

**Reducing Underage Drinking in Wyoming:
A Collective Responsibility**



The Wyoming Response to

**THE INSTITUTE OF MEDICINE/
NATIONAL ACADEMY OF SCIENCES REPORT**

Governor's Substance Abuse and Violent Crime Advisory Board

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Introduction

In 2002, Congress directed the National Research Council and the Institute of Medicine to form a committee to review a broad range of federal, state and non-governmental programs in order to develop a national strategy to reduce and prevent underage drinking in this country. In conducting this review, the committee relied on scientific literature, research, public input and the expertise of the selected members. In September 2003, the Institute of Medicine National Research Council of the National Academy of Sciences released the committee's findings, and in spring of 2004, published the committee's report entitled "Reducing Underage Drinking – A Collective Responsibility." The IOM/NAS Report (as it is commonly being referred to) is a national strategy that essentially provides a research-based blueprint for action at the national, state and local community levels. This report is available online at: <http://www.nap.edu>

In March of 2005, Wyoming First Lady Nancy Freudenthal requested that the Governor's Substance Abuse and Violent Crime Advisory Board assess the state-of-the-state in regards to underage drinking and requested that the Board also formulate a formal State of Wyoming response to the IOM/NAS Report. Subsequently, The Governor's Board appointed a sub-committee to work with the Advisory Council of the Enforcing Underage Drinking Laws (EUDL) program to conduct the statewide assessment and to formulate a state response to the national report.

Each of the eight strategy components contained within the IOM/NAS Report were assigned to specific members of this work group with the expertise and experience in the assigned topic area. These individual areas were researched with the specific purpose of assessing each of the state and local recommendations in the IOM/NAS Report for their applicability and usefulness for Wyoming. These individual preliminary findings were then brought back to the entire work group for discussion, modification and approval for inclusion in the full report. This process involved a series of individual and collective meetings over the next six months.

Near the end of September 2005, the work group made a presentation of findings and delivered a rough draft of this report to the Governor's Board. The Board endorsed the rough draft so it could be made available for public comment for a sixty day period. Press announcements requesting public review and comment were issued and published throughout the state. The rough draft was made available for public viewing and downloading on the Wyoming First Lady's Initiative to Reduce Childhood Drinking website (<http://www.wfli.org>). This website was also used as the mechanism for submitting comments.

At the conclusion of a ninety day public comment period, the work group met once more to discuss the comments that were received and to modify portions of the rough draft if necessary. The work group made several modifications and drafted the final report. The Advisory Council of the Enforcing Underage Drinking Laws Program has also developed an easy-to-read reference booklet that summarizes the essential information contained in this report as a concise "Blueprint for Action." The final report, along with the reference booklet, were presented, reviewed and approved by the Governor's Board in August of 2006.

The Executive Summary of the IOM/NAS report, as well as the "Blueprint for Action," are available for viewing and downloading on <http://www.wfli.org>.

National Executive Summary

Alcohol use by young people is dangerous, not only because of the risks associated with acute impairment, but also because of the threat to their long-term development and well-being. Traffic crashes are perhaps the most visible of these dangers with alcohol being implicated in nearly one-third of youth traffic fatalities. Underage alcohol use is also associated with violence, suicide, educational failure, and other problem behaviors. All of these problems are magnified by early onset of teen drinking: the younger the drinker, the worse the problem. Moreover, frequent heavy drinking by young adolescents can lead to mild brain damage. The social cost of underage drinking has been estimated at \$53 billion including \$19 billion from traffic crashes and \$29 billion from violent crime.

More youth drink than smoke tobacco or use other illegal drugs. Yet federal investments in preventing underage drinking pale in comparison with resources targeted (mostly to youth) at preventing illicit drug use. In fiscal year 2000, \$71.1 million was targeted at preventing underage alcohol use by the U.S. Departments of Health and Human Services (HHS), Justice, and Transportation. In contrast, the fiscal year 2000 federal budget authority for drug abuse prevention (including prevention research) was 25 times higher, \$1.8 billion, for tobacco prevention funding for the Office of Smoking and Health, only one of several HHS agencies involved with smoking prevention, was approximately \$100 million with states spending a great deal more with resources from the states' Medicaid reimbursement suits against the tobacco companies.

