaigns may result in some attitudinal changes that may later lead to more aggressive actions, it is unlikely they will impact binge drinking within the context of the SIG project. In most other cases there is some suggestion that media efforts are linked to other project actions. We will be collecting additional information in the near future to assess these linkages.

In general practice, results of media efforts to reduce alcohol use or problems are generally unfavorable. Studies of mass media campaigns on alcohol have been shown to increase knowledge, but have little impact on actual behavior (Babor, et. al., 2003). More focused social marketing campaigns have not been studied extensively. Based on their review of available literature, Babor suggests that health promotion through media, as a main strategy, results in poor cost-effectiveness and cost-benefit. They recommend the use of media as a complementary strategy for specific policy issues that target specific populations.

Outcomes of Media Efforts

In terms of implementation, media work has been fairly successful in the SIG counties. Most projects used consultants to assist in these efforts. Only one project intending to implement media work had not successfully created and placed media within the first project implementation year.

We have recently received information from local projects concerning the first-year outcomes of media efforts. These include immediate outcomes, such as number of media placements, and intermediate outcomes, such as measures of message saturation. This information is currently being reviewed and edited. Later reports will focus on the results of these media efforts.

Media Recommendations

- Media must be seen as a complementary component of a larger strategy. The value of media in these projects is to advertise, educate, or promote specific strategies, such as policy passage, training requirements, enforcement efforts, etc. In project designs, media should be presented as a method within each intervention, not a primary intervention by itself.

Policy Change

The use of educational approaches to reduce alcohol problems among youth and young adults represents an effort to strengthen individuals so that they can resist the lure of alcohol. Environmental strategies might be seen as an attempt to strengthen the communities by creating policies that reduce opportunities to drink and make the temptations less alluring. In addition, policies are used to change the context in which drinking does occur among legal drinkers. Policies related to the manufacture, distribution, sale and consumption of alcohol occur at the federal, state and local levels. Within the SIG, efforts were focused exclusively on local policies.

As seen in Table 11, 11 of the 13 local SIG projects reported policy change as a strategy. Only two counties, both small, reported no policy change interventions as part of their plans. Additionally, two counties have planned potential policy efforts which have not yet been implemented.

TABLE 11: Policy Interventions by Grouped County Size

Intervention	County Size			Group Total N
	Small N	Medium N	Large N	
Policy Change	1	6	4	11
Policy Targets				
RBS		2	1	
Social Hosts	1	5	2	
Public Events/Conditional Use Permits	1	2	1	
Current Status				
No Activity		1	1	
In Process	1	1	1	
Ordinance Passed		4	2	
N/A	2			
Total Projects	3	6	4	13

The policy targets of the local SIG projects focus on RBS training, social host issues, the use of conditional use permits, and other mechanisms to impact public events or public places. The most frequent target was social host ordinances, with eight projects reporting social host ordinance activities.

Unlike many prevention efforts, policy strategies require more than just the efforts of the project staff. While these projects may want to make changes to public policies, these efforts require action by public officials. Several counties have successfully passed environmental prevention policies.

Outcomes of Policy Efforts

After the first year of project intervention, SIG projects have been fairly successful at creating change through policies. During the first year, 6 of the 11 projects attempting to implement changes to public policy have passed one or more ordinances. In addition, three projects report progress in completing this effort.

SDSU is collecting case studies from counties that describe the procedures used to develop and pass these policies. In addition, we are reviewing the ordinances to determine the similarities and differences in approaches taken. Later reports will focus on these issues.

Training

Educating the sellers and servers of alcohol represents another strategy for changing alcohol environments. Training servers and sellers is an integral part of both the CMCA and Community Trials models. In the case of developing CMCA, the focus was on training off-site sellers to reduce sales to minors. Within Community Trials the focus was on-site service training to reduce drinking and driving among adult drinkers. In both cases, these methods were shown to be effective in combination with other strategies in reducing access by youth and adults.

