

U. S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Substance Abuse and Mental Health Services Administration

Report to Congress

Development of a Plan for Combating Underage Drinking

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April 2004

Introduction

In the conference report (108-401) accompanying the Consolidated Appropriations Act of 2004, the conferees expressed their concern about underage drinking and the need to take immediate steps to better coordinate Federal efforts to address this problem. The report directed the Secretary of Health and Human Services to establish an Interagency Coordinating Committee on the Prevention of Underage Drinking and to issue an annual report summarizing all Federal agency activities concerning the issue. The report also directed the Secretary to prepare a plan for combating underage drinking, including the projected costs and next steps to be taken, and to report progress on such a plan within 90 days of the enactment of the Act (p. 801).

In response to the conferees' direction, this report describes progress on the development of a plan as of April 9, 2004. This report also provides an update on the creation of an Interagency Committee on the Prevention of Underage Drinking and preparation of the annual report.

Background

Underage drinking is a serious and persistent problem in the United States. Although some progress has been made since the late 1970s, prevalence rates have remained relatively stable for over 10 years, with 28.8 percent of youth aged 12-20 (10.7 million persons) reporting drinking alcohol in the prior month. Of these, 67 percent (7.2 million persons), were binge drinkers (defined as drinking five or more drinks on the same occasion at least once in the past 30 days) and 21 percent (2.3 million) were heavy drinkers (defined as drinking 5 or more drinks on the same occasion on at least 5 different days in the past 30 days). In addition, alcohol use among children and adolescents starts early and increases rapidly with age. Approximately 11.6 percent of 12-year-olds report using alcohol at least once in their lifetime. That percentage more than doubles by age 13 and increases to over 50 percent by age 15, (National Survey on Drug Use and Health 2002). Moreover, while underage drinkers use alcohol less frequently than adults, they consume more alcohol when they do drink.

Underage drinking can have serious consequences for the youth of our country, their families, and the community. For example, alcohol use by young people is associated with traffic crashes, violence, suicide, sexual assault, unwanted pregnancies, and educational failure. Youth who start drinking in early adolescence are at increased risk of sustaining mild brain damage, and of becoming dependent upon alcohol. Alcohol use by youth imposes an estimated \$53 billion in social costs annually, including \$19 billion from traffic crashes and \$29 billion from violent crime.

To help develop a cost-effective strategy for reducing and preventing underage drinking, the Congress mandated a study of the issue by the National Academy of Sciences/Institute of Medicine (NAS/IOM) in the Labor, Health and Human Services and Education Appropriations Act of 2002. Accordingly, the NAS/IOM established an ad hoc committee to analyze the problem and develop a strategy designed to prevent and reduce underage alcohol drinking. Their report, *Reducing Underage Drinking: A*

Collective Responsibility, was released in the fall of 2003. The overarching goal of the proposed strategy is to “create and sustain a broad societal commitment to reduce underage drinking,” and to “pursue opportunities to reduce the availability of alcohol to underage drinkers, the occasions for underage drinking, and the demand for alcohol among young people.” As part of its strategy for accomplishing this goal, the report made a series of recommendations for increased Federal involvement, including a recommendation that “A federal interagency coordinating committee on prevention of underage drinking ... be established, chaired by the Secretary of the U. S. Department of Health and Human Services (HHS).”

The Interagency Committee on the Prevention of Underage Drinking

Since the enactment of the Consolidated Appropriation Act of 2004, the Secretary of HHS has asked the Administrator of the Substance Abuse and Mental Health Services Administration (SAMHSA) to assume a leadership role in responding to the conferees’ direction. Specifically, SAMHSA has been given responsibility for establishing an Interagency Committee on the Prevention of Underage Drinking, issuing an annual report summarizing all Federal agency activities concerning the issue, and developing a plan for combating underage drinking. Because the Department believes that the problem will be most effectively addressed through collaboration among all interested parties, SAMHSA has not only been asked to work with other Federal agencies, but to also seek input from a wide range of interested parties, including advocacy groups and the alcohol beverage industry.

At Secretary Thompson’s request, the Administrator of SAMHSA, Mr. Charles G. Curie, M.A., A.C.S.W., has convened an Interagency Coordinating Committee on the Prevention of Underage Drinking (ICCPUD) consisting of representatives from the National Institute on Alcohol Abuse and Alcoholism, the Office of Juvenile Justice and Delinquency Prevention, the Office of Safe and Drug Free Schools, the National Highway Traffic Safety Administration, the Office of National Drug Control Policy, the Office of the Surgeon General, and the Centers for Disease Control and Prevention (see Appendix A). This committee is intended to serve both as a mechanism for coordinating Federal efforts and as a resource for the development of the plan. To provide ongoing, high-level leadership on this important issue, HHS intends that the ICCPUD be a standing committee. The willingness of senior officials to serve on this committee demonstrates a collective commitment to addressing the reduction of underage drinking.

It should be noted that the membership of ICCPUD could be expanded, if it becomes apparent that there are other agencies whose presence is required to fulfill the Committee’s mission. In addition, SAMHSA and ICCPUD will consult on an ongoing basis with certain agencies in the Federal Government that have data sets or other information that can contribute to coordination of activities, the development of the annual report, or the development of the plan, such as the National Institute on Drug Abuse and the Federal Trade Commission.

The work of ICCPUD is supported by a group of agency representatives, who report to the members of the Committee, and currently meet weekly. This group, which consists

of agency staff with expertise and responsibilities in the area of alcohol prevention, is chaired by the Associated Administrator for Alcohol Policy at SAMHSA. To provide ongoing support for the activities of the ICCPUD, the Department intends that the agency representatives group also become a standing committee.

The first meeting of the ICCPUD took place on April 13, 2004, at the Hubert H. Humphrey Building in Washington, D.C. The purpose of the meeting was to establish common ground from which the Committee can begin the work of coordination and assist in the development of a plan to combat underage drinking. Because the NAS/IOM report has made a major contribution to the dialogue about this issue, SAMHSA invited Mr. Richard Bonnie, who chaired the NAS/IOM Committee, to provide an overview of the report.

The agenda also included brief presentations from advocacy groups and the alcohol beverage industry. Advocacy groups presenting to the committee included Mothers Against Drunk Driving, the Center for Science in the Public Interest, the Center on Alcohol Marketing and Youth, Students Against Destructive Decisions, National Liquor Law Enforcement Association, and the Leadership to Keep Children Alcohol Free. Industry groups presenting to the committee will include the American Beverage Institute, the Beer Institute, the Beer Wholesalers Association, the Century Council, and the Distilled Spirits Council of the United States. Following the presentations by Mr. Bonnie and representatives from advocacy groups and the industry, the committee discussed next steps.

In preparation for the meeting of the ICCPUD, the agency representatives group assembled a preliminary survey of each agency's programs that relate to the prevention of underage drinking. This initial inventory is not intended to substitute for the more thorough analysis that will be included in the annual report; rather, it is designed to assist the ICCPUD in identifying areas of duplication in programming, as well as gaps in programming and research that need to be addressed. In addition, we are currently seeking information on programs that reside in agencies that are not represented on the committee.

Areas to be Addressed in the Final Plan

With the assistance of members of the ICCPUD, and ongoing input from interested parties, HHS will develop a final plan for combating underage drinking, including projects costs and next steps to be taken. Since the information gathering process is still underway, there has been no decision on what the final plan will contain. We anticipate, however, that the plan will contain short, intermediate and long-term strategies and interventions that will build upon one another to help create a national commitment to addressing the problem of underage drinking, to raise the age of first use of alcohol and to reduce rates of drinking by those under that age of 21. In addition, we anticipate that the plan will emphasize the use of evidence-based approaches to the problem, and will, at a minimum, address parent-oriented interventions, youth-oriented interventions, community-based interventions, Federal administrative and reporting activities, and research, evaluation, monitoring and surveillance capacity. A key issue will be to

identify and address both duplication and gaps in programs and research. Because activities that limit youth access to alcohol access are primarily within State rather than Federal jurisdiction, we expect that the plan will also include strategies for assisting States and communities in limiting youth access to alcohol.