Although it is illegal to sell or give alcohol to youth under age 21, they do not have a hard time getting it and they often get it from adults. More than 90 percent of twelfth graders report that alcohol is “very easy” or “fairly easy” to get. When underage youth drink, they drink more heavily and recklessly than adults. They report that they “usually” drink an average of four and a half drinks, an amount very close to the threshold of five drinks typically used to define heavy drinking (also referred to as binge drinking). In contrast, adult drinkers report usually fewer than three drinks.

In response to a congressional request in the HHS fiscal year 2002 appropriations act, the Board on Children, Youth and Families of the National Research Council and the Institute of Medicine formed the Committee on Developing a Strategy to Reduce and Prevent Underage Drinking. The committee was directed to review a broad range of federal, state, and non-governmental programs from environmental interventions to programs focusing directly on youth attitudes and behaviors and to develop a cost-effective strategy to reduce and prevent underage drinking. In conducting this review, the committee relied on the available scientific literature, including a series of papers written for the committee, public input, and its expertise.

The committee conducted its work within the framework of the current national policy establishing 21 as the minimum legal drinking age in every state. They concentrated more on population-based primary prevention approaches rather than on individual oriented approaches. The committee reached the fundamental conclusion that underage drinking cannot be successfully addressed by focusing on youth alone.

Youth drink within the context of a society in which alcohol use is normative behavior and images about alcohol are pervasive. They usually obtain alcohol – either directly or indirectly – from adults. Efforts to reduce underage drinking, therefore, need to focus on adults and must engage the society at large.

(National Executive Summary – continued)

The preeminent goal of the recommended strategy is to create and sustain a broad societal commitment to reduce underage drinking. Such a commitment will require participation by multiple individuals and organizations at the national, state, local, and community levels who are in a position to affect youth decisions – including parents and other adults, alcohol producers, wholesalers and retail outlets, restaurants, and bars, entertainment media, schools, colleges and universities, the military, landlords, community organizations, and youths themselves. The nation must collectively pursue opportunities to reduce the availability of alcohol to underage drinkers, the occasions for underage drinking, and the demand for alcohol among young people.

Wyoming Executive Summary

Wyoming has not escaped the tragic health, social and economic problems which often result from the use of alcohol by our youth. Underage drinking is a causal factor in a host of serious problems, including homicide, suicide, traumatic injury, drowning, burns, violent and property crime, high risk sex, fetal alcohol syndrome, alcohol poisoning, and need for treatment for alcohol abuse and dependence. A review of a few, relevant Wyoming statistics in this regard reveals an alarming trend in our state.

The results of the 2005 Youth Risk Behavior Survey (YRBS) indicate the pervasiveness of alcohol in the lives of teens in our state. According to the 2005 YRBS results, Wyoming students (9th through 12th grades) are self-reporting alcohol use as follows:

- 77.2% have consumed alcohol in their lifetime (4th in the nation);
- 45.4% have consumed alcohol in the past 30 days (10th in the nation);
- 32% reported binge drinking (consuming five or more drinks within a couple of hours) in the past 30 days (4th in the nation); and
- 27% have had their first drink of alcohol before the age of 13(11th in the nation).

Young people who begin drinking before age 15 are four times more likely to develop alcohol dependence and are two and one-half times more likely to become abusers of alcohol than those who begin drinking at age 21 (Grant, B.F. & Dawson, D.A. 1997, *Journal of Substance Abuse* 9:103-110). In 2002, 666 youth 12-20 years old were admitted for alcohol treatment in Wyoming, accounting for 20.2% of all treatment admissions for alcohol abuse in the state (Office of Applied Studies, SAMHSA-TEDS).