Table 12 shows that 8 of the 13 SIG projects included training as a project component. Most projects involved RBS training of on-sale merchants. Only one project reported specifically targeting off-sale alcohol merchants. In two projects the focus was on targeted retailers identified through place of last drink surveys of convicted drinking drivers. Changes in service practices, as a result of training for on-sale outlets, would be expected to have the greatest effect on young adults. Only one project appears focused on sales to underage youth through off-sale outlets.

TABLE 12: Training Interventions by Grouped County Size

	County Size			Group Total
	Small	Medium	Large	
Intervention	N	N	N	N
Training	2	4	2	8
RBS Training	2	3	1	
Social Host/Housing		1	2	
Total Projects	3	6	4	13

Additional training strategies involve social host or housing training. These projects focus primarily on alcohol servers in college settings. These efforts appear largely to support policy and enforcement efforts by making students, staff, and housing owners aware of social host ordinances that apply to locations on campus and near campus residences. These efforts occur either through general student training or focused trainings for owners, renters or on-campus housing staff.

Training efforts as part of the SIG focus largely on techniques intended to impact those of legal drinking age. Of the eight projects using training, only one reported a focus on locations likely to affect availability by minors. Information concerning the curricula and training time is currently being collected. Later reports will further expand on the types of trainings and breadth of involvement.

Outcomes of Training Efforts

Projects generally reported success in creating and scheduling training programs. In most cases these programs were voluntary. Anecdotal information indicates that projects have had difficulties getting servers to attend training opportunities. We are currently reviewing data regarding the numbers attending these sessions. Several projects have reported that servers complain that trainings are too long or too frequent. Two projects suggested future efforts use mandatory training requirements to assure participation.

The identified difficulties with training may relate to failure to include representatives of business within many of these projects. Generally, service training programs have been most successful when some incentives exist. The inclusion of owners may provide additional incentive to employees and provide a perspective on ways to maximize attendance.

Enforcement

Enforcement of new or existing laws regulating alcohol represent an important environmental condition in dealing with youth and young adult alcohol use and related problems. All interventions should be designed as complementary efforts in a cohesive strategy. For example, passing ordinances would be expected to have little effect unless there is a companion strategy to enforce the ordinances after passage. Also, existing laws and regulations related to sales and provision of alcohol to minors virtually preclude minors from obtaining alcohol. Enforcement complements existing laws as an important strategy within many prevention efforts. Both CMCA and Community Trials models include enforcement components. Within CMCA, enforcement efforts concentrate on sales to minors through decoy operations. Within Community Trials, enforcement focuses on the use of DUI checkpoints to impact drinking drivers. Similarly, the Border Project focuses on underage youth going to Mexico, and inebriated drivers returning.

Within the SIG efforts, nine projects included enforcement (Table 13). While enforcement efforts often include several targets, the primary target of enforcement efforts is off-sale retailers. Five of the nine projects using enforcement included enforcement of off-sale outlets. Enforcement efforts in this area include decoy operations often coordinated with local police and the State Department of Alcoholic Beverage Control (ABC). Three of the five projects reporting this focus coordinated their efforts with ABC and all coordinated with local police.

In addition to retailer sales to minors, shoulder tap operations were reported by three projects. Like retailer enforcement, these efforts are largely focused on reducing access to alcohol by youth. Again these efforts are coordinated with local police and ABC.

Other enforcement efforts focus attention on house parties and social settings. These efforts were reported by five projects, most of which are intended to impact college populations. These efforts are most often the result of policy changes which allow for greater police presence in dealing with loud parties. The mechanisms used vary but include ordinances related to stopping parties, ordinances that allow for fines for repeated noise-related calls, and ordinances focused on managers or owners of rental property.

A final enforcement strategy involves a focus on drinking drivers. Two projects included DUI checkpoints as part of their enforcement strategy.

The use of enforcement strategies in coordination with other efforts has been a major focus of environmental prevention efforts. These actions are often described as leading to an increase in the perception of risk associated with sales to minors, shoulder tapping, house parties, or drinking and driving.

Outcomes of Enforcement Efforts

For the most part, enforcement interventions were just beginning at the end of the first year of implementation (September 2006). Many of these enforcement efforts were based on passage of ordinances. In these cases, projects have been working with enforcement agents to develop procedures for enforcement. Information concerning the number and types of these enforcement efforts has recently been obtained from local evaluation projects. We are reviewing this information and will provide additional detail concerning the implementation of these efforts in future reports.