Timeline for Submission of an Interim and Final Plan

Since the development of a comprehensive, evidence-based plan to combat underage drinking is a complex undertaking, HHS will use a three-part process to develop a final plan. First, we will develop a set of broad goals for the plan, and develop a framework that includes short, intermediate and long-term strategies and interventions. Next we will concentrate on those strategies and interventions that can be implemented by the Federal Government in the short term. Finally we will develop more detailed planning for the intermediate and long-term phases of plan. The following timelines will govern the submission of an interim and a final plan to Congress:

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|-----------------------|---|
| April/May | Agency representative group develops proposed broad goals for the plan, a draft framework that includes short, intermediate, and long-term strategies and interventions, and a proposal for strategies and interventions that can be implemented by the Federal Government in the short term. |
| June | ICCPUD meets to consider broad goals for the plan, the short, intermediate and long-term framework, as well as strategies and interventions that can be implemented in the short term. These elements of the report are revised and prepared for submission to Congress as an interim plan. |
| July/August | Interim report is submitted to Congress. Agency representatives group continues work on intermediate and long-term phases of the plan. |
| September/
October | ICCPUD meets to consider the plan in its entirety, and recommends needed changes. Draft final plan is developed. |
| November/
December | Final plan is submitted to Congress. |

The Annual Report

SAMHSA will prepare and issue an annual report summarizing all Federal agency activities concerning underage drinking, including key surveillance data and a report on progress in reducing underage drinking. In preparing the report, SAMHSA will consult with the General Accounting Office (GAO) to learn from their experience in preparing a report on the subject in 2001. The target date for issuing the first annual report is December 31, 2004.

Conclusion

HHS has taken a series of important initial steps to improve the Federal response to underage drinking. A standing Interagency Coordinating Committee on the Prevention of Underage Drinking and an agency representatives group has been established. This committee, with its accompanying agency representatives group, will provide leadership on the issue, as well as a resource for the development of a plan to combat underage drinking. As we move forward with these activities, HHS will continue to seek input from a full range of interested parties and looks forward to continuing to work with Congress to address the underage drinking problem.

Appendix A - Members of the Interagency Coordinating Committee on the Prevention of Underage Drinking

Appendix B - Preliminary Survey of Federal Agencies' Response To Underage Drinking

APPENDIX A

**MEMBERS OF THE INTERAGENCY COORDINATING COMMITTEE
ON THE PREVENTION OF UNDERAGE DRINKING**

Interagency Coordinating Committee on the Prevention of Underage Drinking

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APPENDIX B

**A PRELIMINARY SURVEY OF
FEDERAL AGENCIES' RESPONSE
TO UNDERAGE DRINKING
April 2004**

CHAPTER 1

PREVENTION OF UNDERAGE DRINKING: FEDERAL AGENCY PROGRAMS CURRENTLY IN OPERATION

CURRENT PROGRAMS FOR PREVENTION OF UNDERAGE DRINKING

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children, Youth, and Families (ACF)/Family and Youth Services Bureau (FYSB) -

FYSB is a grant-making agency within ACF that administers programs for runaway and homeless youth, victims of domestic violence, and children of prisoners.

Activities Specific to Underage Drinking: None

Activities Related to Underage Drinking:

Underage drinking is not a separate issue that FYSB focuses on, however it is an issue addressed through their comprehensive youth programs reaching children at-risk for numerous problems, including substance abuse. All of the programs FYSB provides incorporate a positive youth development approach.

- **Runaway and Homeless Youth Program:** This program provides funding to local communities to support young people, particularly runaway and homeless youth, and their families through the Runaway and Homeless Youth Program. Basic Center Program (BCP) grants offer assistance to at-risk youth in need of immediate shelter. They provide family and youth counseling and refer them to services like substance abuse treatment. Through the Street Outreach Program (SOP), FYSB awards grants to private, nonprofit agencies to conduct outreach designed to build relationships between grantee staff and street youth. The goal of these efforts is to help young people leave the streets. Alcohol is not allowed at any of the FYSB grantee sites and it is expected that after participating in these programs, youth will be prepared to make better choices regarding alcohol use.
- **Mentoring Children of Prisoners:** FYSB supports the Mentoring Children of Prisoners Program. The living conditions, family configurations, and problems faced by incarcerated parents make it likely that significant numbers of children of prisoners will suffer emotional and behavioral difficulties. Data indicates that mentoring programs have reduced first time alcohol use by 33 percent.
- **National Youth Summit:** Each year, FYSB sponsors a National Youth Summit to promote leadership opportunities for youth and to provide them with alternatives to risky behavior. The National Youth Summit celebrates America's youth and their achievements, strengths, and leadership. This year, the Summit theme is Youth Leadership in America's Communities.

Centers for Disease Control and Prevention (CDC)

The Centers for Disease Control and Prevention (CDC) is recognized as the lead federal agency for protecting the health and safety of people - at home and abroad, providing

credible information to enhance health decisions, and promoting health through strong partnerships. CDC serves as the national focus for developing and applying disease prevention and control, environmental health, and health promotion and education activities designed to improve the health of the people of the United States.

Surveillance Activities Specific to Underage Drinking:

- **Youth Risk Behavioral Survey System:** Collects data on age at first drink of alcohol, frequency of drinking, frequency of binge drinking, and drinking on school property for high school students.
- **Behavioral Risk Factor Surveillance System (BRFSS):** Collects data on the number of drinking days in the past 30 days, average number of drinks per occasion, and frequency of binge drinking. Although the system does not specifically cover the underage population, it does include persons 18 to 21 years old. BRFSS currently has a binge-drinking module collecting more detailed information on a person's most recent binge drinking episode, including beverage type, location of drinking, and source of alcohol.
- **Pregnancy Risk Assessment Monitoring System:** Collects information on women aged 13 years or older who recently had a live birth. The survey asks about alcohol consumption in the pre-conception period, during pregnancy, and postpartum.
- **Pregnancy Nutrition Surveillance System:** Covers women of childbearing age, whether pregnant or postpartum, and assess alcohol consumption during pregnancy.
- **National Health Interview Survey:** Collects information on alcohol consumption among adults, to include those 18 to 21 years old.
- **National Health and Nutrition Examination Survey:** Collects information on lifetime alcohol use, current alcohol use, and binge drinking among adults, to include those 18 to 21 years old.

Activities Specific to Underage Drinking:

- **Project BALANCE (Birth Control and Alcohol Awareness: Negotiating Choices Effectively): Preventing Alcohol-Exposed Pregnancies in Adolescents:** The goal of this program is to design, implement, and evaluate intervention strategies to prevent alcohol-exposed pregnancies in young women.