Underage drinking cost the citizens of Wyoming \$132 million in 2001. These costs include medical care, work loss, and pain and suffering associated with the multiple problems resulting from the use of alcohol by youth (Levy, D.T., Miller, T.R. & Cox, and K.C. 2003 PIRE). This translates to a cost of \$2,327 per year for each youth in the state. A host of other related problems contribute substantially to the overall cost as well. Along with teen mothers, fetal alcohol syndrome (FAS) alone cost Wyoming \$2 million in 2001. Wyoming ranks twentieth in the country for cost per youth for underage drinking. Excluding pain and suffering from these costs, the direct costs of underage drinking incurred through medical care and loss of work costs Wyoming \$50 million each year.

Youth violence and traffic crashes attributable to alcohol use by underage youth in Wyoming represent the largest costs for our state. Wyoming ranks above the national average in alcohol related fatalities per 100 million miles traveled. According to the 2004 *Wyoming's Comprehensive Report on Traffic Crashes* published by the Wyoming Department of Transportation, 27.7% of the motor vehicle crashes that occurred in the state during 2004 involved drivers 14 to 20 years of age. Of all the alcohol-related crashes, nearly one-fifth (18%) involved drivers aged 14 to 20. Wyoming ranks eighth in the nation for youths driving and drinking. (2005 YRBS results: 9th through 12th grades)

In 2002, the Wyoming Legislature enacted Wyoming Statute 9-2-122 entitled: the Substance Abuse Control Plan for Prevention Services. This statute charged the Wyoming Department of Health with the responsibility to develop a detailed, comprehensive substance abuse control plan for prevention, early intervention and treatment of alcohol and controlled substance abuse in the State of Wyoming. Subsequently, the Substance Abuse Control Plan was developed and the Legislature funded the Plan in 2003 through House Bill 59. A key element of the Substance Abuse Control Plan focuses on a strong commitment to statewide prevention efforts and a reliance on science-based, proven best-practices.

(Wyoming Executive Summary – continued)

The information and recommendations contained in this report provide the framework for a variety of state and community actions that will be necessary in order to effectively reduce underage drinking in Wyoming. These recommendations are based on the Institute of Medicine/National Academy of Sciences Report: Reducing Underage Drinking – A Collective Responsibility. It is important to note that the Governor’s Substance Abuse and Violent Crime Advisory Board undertook a year-long process to methodically assess and evaluate the findings and recommendations contained in the national report for their value and relevance to Wyoming’s environment. The recommendations contained in this report are Wyoming specific, and together form the basis for a comprehensive, statewide strategy that is currently being incorporated into the Wyoming Department of Health’s Substance Abuse Control Plan.

Holding youth solely responsible for underage drinking is unreasonable. As the national report concluded, *“Youth drink within the context of a society in which alcohol use is normative behavior and images about alcohol are pervasive.”* Efforts to reduce underage drinking, therefore, need to focus on adults and must engage the society at large.

There is no one “silver bullet” that will provide all the solutions to the issues Wyoming is currently facing. Wyoming’s Response is comprised of a series of science-based recommendations that focus efforts on eight critical areas: Public Awareness; Alcohol Advertising; Education; Limiting Access; Alcohol Excise Taxes; Collaboration; Governmental Assistance; and Research and Evaluation.

The problem of underage drinking in Wyoming is serious but not insurmountable. It will, however, require serious effort. It will also require determination and commitment to a long-termed effort on the part of our citizens, state and community leaders to get involved and to take the action necessary to make a difference. It is our Collective Responsibility.

Strategy Component: Media Campaign

National Response

Most adults express concern about youth drinking and support public policy actions to reduce youth access to alcohol. Nonetheless, youth obtain alcohol from adults. Parents tend to dramatically underestimate underage drinking and particularly their own children's. The first component in the strategy calls for the development of a media campaign, including rigorous formative research on effective messages, aimed at increasing specific actions meant to reduce underage drinking and decrease adult conduct that facilitates underage drinking.

National Recommendations

Recommendation N6-1: The federal government should fund and actively support the development of a national media effort as a major component of an adult-oriented campaign to reduce underage drinking (NAS, Recommendation 6-1)¹.