TABLE 13: Enforcement Interventions by Grouped County Size

Intervention	County Size			Group Total
	Small N	Medium N	Large N	N
Enforcement	1	4	4	9
Enforcement Targets				
Retailers to Underage	1	1	3	
Shoulder Tapping		3		
House Parties		2	2	
House Managers		1		
Drinking Drivers		1	1	
Total Projects	3	6	4	13

Summary of the California SIG Interventions

Each SIG project was expected to develop specific evidence-based model interventions and/or strategies. In reviewing SIG county information, four general intervention categories were identified: policy change, training, enforcement, and media. Strategies from model programs were selected if an entire evidence-based model program was not chosen for implementation. In addition, one SIG county chose to augment its environmental intervention strategies with an individual, curriculum-based model program. The outcomes from that project will be summarized in the final SIG statewide evaluation report.

The primary models used within SIG projects included CMCA, Community Trials, and CCAA. Of these models, only CCAA provides a link to specific strategies. In the cases of CMCA and Community Trials the models represent organizing structures rather than specific interventions. CMCA and Community Trials include the types of interventions used by SIG.

The key to the use of these strategies within each model is to link each intervention to a single, overall project goal. That is, within these model programs media is used to promote the necessity for policy change. Policies are developed and then promoted through the media. After policy passage, training is used to make key groups aware of the policy changes and to assist them in developing techniques to assure compliance. Finally, enforcement is used to assure compliance and to increase the perception of risk associated with not complying. In this way various interventions can be viewed as a coordinated effort focused on a single goal.

Within the SIG projects, the links between these interventions are not as clear as one might like. In many cases the media efforts, as reported, represent general education campaigns intended to raise awareness but do not appear linked to any specific actions. Such efforts are unlikely to produce changes in behavior.

The use of training and enforcement should similarly be coordinated. That is, training of servers should be linked to enforcement within the same context. Within several of the SIG projects training appears to focus on a different group than enforcement. For example, training focused on on-sale outlets, along with increased enforcement through DUI checkpoints, might be expected to reduce DUI and other problems among legal drinkers. Similarly, training focused on off-sale outlets, coordinated with enforcement efforts around underage purchase and decoy operations, might be expected to result in reduced access by youth. Several SIG projects report training focused on on-sale locations and enforcement focused on off-sale locations. Using this kind of strategy may reduce any impact that might result from a more coordinated effort.

Overall Intervention Recommendations

- Strategic planning should focus on a single goal. Future efforts should include plans that clearly link all project interventions to a single, intended project outcome (e.g., all media, enforcement, policy, and training activities focus on social host policy enactment only.)

Assessment of Social Indicators Within the SIG Evaluation

The strategy of changing environments to reduce alcohol problems within communities is based on a systems perspective (Holder and Blöse, 1984). Within this perspective alcohol problems are viewed as the result of the interactions of many community sectors that act to promote or discourage the availability and use of alcohol. Figure 1 outlines a general community model highlighting the sectors critical to understanding alcohol problems at the community level. Changes in alcohol use and problems are the result of the interactions of various sectors over time. For example, changes in policy and enforcement within the Formal Regulation and Control sector may impact retail sales. These effects may be enhanced or reduced due to changes in alcohol promotion or social norms and education.