National Institutes of Health/National Institute on Alcohol, Alcohol Abuse, and Alcoholism (NIAAA)

Activities Specific to Underage Drinking:

Motivated by new research findings, NIAAA has redoubled its efforts in the area of underage drinking prevention. Staff has embarked on a long-term endeavor to develop the next generation of interventions to address underage alcohol consumption through a careful consideration of this problem within a developmental context. Furthermore, NIAAA has long supported and continues to support an extensive array of projects that pertain to underage drinking. These grants and contracts fund research activities based in universities, treatment organizations, community agencies, and with private contractors. Supported projects include but are not limited to investigations in the following areas: epidemiology, neurobiology, psychology, prevention, and treatment. A few key activities are highlighted below:

- **Underage drinking initiative:** An internal “team” established in October 2003 at NIAAA will oversee development and evaluation of new prevention and intervention methods for underage drinking based on the most current scientific understanding of developmental neurobiology. These activities will also be informed by studies addressing the unique interplay of biology, psychology, and socio-cultural influences during adolescence that affects how young people respond to alcohol.
- **Studies to examine the brain mechanisms of adolescent alcohol abuse and alcoholism:** It is now understood that adolescence is a time of powerful developmental forces that go well beyond the traditional conceptualization of “raging hormones,” and include significant changes to the brain and nervous system. These changes include increased myelination of neural cells and “pruning” of synapses and neural pathways that are infrequently used. Due to these processes of neural development, adolescence may be a particularly vulnerable time for exposure to alcohol. The newly funded studies build on findings in animal studies that show that: (1) heavy binge-like episodes of ethanol consumption produce damage in areas of the brain affecting cognition and memory; and (2) adolescent alcohol drinking in genetically predisposed rats has long-lasting effects into adulthood, potentially increasing alcohol-seeking behavior, making it more difficult to stop drinking, and increasing the probability of relapse.
- **Studies to examine cognitive changes associated with adolescence that may influence risk for alcohol abuse:** Adolescents are more likely to have logical thinking disrupted by emotional activity, thereby leading to poor decision-making. The influence of such processes on risk for alcohol abuse is being studied. Changing expectations of outcomes from drinking in adolescents are also being investigated, along with methods for altering these expectations as part of prevention efforts.

- **Project Northland:** Project Northland is a comprehensive universal prevention program tested in 22 school districts in northeastern Minnesota in a randomized trial. The intervention, delivered to a single cohort in grades six through 12, included: innovative social behavioral school curricula; peer leadership; parental involvement programs; and community-wide task force activities to address community norms and alcohol availability. Significant differences were observed between intervention and comparison communities during each project period for “tendency to use alcohol” (a composite measure that combined items about intentions to use alcohol and actual use) and “five or more in a row.” Growth rates were lower in the intervention communities during phase 1; higher during the interim period (suggesting a “catch-up” effect while intervention activities were minimal); and lower again during phase 2 when intervention activities resumed. Based on its success, Project Northland has been designated a model program by SAMHSA, and its materials have been adapted for a general audience and marketed by Hazeldon. Project Northland is now being replicated in ethnically diverse urban neighborhoods.
- **Adolescent Treatment Research Program:** NIAAA initiated an adolescent treatment research program in 1998. Since then, 18 clinical projects have been funded, most of which are clinical trials. Fifteen are behavioral projects and three are pharmacotherapy trials. The objective of this initial wave of studies is to design and test innovative, developmentally tailored interventions that provide evidence-based knowledge to improve alcohol treatment outcomes in adolescents. Results for many of these projects will be forthcoming over the next few years, and will yield a broad perspective on the potential efficacy of family-based, cognitive behavioral, brief motivational, and guided self-change interventions in a range of settings.
- **Leadership to Keep Children Alcohol-Free:** Beginning in March 2000, NIAAA’s Leadership to Keep Children Alcohol Free enlisted the support of US governors’ spouses to combat underage drinking, increasing awareness of and attention to alcohol consumption among children 9 to 15 years old. The Leadership to Keep Children Alcohol Free is a public-private partnership with The Robert Wood Johnson Foundation (RWJ) and federal agencies across several departments. The goal of this initiative is to educate the public about the dangers of early alcohol use and to mobilize action to prevent it. Since previous research has made it clear that community involvement can be beneficial in decreasing alcohol-related risk in children and adolescents, NIAAA initiated this important work with Governors’ spouses, other Federal agencies, and public and private organizations to prevent the use of alcohol by youth 9 to 15 years old.
- **Research Partnership Awards for Rapid Response to College Drinking Problems:** In August 2003, NIAAA issued RFA AA-03-008 that facilitates collaboration between alcohol researchers and universities/colleges to support intervention studies on college campuses that can capitalize on natural experiments (e.g. unanticipated adverse events, policy changes, new media campaigns). Next steps will include matching these researchers and their designed intervention to a

natural environment on a college/ university campus that is experiencing a college drinking related issue. This cooperative agreement will continue until July 2008; a Policy Steering Committee of federal partners will be constituted in spring, 2004.

- **NIAAA's college drinking initiative:** Undertaken in FY 2000-2002, this initiative continues to support and stimulate studies of the epidemiology and natural history of college student drinking and related problems with the ultimate goal of designing and testing interventions to prevent or reduce alcohol-related problems among college students. Currently NIAAA's portfolio in this area includes more than 30 projects.
- **Enforcing Underage Drinking Laws (EUDL) evaluation:** OJJDP is funding four states to conduct EUDL activities in three to five sites. NIAAA will be funding and managing an evaluation of those sites. This effort pulls together a community coalition to create an environment to reduce underage drinking.

Activities Related to Underage Drinking:

- **Alcohol Policy Information System:** APIS is an electronic resource that provides authoritative, detailed, and comparable information on alcohol-related policies in the United States, at both State and Federal levels. Designed primarily as a tool for researchers, APIS is intended to encourage and facilitate research on the effects and effectiveness of alcohol-related policies. Although not dedicated to underage drinking policies, APIS does provide information on all alcohol policies relevant to underage drinking, for example policies and procedures in retail alcohol outlets for preventing alcohol sales and service to minors.
- **National Alcohol Screening Day:** The goal of National Alcohol Screening Day is to create public awareness and education about alcohol problems and provide the opportunity to screen and refer, when indicated, for assessment of alcohol treatment. NASD screening programs are held on college campuses, in community settings, and in private and public primary care practices to reach college students, adults, and older adults. When the results of the screening test indicate, participants are referred to local alcohol treatment through the treatment Referral Locator program funded by SAMHSA. Since its inception in 1999, nearly 100,000 people from 50 States have participated in the educational component of NASD. Of the 100,000 participants over 55,000 persons have been screened. Of those persons screened more than 13,000 have been referred for further assessment and diagnosis. In 2003, approximately 750 people were trained on "How to Conduct a NASD Event" in various cities across the country. In 2003, screening occurred on almost 900 college campuses; nearly 1000 colleges and universities have signed up for 2004.
- **Ongoing Research Studies:** Longitudinal studies still following subjects ascertained when they were adolescents, genetic epidemiology studies, as well as, NIAAA's National Epidemiologic Survey of Alcohol Related Conditions which includes people aged 18 to 21, are particularly pertinent to the question of

underage drinking. These studies all have the potential to enhance our understanding of the etiology, extent and consequences of underage alcohol consumption.

Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Prevention (CSAP)

Activities Specific to Underage Drinking:

- **Youth Underage Drinking Prevention Campaign - Too SMART to START (TSTS):** Too Smart to Start is a national community education program targeting children and youth, ages 9-13. This public education initiative, tried and tested in 9 communities nationwide, provides professionals, volunteers, and parents with tools and materials that can help shape healthy behaviors regarding alcohol use for a lifetime. TSTS includes a web page, technical assistance, and a community action kit to help plan, develop, promote and support local underage alcohol use prevention. The program includes materials and strategies that are flexible for use in communities of all sizes and actively involves entire communities in sending clear, consistent messages about why children should reject underage drinking.
- **Reach Out Now Fifth and Sixth Grade Scholastic Supplements:** SAMHSA and *Scholastic Magazine* have developed a special edition targeting ten and eleven year olds and their parents. Known as *Reach Out Now: Talk with Your Fifth Graders about Underage Drinking*, these materials have been focus group-tested with parents and teachers, and include a classroom discussion guide for teachers, activity sheet for students, and a take-home packet for parents. In March 2002, the package was sent for the first time to every fifth grade class in the country and to the States participating in the Leadership to Keep Children Alcohol Free Initiative. In spring 2004, packages are being sent to every fifth and sixth grade class in the country.
- **Reach Out Now Teach-In:** To further alert children, parents, and teachers about the dangers of underage alcohol use, and to reinforce the messages in these school-based materials, SAMHSA is encouraging prominent national, State, and local leaders to conduct teach-ins for fifth grade classrooms nationwide during the week of April 26-30, 2004, the last week of Alcohol Awareness Month. Experience has shown that these teach-ins raise awareness of the problem of underage drinking and encourage greater use of the materials. The teach-ins have expanded from the First Spouses of States who participated in the past two years to a national effort that includes community-based organizations and schools in all 50 States and the District of Columbia.
- **Governors' Spouses Initiative - The Leadership to Keep Children Alcohol Free:** This initiative is a unique coalition of Governors' spouses, Federal agencies, public and private organizations, to prevent the use of alcohol by children ages 9 to 15. The goal of this initiative is to educate the public about the dangers of early alcohol use and to mobilize action to prevent it. In addition to

supporting the Leadership initiative itself through an interagency agreement with NIAAA, SAMHSA funds an effort to link this initiative with prevention programs funded by the Substance Abuse Prevention and Treatment Block Grant in the States and with certain SAMHSA programs, such as Too Smart to Start and the Reach Out Now Teach-Ins.