Recommendation N6-2: Intensive research and development of a youth-focused media campaign relating to underage drinking should be initiated at the national level (NAS, recommendation 10-1)².

Recommendation N7-1: All segments of the alcohol industry that profit from underage drinking, inadvertently or otherwise, should join with other private and public partners to establish and fund an independent nonprofit foundation with the sole mission of reducing and preventing underage drinking.

State Response

Wyoming, until recently, has never engaged in a concerted or statewide effort to raise awareness or provide information to its citizens regarding the tragic health, social, and economic consequences resulting from the use of alcohol by youth. The current level of alcohol consumption by Wyoming youth is alarming as evidenced by the fact that in 2001 underage drinkers consumed 23% of all alcohol sold in the state³. Equally alarming is the fact that Wyoming is among the top states in the nation in several categories involving alcohol and youth: early consumption (by age 13), binge drinking, and driving after drinking⁴. The often heard "rite of passage" argument, as well as other cultural themes relating to "individualism" and the "rugged West" mentality have been identified as significant barriers that will have to be overcome.

Midyear in 2004, the State of Wyoming initiated a campaign to raise citizen awareness and to begin the process of changing public norms involving youth and alcohol. This social marketing campaign to reduce underage drinking in Wyoming, (now officially known as the Wyoming First Lady's Initiative) was initiated as a collaborative effort between the Wyoming Department of Family Services (DFS) and the Wyoming Department of Health, Substance Abuse Division (SAD). DFS provided funding for the production of the media materials and the development of a Wyoming-specific communication strategy. SAD provided funding from the Enforcing the Underage Drinking Laws (EUDL) program grant for the distribution, dissemination and placement of the produced media, as well as providing for the coordination, technical assistance and support services necessary to enhance local involvement.

¹ 4 NAS refers to the National Academy of Science's Institute of Medicine's report, "Reducing Underage Drinking, A Collective Responsibility". The related recommendations are noted for cross-referencing purposes.

² Ibid.

³ Underage Drinking in Wyoming: The Facts, publication produced by the Pacific Institute for Research and Evaluation (PIRE), March 2004

⁴ 2005 Youth Risk Behavior Survey (YRBS) data

(Strategy Component: Media Campaign - continued)

Phase One of Wyoming's messaging campaign was directed at adults and was intended to increase awareness and stimulate individual action. This phase of the campaign revolved around remarks made by Wyoming First Lady Nancy Freudenthal at community forums across the state: "*Educate Yourself*," "*Take Action*," and "*Be the Change You Want to See*." The official branding for all phases of the campaign is represented by the message "*Wyoming – where life itself is a ride*," and is at the center of a buckle design image.

Phase Two of this messaging campaign was aimed at delaying the onset of drinking and to deliver the message that underage drinking in the state will no longer be tolerated or ignored. An image of a youthful rider on a bucking horse with the message "*Help kids stay on longer*" and an image of gloved hands holding reins with the message "*Alcohol and youth do not have a free rein in Wyoming*" are portrayed on billboards and posters distributed across the state.

A website (<http://www.wfli.org>) has been established to support, enhance and coordinate the statewide messaging campaign. It is designed for use by the general public as well as by professionals working in the prevention field. Updated weekly, the site has averaged 45,000 hits per month since it was launched on December 3, 2004.

Additionally, numerous appearances across the state by First Lady Nancy Freudenthal at community forums and Town Hall meetings have generated inordinate and considerable media coverage and attention to the issues. A network of county leaders and local advocates has been formed to help localize the messaging campaign, to enhance education and awareness efforts and to stimulate and support communities to action.

Officially launched on November 16, 2004, this social marketing campaign was initially intended to be a six month effort. Funding for the media dissemination (the airing of radio and television public service announcements in selected markets throughout Wyoming and the placement of billboards in 16 locations as well as coordination, technical assistance and support services) expired on May 15, 2005. Billboard placement continued statewide through the summer of 2005. Efforts are currently underway to secure funding to continue the website and to expand the statewide messaging campaign.