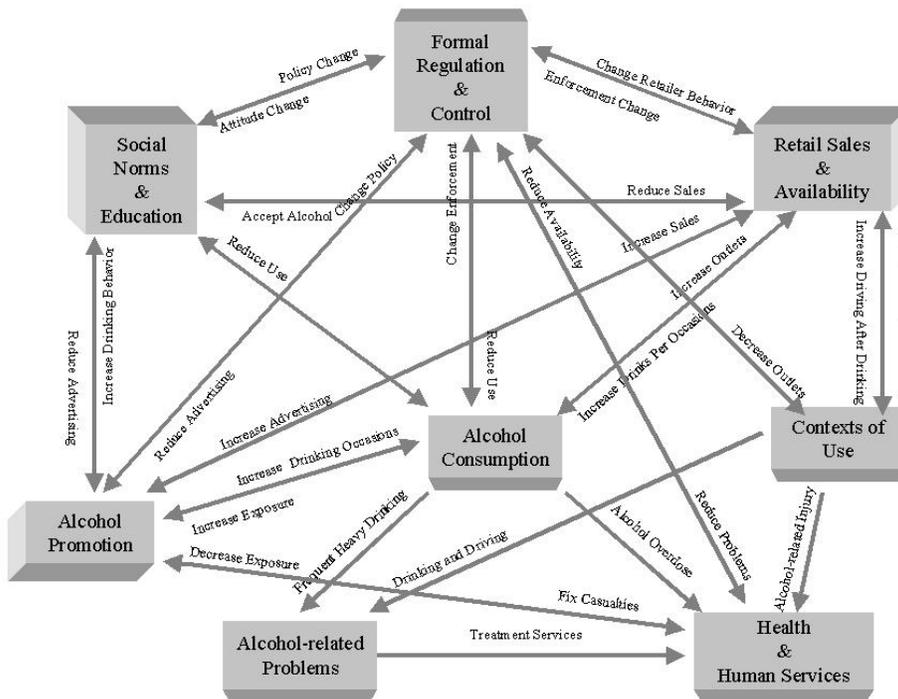


Figure 1. A Community Model of Alcohol Use and Problems (Revised from Holder and Blöse, 1984)

In order to better understand how SIG interventions change the communities in which they occur, it is necessary to view these changes within the context of changes in other sectors. For example, the value of a media campaign intended to educate community residents and change social norms regarding binge drinking must be viewed within the context of other community modifications such as changes in enforcement practices by police or increases in outlet density within the community.

A component of the statewide SIG evaluation is collection and assessment of social indicators. These indicators represent changes in the various community sectors both before and during the SIG interventions. Our current effort in this area is searching for information, available statewide, that provides indicators at the county level. Priority is given to those sources that can provide raw data for all counties over a five year period. Table 14 outlines information currently under review, organized by sector.

TABLE 14: Preliminary List of Social Indicators by Sector

Sector	Indicator	Source
Formal Regulation and Control		
	Local ordinances related to alcohol	Local
	Police resources devoted to alcohol enforcement	Local
	ABC	State ABC
	Alcohol-related arrests	Criminal Justice Statistics (CJS) & Department of Justice (DOJ)
Social Norms and Education		
	School-based education programs	California Department of Education (CDE)
	Media campaigns	To Be Determined (TBD)
	Surveys of community norms	Local
Retail Sales and Availability		
	# of alcohol outlets by type	ABC
	Perceived availability by youth	California Healthy Kids Survey (CHKS)
	Alcohol sales	Tax data
Alcohol Promotion		
	Alcohol advertising	TBD
	Community events involving alcohol	Local
Alcohol Consumption		
	Alcohol use and binge drinking 12-17 year olds	CHKS
	Alcohol use and binge drinking 18-25 year olds	California Health Interview Survey
	Apparent per capita consumption	Tax data
Context of Use		
	Drinking locations 12-17 year olds	California Behavioral Risk Factor Survey (BRFS)
	Drinking locations 18-25 year olds	BRFS
	Place of last drink	Local
Alcohol-related Problems		
	Alcohol-related arrests	CJS & DOJ
	Emergency room visits	Office of Statewide Health Planning and Development (OSHPD)
	Fatal and injury crashes	Statewide Integrated Traffic Records System (SWITRS)
	Single vehicle nighttime crashes	SWITRS
	Alcohol related deaths	CA Department of Health Services
	Alcohol-related diagnostic indicators for chronic & acute health consequences	OSHPD
	ATOD-related suspensions and expulsions	CDE
	Economic costs	TBD
	Driver's license suspensions and/or revocations	California Department of Motor Vehicles (DMV)
Health and Human Services		
	Prevention services	ADP
	Treatment services	ADP

Over the next two months we will continue to search for indicators within the model outlined. Currently we have obtained raw data from the California Healthy Kids Survey for all counties.