- **Preventing Underage and Binge Drinking and Alcohol Problems Among Youth and College Students in El Paso and Brownsville, Texas:** In 1997, "Operation Safe Crossing" was developed in San Diego/Tijuana to reduce the number of youth ages 18-25 from crossing the US/Mexico border to drink in Mexico. In 2001, a series of replications was developed using the San Diego environmentally oriented prevention approach began in El Paso and Brownsville, Texas. Laredo, Texas was added this year. An additional goal along the US/Mexico border is to reduce the harm associated with cross-border and binge drinking behaviors (e.g., impaired driving, date rape, and fights). The original program was highly successful, reducing cross-border drinking by 37 percent and was named a SAMHSA Model Program in 2002. Funding additionally supports community coalitions in each city, including law enforcement, local policy-makers, alcohol beverage workers (bartenders and bar owners) and representatives from prevention, who manage and ensure overall program effectiveness.

Activities Related to Underage Drinking:

- **Substance Abuse Prevention and Treatment (SAPT) Block Grant:** The SAPT Block Grant contains a prevention set-aside that reserves a minimum of 20% of each State's block grant allocation for prevention activities. While the majority of the programs supported by these funds are designed to prevent substance abuse in general, many can be expected to have an impact on the reduction of underage drinking. The SAPT Block Grant application has historically asked States to report voluntarily on underage drinking strategies. Examples include State's implementation of public education and/or media campaigns; State laws against consuming alcohol on college campuses; policies or enforcement of laws reducing access to alcohol by minors, including event restrictions, product price increases, or penalties for sales to minors; estimated age of drinking onset; and statutes restricting alcohol promotions to underage audiences. Data on States' answers to these questions are in CSAP's "e-prevention" Block Grant database.
- **Fetal Alcohol Spectrum Disorders (FASD):** The largest of CSAP's alcohol programs addresses Fetal Alcohol Spectrum Disorders (FASD). Programs include a Center for Excellence, a FASD Materials Development Center for Excellence, and Alaska's Five-Year FAS Cooperative Agreement, which is jointly funded by CSAP and CSAT. While these programs do not specifically target underage drinkers, they can be expected to reach this population as well as adults.
- **Building Blocks for a Healthy Future:** Building Blocks for a Healthy Future is an early childhood substance abuse prevention program that educates parents and

caregivers about the basics of risk and protective factors, ways to reduce risk factors, and how to reinforce skills that will enable caregivers to better nurture and protect their children in order to promote healthy lifestyles. Designed for parents and caregivers of children ages 3 to 6, Building Blocks is designed to help open up the lines of communication with young children and make it easier to keep those lines of communication open as they grow older. Building Blocks collaborates with the National Head Start Association, the National Association for Elementary School Principals, the League of Cities, and the American Medical Association Alliance to facilitate the training and dissemination efforts of the materials and products.

- **Outreach to Children of Parents in Treatment (OCPT):** In collaboration with the National Association for Children of Alcoholics (NACoA), the OCPT project has developed a kit that includes prevention materials that target the children of parents in substance abuse treatment. The materials are being disseminated to substance abuse treatment centers to use for staff in-services and for children of parents in treatment. The kit includes a promising practices program list which identifies existing prevention and support services to children of substance abusing parents in various settings (e.g., treatment centers, faith/community settings, private voluntary organizations); a practice manual and resource packet; videos; and colorful announcement posters.
- **Environmental Prevention of College Alcohol Problems:** This SAMHSA/CSAP/NIAAA five-year program, begun in FY 1999, evaluates a comprehensive environmental prevention strategy aimed at reducing binge drinking and resulting alcohol problems at San Diego State University and New Mexico State University.

Surveillance Activities:

- **SAMHSA's National Survey on Drug Use and Health (NSDUH)** [formerly called the National Household Survey on Drug Abuse (NHSDA)]: Conducted by SAMHSA's Office of Applied Studies (OAS), this survey is the primary source of information on the prevalence, patterns, and consequences of alcohol, tobacco, and illegal drug use and abuse in the general U.S. civilian non-institutionalized population, age 12 and older. While the NSDUH is not alcohol-specific, it does track a variety of information on underage alcohol use and provides a database for special studies related to alcohol use and alcohol use disorders.
- **The Drug and Alcohol Services Information System (DASIS):** The primary source of national data on substance abuse treatment. The Office of Applied Studies, SAMHSA, conducts DASIS. While not specific to youth, it does provide information on adolescent substance abuse treatment facilities as well as adolescent treatment in correctional facilities. DASIS has three components:
 - The Inventory of Substance Abuse Treatment Services (I-SATS) is a listing of all known public and private substance abuse treatment facilities in the United

States and its territories. Before 2000, the I-SATS was known as the National Master Facility Inventory.

- The National Survey of Substance Abuse Treatment Services (N-SSATS) is an annual survey of all facilities in the I-SATS that collects information on location, characteristics, services offered and utilization. Information from the N-SSATS is used to compile and update the National Directory of Drug and Alcohol Abuse Treatment Programs and the on-line Substance Abuse Treatment Facility Locator. The N-SSATS includes a periodic survey of substance abuse treatment in adult and juvenile correctional facilities. Before 2000, the N-SSATS was known as the Uniform Facility Data Set (UFDS).
- The Treatment Episode Data Set (TEDS) is a compilation of data on the demographic and substance abuse characteristics of admissions to substance abuse treatment. Information on treatment admissions are routinely collected by State administrative systems and then submitted to SAMHSA in a standard format.

Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Treatment (CSAT)

CSAT operates a number of programs designed to both screen and assess for alcohol problems and provide alcohol treatment services for persons with alcohol abuse and alcohol dependence. The alcohol treatment program encompasses the SAPT Block Grant program; screening, assessment, and referral; and knowledge application programs. The populations reached include youth under the age of 21, college students who may be participating in risky drinking behaviors, and adults, including older adults, who may have received a diagnosis of alcohol abuse and dependence that are receiving alcohol treatment services.

Activities Specific to Underage Drinking:

- **Treatment of Adolescent Alcohol Abuse and Alcoholism Replication of Effective Alcohol Treatment Interventions for Youth:** In FY 2003, CSAT developed the Adopt/Expand Effective Adolescent Alcohol and Drug Abuse Treatment program. This grant program builds on effective interventions for youth experiencing alcohol or other drug problems. Twenty-two sites were funded to provide training and certification on using Motivational Enhancement Therapy/Cognitive Behavioral Therapy, a proven effective intervention—This program will increase the availability and effectiveness of treatment for youth with alcohol and drug problems and will treat approximately 2,000 teens and their families per year.
- **Potential Interventions for Underage Drinkers in Emergency Rooms:** A white paper about the interventions that could be used with underage drinkers admitted to emergency rooms has been developed. The paper includes next steps/recommendations, the barriers to recruiting underage drinkers into

adolescent emergency room brief intervention programs, variables that increase participation rates in these interventions, whether or how these interventions impact adolescents' movement through the continuum of the stages of change, and the role of significant others.