State Recommendations

- Recommendation SI-1:* Continue and expand the Wyoming First Lady's Initiative to Reduce Underage Drinking statewide media campaign. The campaign should incorporate the following strategies:
- Allocation of sufficient resources to mount an aggressive messaging campaign for the next two years.
 - Design and delivery of media should coincide with and enhance a national campaign.
 - Coordination and support services should be provided to assist communities in localizing and enhancing the messaging campaign.
 - Messaging directed at adults should be continued and dissemination efforts expanded.
 - Media directed at high school and college-age youth should be produced and an appropriate strategy for distribution devised and implemented.

(Strategy Component: Media Campaign - continued)

- Messaging efforts should focus on supporting the implementation of best-practice environmental strategies at the community and state levels.
- Website should be continued and expanded, and should provide a continuous update of national, state and community developments. The website should be updated on a weekly basis and should also focus on providing model policies, ordinances and prevention strategies.
- Media produced should include, but not be limited to: print, billboards, radio, television, posters, banners, refrigerator magnets and camera-ready art.

Recommendation SI-2: The State of Wyoming is profiting indirectly through illegal sales. All segments of the alcohol industry that profit from underage drinking should join with other private and public partners to establish and support an independent foundation with the sole mission of reducing and preventing underage drinking in Wyoming. The foundation shall ensure that local communities have funding opportunities to implement local recommendations.

Local Recommendations

Recommendation LI-1: Encourage local messaging efforts to coordinate, coincide with, support and enhance the statewide media campaign. Community stakeholders should work to close gaps and remedy deficiencies in the statewide dissemination strategy.

Recommendation LI-2: Endorse local efforts to focus on localizing the messaging and facilitating community action to include writing letters to the editor; scheduling press conferences; hosting community forums such as town hall meetings; and placing radio or television, poster, and billboard public service announcements throughout the community.

Recommendation LI-3: Local coalitions should serve as the information source for members of the media for contact information on local underage drinking efforts and to provide feedback to the state campaign.

Strategy Component: Alcohol Advertising

National Response

A substantial portion of alcohol advertising reaches an underage audience and is presented in a style that is attractive to youth. For example, television alcohol advertisements routinely appear on programs for which the percentage of underage viewers is greater than the percentage of underage youth in the population. Although a clear causal link between advertising and youth consumption has not been established, youth exposure to advertising and marketing of products with particular appeal to youth should be reduced. Strengthened self-regulation would be in keeping with the industry's commitment to avoid sales to minors and recommendations by the Federal Trade Commission (FTC) in 1999 regarding industry advertising standards. Only one company has adopted the FTC's 1999 recommendation that the industry create independent, external review boards to address complaints regarding violations of advertising codes.

In light of constitutional constraints on direct advertising restrictions and to enable the industry to be responsive to public concerns about advertising, the most fruitful governmental response would be to facilitate public awareness of advertising practices.

National Recommendations

Recommendation N7-2: Alcohol companies, advertising companies and commercial media should refrain from marketing practices (including product design, advertising and promotional techniques) that have substantial underage appeal and should take reasonable precautions in the time, place and manner of placement and promotion to reduce youthful exposure to other alcohol advertising and marketing activities.

Recommendation N7-3: The alcohol industry trade associations, as well as individual companies, should strengthen their advertising codes to preclude placement of commercial messages in venues where a significant portion of the expected audience is underage, to prohibit the use of commercial messages that have substantial underage appeal, and to establish independent external review boards to investigate complaints and enforce the codes.

Recommendation N7-4: Congress should appropriate the necessary funding for the U.S. Department of Health and Human Services to monitor underage exposure to alcohol advertising on a continuing basis and to report periodically to Congress and to the public. The report should include information on the underage percentage of the exposed audience and estimated number of underage viewers of print and broadcasting alcohol advertising in national markets and for television and radio broadcasting in a selection of large or regional markets.

(Strategy Component: Alcohol Advertising - continued)

State Response

Wyoming has no statewide regulations in place that restrict advertising. This may vary somewhat from community to community in terms of zoning restrictions; however, these generally apply to size, placement and materials used. Many local celebrations include alcohol industry sponsorship and advertising. These venues are often advertised as “family events” and include large numbers of youth.