Also, we have submitted requests to several State agencies for data files. As these datasets are obtained, we are reviewing the files and developing preliminary tables and graphs for internal review.

While we believe this information will be useful in better understanding changes resulting from SIG efforts, there are limitations to its use. The timing of the project precludes the use of this information to assess changes resulting from SIG interventions. Given time delays in the availability of data and the limited evaluation time post interventions, no information will be available from these sources after the 13 SIG projects close (September 2007). Thus, this information will be useful in describing the context of the projects, but not project outcomes. In addition, some SIG activities are focused on regions or cities within counties. Data collected at the county level may not be sensitive to local areas targeted by the 13 SIG projects.

Even with these caveats we believe that it is important to collect and report on social indicators organized within the context of a community model. With the recent development of the Statewide Epidemiological Outcomes Workgroup, and other efforts to develop social indicators for communities, it is important to consider how these elements can be used to both describe and evaluate prevention efforts. This information further develops our understanding of how community-level, environmental prevention interventions work within the complex communities in which they operate.

Conclusion

This report provides a preliminary evaluation of the development and implementation of the California SIG. The SIG statewide evaluation is a work in progress. Over the last year, we designed the evaluation effort, worked with local evaluators in determining data access, developed other data sources, and interacted with county SIG project staff to obtain additional information. Much of the information presented in this report represents our first review of the information collected. As such, it leads to as many questions as it answers.

Over the next several months we will be continuing our document review and program contacts to answer questions and to verify information obtained. This will result in greater detail concerning aspects of program organization and implementation.

While this report treated organization, needs assessment, models, and interventions as independent constructs, methods and results of each are clearly related to other aspects. Pending more reliable data concerning specific aspects of the programs, we were hesitant to place too much emphasis on the predictive value of project characteristics.

Future analysis will focus on how these project components are related. Questions raised in this report concerning the use of distributed organizational structures or the linkages of media to other interventions will be reviewed after we have developed more reliable measures of these factors within projects.

Given these caveats, the findings for this report are limited. The information available indicates that, within the SIG, all 13 counties were able to plan and implement prevention projects. However, while all projects have the best intentions, several stumbling blocks may limit the likely success of these efforts in reducing binge drinking among youth and young adults.

Several issues were raised in relation to program structure. The number of people involved and the limited time commitments may present problems for focus and oversight. The use of contracted services presents additional problems related to meeting timelines and finding expertise. Program structure may limit the successful use of statewide training resources.

Local programs are limited in their ability to complete reliable and detailed needs assessments that, in turn, lead to clear methods that achieve intended goals. While local projects are able to compile available data, links between these data and understanding specific problems within specific populations and environments were limited. Greater assistance is needed for programs in this area.

The use of evidence-based practice models has grown in popularity over the last few years. Using proven methods does make sense. However, the successful use of these models requires a full understanding of what these models entail and the specific methods used to implement them. Unfortunately, some programs do not appear to have developed this understanding. The prototypes for these models involved highly experienced program and research staffs with significant resources. Implementing these models in less than ideal situations without clear training in the models is unlikely to succeed. Future State and Federal environmental prevention efforts might be better served by selecting a single model for program implementation across counties, while also assuring that all participants are well trained in that single model.

All projects have successfully implemented one or more interventions related to the SIG. Many SIG interventions began late in the implementation year and information concerning their outcomes is in the development stage. As stated above, initial review suggests several issues. Interventions in some cases appear disjointed. Media campaigns are too general and not related to other activities. In some cases, training focuses on on-sale outlets, while enforcement focuses on off-sale outlets. We will be looking more closely at these issues.

Overall, the SIG projects, given limited resources and time, have been fairly successful in implementing environmental prevention efforts. Problems observed are largely the result of limited resources or lack of direction. Further resources, including statewide data availability, more specific reporting requirements, and additional training for both lead agencies and contracted staff would be useful in the future. Additionally, future projects might benefit from being more directive in both selecting a more limited population of interest and in focusing on a single program model to implement.

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