Activities Related to Underage Drinking:

- **SAPT Block Grant:** This block grant is a primary source of funding for alcohol treatment in the United States. While there is no set-aside for adolescent treatment, states have the option of using this resource to treat alcohol use disorders among youth.
- **National Association of Insurance Commissioners Effort:** CSAT provided experts to educate State legislators who also serve as State insurance commissioners about the repeal of a model insurance law that does not support reimbursement for medical care following an alcohol-related traffic crash resulting in injury. The existing and now repealed Model Law was based on the 1950s premise that alcohol problems were due to a moral failing rather than the current disease model of alcohol problems. With the repeal of this Model, State insurance laws will provide for reimbursement of alcohol-related events and the opportunity for the attending emergency room provider to conduct a brief intervention surrounding the person's injury and drinking pattern.
- **National Alcohol Screening Day:** CSAT is a co-sponsor of National Alcohol Screening Day with NIAAA and CSAP. The goal of National Alcohol Screening Day is to create public awareness and education about alcohol problems and provide the opportunity to screen and refer, when indicated, for assessment of alcohol abuse or dependence. The NASD screening programs are held on college campuses, in community settings, and in private and public primary care practices to reach college students, adults, and older adults. When the results of the screening test indicate, participants are referred to local alcohol treatment through the treatment Referral Locator program funded by SAMHSA.
- **Targeted Capacity Expansion Program:** CSAT's Targeted Capacity Expansion Program (TCE) addresses emerging substance abuse trends and the disparity in some areas between the demand for and the availability of appropriate treatment. It is designed to address gaps in treatment capacity by supporting rapid and strategic responses to demands for both alcohol and drug treatment services in communities with serious, emerging drug problems as well as communities with innovative solutions to unmet needs. Adolescents are one of the target populations for the TCE grants.
- **Screening, Brief Intervention, Referral, and Treatment (SBIRT) Grants:** SBIRT involves implementation of a system within community and specialist settings that screens for and identifies individuals with substance use-related problems. Depending on the level of problems identified, the system either provides for a brief intervention within the generalist setting, when appropriate, or

motivates and refers the individual with a high level of problems and probable diagnosis of a substance dependence disorder to the specialist setting for assessment and diagnosis and either brief or long-term treatment. This includes training in self-management and involvement in mutual help groups, as appropriate. (Workgroup on Substance Abuse Self-Help Organizations, 2003) Several SBIRT grantees have developed programs that are available to individuals under 21 years of age.

- **Programs for Improving Addiction Treatment:** CSAT supports a variety of programs to improve transfer of science to services and improve addiction treatment nationally. For example, the Addiction Technology Transfer Center (ATTC) Network is dedicated to identifying and advancing opportunities for improving addiction treatment. The Network is designed to upgrade the skills of existing practitioners and other health professionals and to disseminate the latest science to the treatment community. The ATTC Network provides both academic (pre-service) and continuing education opportunities as well as technical assistance to multiple disciplines working in the addictions field. In addition several Treatment Improvement Protocols (TIPS) address these concerns (e.g., 16: *Alcohol and Drug Screening of Hospitalized Trauma Patients*, 24: *A Guide to Substance Abuse Services for Primary Care*, 26: *Substance Abuse Among Older Adults*, 31: *Screening and Assessing Adolescents for Substance Use Disorders*, 32: *Treatment of Adolescents With Substance Use Disorders*, 34: *Brief Interventions and Brief Therapies for Substance Abuse*).
- **SAMHSA National HELPLINE - 1-800-662-HELP:** Individuals in need of treatment for alcohol or illicit drug problems can call the SAMHSA National HELPLINE for referral to appropriate treatment services. In addition individuals seeking treatment can go to the SAMHSA website www.samhsa.gov to locate treatment services in their area.
- **Partnership for Drug-Free America:** In conjunction with Partnership for Drug-Free America, CSAT is working on the development of a consumer-related interactive website. The site, an interactive online treatment resource, will be targeted to friends, family and other caring influencers of dependent youth and young adults. Using SAMHSA resources, attention will be paid to culturally appropriate information and culturally specific links and resources. The site will seek to assist the influencer to find encouragement, access to general expertise on substance use disorders and information to help them navigate their way towards additional help and resources. The overall strategy of the site is "the earlier you seek help for an individual with a substance abuse disorder you care about the better. Don't wait. Learn more about how you CAN help now".
- **NIAAA Intra-Agency Agreement:** CSAT provided funds for the NIAAA Underage College Drinking Initiative, which began in August 2003, to facilitate the cooperative efforts of CSAT and NIAAA to support quality studies of services interventions on college campuses that can capitalize on natural experiments; e.g. unanticipated adverse events, policy changes, new media campaigns, etc.

NIAAA published RFA #AA-03-008 to solicit the field for applications for "Research Partnership Awards for Rapid Response to College Drinking Problems." From this, five responses and researchers have been selected. Next steps will include matching these researchers and their designed intervention to a natural environment on a college/ university campus that is experiencing a college drinking related issue. Since this is a cooperative agreement that will last until July 2008, participation by federal partners will be through a Policy Steering Committee that will be formed in spring 2004.

U.S. DEPARTMENT OF EDUCATION/OFFICE OF SAFE AND DRUG-FREE SCHOOLS

In FY 2002, the Office of Safe and Drug Free Schools awarded grants to 47 local educational agencies (LEAs) to develop and implement innovative and effective alcohol abuse prevention programs for secondary school students.

Activities Specific to Underage Drinking:

Grantees are required to implement, as part of their overall program, one or more of the proven strategies for reducing underage alcohol abuse as determined by the Substance Abuse and Mental Health Services Administration (SAMHSA). In addition, they are required as part of the application process to explain how other activities to be carried out under the grant will be effective in reducing underage alcohol abuse, including references to the past effectiveness of the activities. In addition to the discretionary grants, ED uses an Inter-Agency Agreement with SAMHSA, to provide alcohol abuse resources and start-up assistance to grantees through a technical assistance network operated by DHHS/SAMHSA's Center for Substance Abuse Prevention.

Activities Related to Underage Drinking:

During the past nine years, funding has been provided for the Department's major initiatives related to alcohol and other drug abuse and violence prevention among college students.

- **Higher Education Center for Alcohol and Other Drug Prevention:** The Center's purpose is to help college and community leaders develop, implement, and evaluate programs and policies to reduce student problems related to alcohol and illicit drug use and interpersonal violence. The Center also promotes innovative program development to improve student education, campus-based media campaigns, screening and treatment referral, and enforcement.
- **National Meeting on Alcohol and Other Drug Abuse and Violence Prevention in Higher Education:** Each year, the Department sponsors the National Meeting to assist grantees and other campus communities share information on effective strategies related to drug abuse and violence prevention in higher education.