State Recommendations

- Recommendation S1-3:* The state should establish guidelines for alcohol sponsorship and alcohol advertising for state-sponsored or state-funded events, especially in venues that include a large number of young people.

- Recommendation S1-4:* The state should support and encourage local communities to review policies regarding alcohol sponsorship at events that include a large number of young people.

Local Recommendations

- Recommendation L1-4:* Local communities should strengthen their advertising codes to preclude placement of alcohol messages and alcohol industry sponsorship in venues where a significant portion of the audience is expected to be young people.

- Recommendation L1-5:* Local communities should establish a process to investigate complaints and enforce the codes. The results of these complaints should be made available to the public on a regular basis.

Strategy Component: Limiting Access

National Response

Limiting youth access to alcohol has been shown to be effective in reducing and preventing underage drinking and drinking related problems. Since 21 became the nationwide legal drinking age there have been significant decreases in drinking, fatal traffic crashes, alcohol-related crashes and arrests for “driving under the influence” (DUI) among young people. Given the widespread availability of alcohol and easy access by underage drinkers, minimum-drinking laws must be enforced more effectively along with social sanctions. The effectiveness of underage drinking laws could be enhanced through such approaches as compliance checks, server training, zero tolerance laws and graduated driver’s license laws.

National Recommendations

Recommendation N9-1: The minimum drinking age laws of each state should prohibit:

- Purchase or attempted purchase, possession and consumption of alcoholic beverages by persons under 21;
- Possession of and use of falsified or fraudulent identification to purchase or attempt to purchase alcoholic beverages;
- Provision of any alcohol to minors by adults, except to their own children and in their own residences; and
- Underage drinking in private clubs and establishments.

Recommendation N9-2: States should strengthen their compliance check programs in retail outlets using media campaigns and license revocation to increase deterrence.

- Communities and states should undertake regular and comprehensive compliance check programs including notification of retailers concerning the program and follow-up communication to them about the outcome (sale/no sale) for their outlet.
- Enforcement agencies should issue citations for violations of underage sales laws with substantial fines and temporary suspension of license for first offenses and increasingly stronger penalties thereafter, leading to permanent revocation of license after three offenses.
- Communities and states should implement media campaigns in conjunction with compliance check programs detailing the program, its purpose and its outcomes.

Recommendation N9-3: The federal government should require states to achieve designated rates of retailer compliance with youth access prohibitions as a condition of receiving relevant block grant funding, similar to the Synar Amendment requirements for youth tobacco sales.

Recommendation N9-4: States should require all sellers and servers of alcohol to complete state-approved training as a condition of employment.

Recommendation N9-5: States should enact or strengthen dram shop liability statutes to authorize negligence-based civil actions against commercial providers of alcohol for serving or selling alcohol to a minor who subsequently causes injury to others, while allowing a defense for sellers who have demonstrated compliance with responsible business practices. States should include in

(Strategy Component: Limiting Access - continued)

their dram shop statutes key portions of the Model Alcoholic Beverage Retail Licensee Liability Act of 1985, including the responsible business practices defense.

Recommendation N9-6: States that allow internet sales and home delivery of alcohol should regulate these activities to reduce the likelihood of sales to underage purchasers:

- Require all packages for delivery containing alcohol to be clearly labeled as such;
- Require persons who deliver alcohol to record the recipient's age identification information from a valid government-issued document (such as a driver's license or ID card); and
- Require recipients of home delivery of alcohol to sign a statement verifying receipt of alcohol and attesting that he or she is of legal age to purchase alcohol.

Recommendation N9-7: States and localities should implement enforcement programs to deter adults from purchasing alcohol for minors. States and communities should:

- Routinely undertake shoulder tap or other prevention programs targeting adults who purchase alcohol for minors, using warnings rather than citations for the first offense;
- Enact and enforce laws to hold retailers responsible, as a condition of licensing, for allowing minors to loiter and solicit adults to purchase alcohol for them on outlet property; and
- Use nuisance and loitering ordinances as a means of discouraging youth from congregating outside of alcohol outlets in order to solicit adults to purchase alcohol.