- **Grant Competition to Prevent High-Risk Drinking or Violent Behavior Among College Students:** In FY01 and FY03, the goal of this grant competition was to provide funds to individual institutions of higher education, consortia thereof, as well as public and private nonprofit organizations (including faith-based organizations), or individuals to develop or enhance, implement, and evaluate campus- and/or community-based prevention strategies. Grantees focused attention on and developed solutions to reduce high-risk drinking or violent behavior among college students.
- **Alcohol and Other Drug Prevention Models on College Campuses Grant Competition:** In FY99-FY01, the goals of this funding opportunity were to identify models of innovative and effective alcohol and other drug abuse prevention programs at institutions of higher education, and disseminate information about these programs to parents of prospective college students and to other colleges and universities where similar efforts may be adopted. This grant competition was not offered during FY02 or FY03; however, it is being offered again in FY04. A summary of projects awarded under these two grant competitions is as follows:
 - **National College Alcohol, Drug, and Violence Survey:** In August 1998, the Department of Education contracted with the Core Institute, part of Southern Illinois University, to conduct a national probability sample survey of alcohol and other drug use and violence on college campuses. The data obtained from this survey can be used to assess the level of alcohol and other drug use and violent behavior among college students, thereby helping to plan, set policy, and design programs to best meet the needs of college campuses and their communities.
 - **Interagency Agreements:** Since FY99, the Department provided funds to the National Institute on Alcohol Abuse and Alcoholism to support grants with activities that have the potential of preventing or reducing alcohol abuse and associated problems among college students. Since the original Interagency Agreement did not specify a particular grant to support, ED funding has been used in five of the following grants:
 - Barry Caudill, Westat, *Alcohol Risk Prevention in a National Fraternity*
 - Robert Turrisi, Boise State University, Idaho, *Early Intervention to Prevent Student Binge Drinking*
 - Mary Larimer, University of Washington, *Social Norms and Skills-Training: Motivating Campus Change*
 - William DeJong, EDC, *Can Social Norms Marketing Reduce High-Risk Drinking?*
 - Kate Carey, Syracuse University, *Brief Interventions for Binge Drinking College Students*
- To contribute to the efforts of reaching the national goal of reducing alcohol-related traffic fatalities to no more than 11,000 by the year 2005, the Department of Transportation's National Highway Traffic Safety Administration

(DOT/NHTSA) provided funds to the Department, as part of a two-year Interagency Agreement. In FY04, an underage drinking and impaired driving prevention manual titled *Safe Lanes on Campus*, which was the result of this partnership, was made available to help college campuses and their surrounding communities to implement effective impaired driving and underage drinking prevention programs.

DEPARTMENT OF TRANSPORTATION/NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION (NHTSA)

The following is a list of NHTSA activities directed at underage drinking.

Activities Specific to Underage Drinking:

- **Alcohol Prevention Handbook for Colleges and Universities:** NHTSA and the US Department of Education, with the Higher Education Center for Alcohol and Other Drug Prevention, released the *Safe Lanes on Campus: A Guide for Preventing Impaired Driving and Underage Drinking*. Grounded in research literature, the 60-page guidebook describes strategies for combating underage drinking and impaired driving.
- **Latino Strategies:** NHTSA and ASPIRA will utilize the ASPIRANTE (Youth) program around the country to research, develop, test and promote specific Latino youth underage drinking and impaired driving information.
- **Focus Groups for Teens Across All Safety Issues:** This project will create the framework for effective public education programs designed to counteract the dangerous driving behaviors among teenage motorists. Teenage focus group discussions will be held throughout the country.
- **Underage Drinking Enforcement:** NHTSA and the National Liquor Law Enforcement Association (NLLEA) are developing a best practices manual and training program to assist State and local alcohol beverage control and law enforcement agencies in enforcing underage drinking laws.
- **State Grant Programs**
 - **Section 402** authorizes NHTSA to provide funding for a broad range of traffic safety activities, including underage drinking. Funding levels are based on a formula using population and roadway miles.
 - **Section 410** provides incentive for States to adopt laws and implement effective programs that address impaired driving. To be eligible, States must adopt or demonstrate efforts in at least five of seven areas, including underage drinking programs.
 - **Section 154** encourages States to enact Open Container laws. States are subject to lose certain Federal-aid highway funds for failure to enact a law that prohibit the possession of any open alcoholic beverage container or the

consumption of an alcoholic beverage in the passenger area of any motor vehicle located on a public highway or the right-of-way.

- **Section 163** encourages the establishment of .08 percent blood alcohol concentration (BAC) as the legal limit for drunk driving offenses.
- **Section 164** encourages States to enact Repeat Intoxicated Driver laws. The law must provide minimum penalties for individuals convicted of a second or subsequent offense for driving under the influence after a previous conviction for within five years.

Activities Related to Underage Drinking:

- **Impaired Driving Communications:** The Ad Council and NHTSA will consolidate impaired driving prevention communications into a coordinated and effective social marketing campaign. The campaign's aim is to influence behavior in high-risk populations, including underage drinkers. Messages will be primarily delivered through three complementary campaigns: "You Drink and Drive. You Lose." "Buzzed Driving is Drunk Driving," and the "Zero Tolerance Means Zero Chances."
- **Campus Community Demonstration Project:** NHTSA and the BACCHUS and GAMMA Peer Education Network will demonstrate combined strategies to combat high-risk and underage drinking among the 18-24 year age population. Launched this fall, the 18-month project will focus on enforcement, local policy, and peer education strategies at the University of California at Riverside, University of Tampa, and Texas A&M University.
- **College Binge Drinking Prevention Initiative:** NHTSA is working with the North American Interfraternity Conference to develop programs focused on reducing high-risk and underage drinking on campuses. Alcohol summits have been conducted on college 18 campuses. As a result, various programs, activities, events and policies were developed and implemented. The results and experiences of the participating fraternities and sororities will be featured in a new publication, *The Alcohol Summit: A Roadmap for Fraternities and Sororities*, scheduled for release in summer 2004.
- **Juvenile Holdover Program:** NHTSA is working with the Community Anti-Drug Coalitions of America (CADCA) to promote the Juvenile Holdover Program as an alternative to the use of traditional juvenile detention, jails, or lockups when such facilities are inappropriate, unnecessary, or unavailable. CADCA provides training to its member coalitions on how to implement the program in their communities.

- **Drug Impairment Training for Educational Professionals:** NHTSA and the International Association of Chiefs of Police (IACP) developed an educational training program designed to recognize drug abuse among students and provide appropriate intervention. The program offers school administrators and nurses a systematic approach to recognizing and evaluating drug abuse.
- **Underage Drinking Enforcement:** The IACP developed a training program to assist mid-level law enforcement managers address youth impaired driving problem in their community. IACP will form a cadre of course facilitators to deliver the Youth Enforcement Resource Kit.
- **Native American Strategies:** NHTSA and the National Indian Education Association (NIEA) are developing leadership training for Native Americans. Training for *Road Warriors: Indian Youth for Traffic Safety* will be provided at several key conferences in 2002-2004. Mini grants will facilitate dissemination.
- **Teachable Moment:** Project U-Turn: Turning a Tragedy into a Teachable Moment is a web-based campaign developed by National Organizations for Youth Safety (NOYS). The campaign focuses on teaching local media, school and community officials, and other volunteers to turn a “tragic” event into a teachable moment. The online package provides youth ready-to-use templates and information on how to communicate their positive safety message to other teens, the media, government officials, and community groups. NOYS will demonstrate the project in at least two communities.
- **Traffic Safety Curriculum for School Resource Officers:** NHTSA and National Association of School Resource Officers are developing a traffic safety school curriculum for 15 to 18 year olds for delivery by School Resource Offices. The curriculum emphasizes impaired driving and occupant protection issues.
- **Peer-to-Peer Strategies:** NHTSA and Students Against Destructive Decisions (SADD) are supporting the *Think About It* campaign, a peer-to-peer student awareness program focused on underage drinking and impaired driving. A *SADD and the Law* campaign encourages student support of enforcement mobilizations. SADD is also establishing a cadre of youth student leaders to initiate anti-drinking and driving activities at the local level.
- **Teen/Youth Court Program and Training:** Youth Courts are programs in which their peers sentence juvenile offenders. NHTSA is developing National Youth Court Guidelines in conjunction with the U.S. Department of Education, Office of Elementary and Secondary Education, the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the American Probation and Parole Association. The national guidelines were designed to help elevate the standard of youth court program operations and practices. OJJDP took the lead in continued support for teen/youth court programs.

OFFICE OF NATIONAL DRUG CONTROL POLICY (ONDCP)

The Office of National Drug Control Policy (ONDCP) coordinates the efforts of a wide range of federal agencies in reducing the use of illicit drugs among all Americans, as well as alcohol and tobacco use among youth. In addition, ONDCP maintains certain programs that seek to reduce underage drinking. Those are listed below along with details of their underage drinking initiatives.

Activities Specific to Underage Drinking: None

Activities Related to Underage Drinking:

- **Drug Free Communities Program (DFC):** The DFC Program is involved in many strategies and projects related to underage drinking prevention. Drug-Free Community Coalitions are broad-based community organizations with varying foci and missions, often focused on youth anti-drug or anti-alcohol programs. In 2003, ONDCP asked the approximately 400 DFC grantees to detail their efforts to reduce underage alcohol use and received more than 260 responses. Nearly all reported that "reducing underage alcohol use" was one of their highest priority objectives.
- **The National Youth Anti-Drug Media Campaign (Campaign)** The Campaign addresses underage drinking prevention in the context of illicit drug use through websites (theantidrug.com, freevibe.com, drugstory.org) and brochures, including the popular booklet titled "Keeping Your Kids Drug Free—A How To Guide for Parents and Caregivers." In addition, ad time and space has been donated for underage drinking-related advertising as part of the Campaign's media match program, benefiting such groups as MADD, National Council on Alcoholism and Drug Dependence, Alateen and Al Anon. With the start of the Early Intervention Initiative in February 2004, the Campaign references underage drinking in advertising, as well as non-advertising efforts in order to make the messages powerful and credible with the Campaign's target audiences – teens and parents.

DEPARTMENT OF JUSTICE/OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP)

Activities Specific to Underage Drinking:

Enforcing the Underage Drinking Laws (EUDL): OJJDP's *Enforcing the Underage Drinking Laws (EUDL)* initiative offers block and discretionary grant programs made available to States and the District of Columbia through an agency in each State designated by the governor and a D.C. agency designated by the mayor. Annually since 1998, the block grant program supports development of a State strategy to address the growing problem of underage drinking in every State by establishing or expanding a statewide task force, implementing public advertising efforts, and establishing innovative programs to curtail underage alcohol access and consumption. The discretionary grant program supports communities within those States that have successfully won awards to implement the EUDL program at the local level through a comprehensive program

approach, with a special emphasis on enforcing the underage drinking laws. Since 1998, approximately 30 states have established discretionary EUDL programs in over 200 communities.

The EUDL national training and technical assistance provider has disseminated training, technical assistance and knowledge to help bring significant progress in the enforcement of underage drinking laws around the country. The EUDL national evaluator is continuing to conduct a national evaluation of EUDL designed to provide timely, scientifically sound evidence on the implementation of the program and its effects on law enforcement activities and youth alcohol consumption and alcohol-related problems in local communities.

CHAPTER 2
PREVENTION OF UNDERAGE DRINKING:
NEW PRGRAMS PLANNED FOR 2004

PREVENTION OF UNDERAGE DRINKING PROGRAMS PLANNED FOR 2004

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Centers for Disease Control and Prevention (CDC)

Surveillance activities:

- **Youth Risk Behavioral Survey:** CDC has proposed several additional questions to the survey regarding alcohol consumption: first, the type of beverage that youth usually consume; the second, the specific brand of beer that youth who drink usually consume; third, the usual location where youth drink; fourth, the source of the alcohol obtained by the youth.
- **Alcohol-Related Disease Impact:** The Alcohol Team in the Division of Adult and Community Health is updating a software that will be accessed via the CDC website and will estimate the number of alcohol-related deaths and year of potential life lost for certain diseases and injuries. Although not focusing on youth, it will profile injury deaths among persons age 15 and older. This will be released within the next couple of months. The Alcohol Team is proposing a study on the impact of alcoholic beverage taxes and prices on youth drinking behavior. This project aims to further explore the relationships between alcohol beverage excise taxes, prices, and related marketing efforts on youth drinking behavior using the unique data and framework of the Bridging the Gap/Impact Teen program. Using data from the Monitoring the Future surveys, this project will examine the effects of state and federal alcoholic beverage excise taxes and the effects of alcohol beverage prices and indicators of alcohol marketing at the point of purchase on the prevalence and frequency of youth drinking and related outcomes.

National Institute on Alcohol, Alcohol Abuse, and Alcoholism (NIAAA)

- **New Initiative on Underage Drinking in Rural and Small Urban Areas:** In FY 2004/2005 NIAAA will address underage drinking in rural and small urban areas, as directed by FY 2004 House Appropriation language. Recent findings from NIAAA that indicate that alcoholism has its peak onset in late adolescence, coupled with increased understanding of adolescence itself, leads to a reexamination of alcoholism as a developmental disorder of youth. To follow-up on these recent advances in the science of alcohol abuse and dependence, this initiative, based in rural health care settings, will examine the risk factors for underage alcohol consumption among children in rural and small urban areas and will develop and test community-based, longitudinal prevention and intervention programs.

Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Prevention (SAMHSA/CSAP)

- **Strategic Prevention Framework (SPF) SIG (new in FY 2004):** The SPF SIG Grants build on the successful State Incentive Cooperative Agreements, which have given the governors of 44 States and Territories the opportunity to enhance their States' substance abuse prevention systems and fill gaps in programs with evidence-based services to address the widespread problems related to substance abuse. SAMHSA's FY04 SPF SIG grants will give States and communities the opportunity to focus resources on critical needs identified through an epidemiologically based State Needs Assessment, and they will subsequently target populations and ages across the life span with evidence-based prevention and early intervention policies, programs and practices. SPF SIGs will also support States by providing prevention resources and facilitating systems improvement to help ensure successful transition from the SAPT Block Grant to Performance Partnerships. The grants will receive support for up to five years, subject to availability of funding. As such, they are intended to fulfill SAMHSA's overall goal of increasing the capacity and effectiveness of States and communities as they respond to critical problems and needs by implementing SAMHSA's Strategic Prevention Framework. The SPF SIG grant offers an excellent vehicle for supporting the goals of this underage drinking initiative. State applicants must therefore include the prevention of underage alcohol consumption in their SPF SIG Project and provide a comprehensive strategy that addresses this problem, in addition to other SPF SIG priorities. All tasks, including needs assessment, consensus building, planning, funding allocations, implementation and evaluation must be carried out with a consideration for this.
- **The Center for Strategic Dissemination: Underage Alcohol Use (new in FY 2004)** CSAP's Prevention Center for Strategic Dissemination is a dissemination entity within CSAP/DPE that will provide resources, message development, and public education for preventing underage alcohol use. This project will provide ongoing support for the Too Smart Too Start initiative and Reach Out Now Teach Ins. The Center also will provide multi-faceted evidence-based approaches that communities in the nation can use to build resiliency and enhance protective factors and reduce the risk factors associated with underage alcohol use. In addition, the Center will develop a cadre of trainers and facilitators to assist communities in providing evidence-based strategies for preventing underage alcohol use.
- **Mothers Against Drunk Driving (MADD) In FY 2004:** CSAP is providing support for one year to MADD to support them in building a partnership with three Indian reservations. In 2002, these tribes were awarded funding to implement Protecting You/Protecting Me (PYPM), a MADD alcohol use prevention curriculum for elementary students that is a CSAP Model Program. The project entails observation, analysis and documentation of the transcultural process leading to modifications of the curriculum.

- **Service to Science** (new in FY 2004): In FY 04, SAMHSA/CSAP plans to fund a Service to Science initiative through the CAPTs. The purpose of this initiative will be to award "mini-grants" to prevention intervention model developers to assist them in organizing and documenting the effectiveness of their model programs in preparation for submission to NREP. Approximately 20 percent of funds for this initiative will be targeted for model developers who are focusing on underage drinking interventions. It is expected that approximately four "mini-grants" will be funded.

Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Treatment (SAMHSA/CSAT)

- **Access to Recovery** -. Access to Recovery (ATR) is a Presidential initiative to provide consumer choice among substance abuse clinical treatment and recovery support service providers, expand access to a comprehensive array of clinical treatment and recovery support options (including faith-based programmatic options), and increase substance abuse treatment capacity. States and Tribal Organizations may implement the program statewide or may target geographic areas of greatest need, specific populations in need, or where there is a high degree of readiness to implement a voucher program. Through the ATR grants, these entities will have flexibility in designing and implementing voucher programs to meet the needs of consumers in the State/tribal community. They are encouraged to support any mixture of traditional clinical treatment and recovery support services that can be expected to achieve the program's goal of achieving successful outcomes for the largest number of people at the lowest available cost.

DEPARTMENT OF EDUCATION

The Department of Education expects to make both new (about 11 new awards) and continuation awards in FY 2004. Additionally, funds have been appropriated to support Grants to Reduce Alcohol Abuse, the Higher Education Grants, and, the Alcohol and Drug abuse Prevention Models in Higher Education. Performance reports for the Safe and Drug-Free Schools and Communities Act State Grants do not break down expenditures for alcohol-related programming. State and local educational agencies and community-based recipients under the SDFSCA State Grants Program may elect to use funds to address alcohol and other drug prevention as well as violence. Districts overwhelmingly used funds to address both alcohol and other drug use and violence.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION (NHTSA)

The following is new proposed projects for FY04:

- **Underage Drinking Enforcement Demonstrations:** NHTSA is working with the National Liquor Law Enforcement Association (NLLEA) to disseminate research and legal analyses and conduct demonstration projects. The demonstrations will test the effectiveness of enforcement programs targeting

over-service by licensed establishments, assess various compliance check frequencies, and examine the effectiveness of door staff training for reducing underage access to alcohol. A nationwide database of alcohol laws and liquor enforcement activities will also be developed.

- **Strategies for Engaging Youth Serving Organizations:** NHTSA is working with the National Organizations for Youth Safety (NOYS) to identify promising strategies for reducing underage drinking. In addition, an infrastructure will be developed for sustaining a youth program coalition.
- **Rapid Response to College Drinking Problems:** NHTSA will work with the National Institute on Alcohol Abuse and Alcoholism (NIAAA) to support a Rapid Response to College Driving Problems program. The program will facilitate evaluation of programs addressing excessive and underage drinking by college students.
- **Youth Data Compendium:** A compendium of data relevant to youth programs and underage drinking will be compiled. This report will address a comprehensive range of data concerning traffic safety problems among youth ages 8-24.
- **Zoning and Ordinance Plans to Prevent Underage Drinking and Impaired Driving:** NHTSA and the Responsible Hospitality Institute will develop a web-based resource guide and recommendations on local community policies and processes to address underage drinking and impaired driving. Demonstrations of these strategies will be conducted in selected sites.

OFFICE OF NATIONAL DRUG CONTROL POLICY (ONDCP)

- **New Publication:** This year, ONDCP will release a booklet focused on college-aged drug and alcohol use. The booklet on campus substance abuse issues will contain information on underage drinking and policy/program directions to address binge drinking on campus. Outreach activities continue to find venues to bring ONDCP's perspective on youth alcohol and drug use to college health professionals, BACCHUS-GAMMA and the Inter-Association Task Force, who together represent over 35 national organizations with members from colleges representing the areas of student personnel, student activities, campus health centers, college presidents, college administrators, and college students.

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP)

- **Enforcing the Underage Drinking Laws:** The design of the EUDL block grant program is the same. Also, the pattern of national training and technical assistance provision will continue with expansion of the scope of training topics and exploration of innovative delivery techniques. The discretionary EUDL program will establish a new Rural Communities Initiative that will enable rural

communities to conduct research-based prevention planning by using accurate and timely information regarding state-of-the-art practices and initiatives that have proven to be effective in reducing underage drinking. This initiative will seek to reduce underage drinking in rural communities by systematically implementing identified best or promising practices that increase the enforcement of underage drinking laws and enhance prevention programming. To better understand underage alcohol-related issues, OJJDP has partnered with the National Institutes of Health, NIAAA, which will conduct research to evaluate programming that aims to reduce the underage drinking problem in small towns and rural America.

CHAPTER 3

PREVENTION OF UNDERAGE DRINKING:

FEDERAL AGENCY BUDGET REQUESTS IN 2005

BUDGET REQUESTS FOR PREVENTION OF UNDERAGE DRINKING IN 2005

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children, Youth and Families (ACYF)/Family and Youth Services Bureau (FYSB)

For FY 2005, the President's Budget includes a request for the Basic Centers Program, the Transitional Living Program, and The Street Outreach Program, each of which will provide support for substance abuse prevention. The 2005 PB also includes a request for funding the National Youth Summit and the Mentoring of Children's of Prisoners Program.

Centers for Disease Control and Prevention (CDC)

No specific items focusing only on prevention of underage drinking. The surveillance systems have been included in the budget through their respective programs.

National Institute on Alcohol, Alcohol Abuse, and Alcoholism (NIAAA) The FY 2005 President's Budget request includes funds for research on underage drinking. With these funds, NIAAA intends to develop and evaluate new prevention and intervention methods based on the most current scientific understanding of developmental neurobiology and on studies that will address the unique interplay of biology, psychology, and socio-cultural influences during adolescence that affects how young people respond to alcohol at multiple levels.

Substance Abuse and Mental Health Services Administration/Center for Substance Abuse Prevention (SAMHSA/CSAP)

- **SAMHSA/CSAP Alcohol Activities Planned for FY 2005** The President's budget for 2005 includes funding for the SAPT Block Grant, of which a minimum of 20% will be available from each state's allotment to fund prevention programs.
- **The Strategic Prevention Framework Grants.** These grants, with their emphasis on underage drinking will continue in 2005. (For details, see new programs in FY 2004)
- The **SAPT Block Grant** for FY 2005 will continue to monitor alcohol and other drug resources by the States, and will include voluntary National Outcome Measures which include, along with illicit drugs and tobacco, questions about: rates of availability (retail accessibility) of alcohol to minors, perceptions of harm from use of alcohol by those 18 or under, and attitudes toward use of alcohol by those 18 or under.

Substance Abuse and Mental Health Services Administration Treatment (SAMHSA/CSAT)

CSAT has no new specific underage drinking programs planned for 05. However, the President's budget does include an expansion of the ATR program.

U.S. DEPARTMENT OF EDUCATION

The President's FY 2005 request does not include funding for the Grants to Reduce Alcohol Abuse because it is duplicative of other Elementary and secondary Education Act Programs. LEAs receiving SDFSCA State Grant Program funds or Safe Schools/Healthy Students funds may use those sources of funds to support similar activities as part of their comprehensive drug and violence prevention strategy. No funding has been sought for Alcohol and Drug Abuse Prevention Models in Higher Education. Performance reports for the Safe and Drug-Free Schools and Communities Act State Grants do not break down expenditures for alcohol-related programming. State and local educational agencies and community-based recipients under the SDFSCA State Grants Program may elect to use funds to address alcohol and other drug prevention as well as violence. Districts overwhelmingly used funds to address both alcohol and other drug use and violence.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION (NHTSA)

Funding has been requested for impaired driving projects in FY 2005. The proposed amount of funding allocated to underage drinking prevention programs for FY05 has not been determined.

OFFICE OF NATIONAL DRUG CONTROL POLICY (ONDCP)

Funding has been requested for the Drug Free Communities program and the Media Campaign.

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP)

The President's FY 2005 budget request does not include funding for the EUDL program.