Recommendation N9-8: States and communities should establish and implement a system requiring registration of beer kegs that records information on the identity of purchasers.

Recommendation N9-9: States should facilitate enforcement of zero tolerance laws in order to increase their deterrent effect. States should:

- Modify existing laws to allow passive breath testing, streamlined administrative procedures and administrative penalties; and
- Implement media campaigns to increase young people's awareness of reduced BAC limits and of enforcement efforts.

Recommendation N9-10: States should enact and enforce graduated driver licensing laws.

Recommendation N9-11: States and localities should routinely implement sobriety checkpoints.

Recommendation N9-12: Local police, working with community leaders, should adopt and announce policies for detecting and terminating underage drinking parties, including:

- Routinely responding to complaints from the public about noisy teenage parties and entering the premises when there is probable cause to suspect underage drinking is taking place;

(Strategy Component: Limiting Access - continued)

- Routinely checking, as a part of regular weekend patrols, open areas where teenage drinking parties are known to occur; and
- Routinely citing underage drinkers and, if possible, the person who supplied the alcohol when underage drinking is observed at parties.

Recommendation N9-13: States should strengthen efforts to prevent and detect use of false identification by minors to make alcohol purchases. States should:

- Prohibit the production, sale, distribution, possession and use of false identification for attempted alcohol purchase;
- Issue driver's licenses and identification cards that can be electronically scanned;
- Allow retailers to confiscate apparently false identification for law enforcement inspection; and
- Implement administrative penalties (e.g., immediate confiscation of a driver's license and issuance of a citation resulting in a substantial fine) for attempted use of false identification by minors for alcohol purchases.

Recommendation N9-14: States should establish administrative procedures and non-criminal penalties, such as fines or community service, for alcohol infractions by minors.

State Response

Wyoming should continue its work to protect youth from alcohol. While some laws have been passed relating to youth access to alcohol, a review of the recommendations of the IOM/NAS report reveals more needs to be accomplished. Continuous review and revision of youth access laws are vital in today's changing environment.

State Recommendations

Recommendation S1-5: Encourage the Wyoming State Legislature to do an interim review of state statutes using the Wyoming Response as a blueprint to reduce youth access to alcohol.

Recommendation S1-6: Strengthen Wyoming's compliance check programs in retail outlets, using media campaigns and license revocation to increase compliance. The state should support communities to undertake regular and comprehensive compliance check programs, including notification of retailers concerning the program and follow-up communication about the outcome.

Recommendation S1-7: Wyoming's role in education, prevention and enforcement needs to be reviewed and clarified.

Recommendation S1-8: Monitor the system requiring registration of beer keg sales.

(Strategy Component: Limiting Access - continued)

Recommendation SI-9: Encourage consistent penalties for selling alcohol to a minor or possession and consumption of alcohol by an underage person.

Recommendation SI-10: Wyoming should implement media campaigns in conjunction with compliance check programs detailing the program, its purpose and its outcomes.

Recommendation SI-11: Implement mandatory evidence-based alcohol server education for employees of licensed alcohol establishments.

Recommendation SI-12: Encourage the use of identification reading tools in all Wyoming alcohol outlets.

Recommendation SI-13: Provide training to retailers on Title 12 that includes information on retailer liability for sales to underage persons and enforcement of license suspension/revocation laws.

Recommendation SI-14: Prohibit the production, sale, distribution, possession and use of false identification for attempted alcohol purchase.

Recommendation SI-15: Implement administrative penalties (e.g., immediate confiscation of a driver's license and issuance of a citation resulting in a substantial fine) for attempted use of false identification by minors for alcohol purchases.

Recommendation SI-16: Continue to monitor and control the number of alcohol outlets.

Local Recommendations

Recommendation LI-6: Communities should review existing county resolutions and city ordinances related to underage drinking and strengthen the ordinances accordingly, including an environmental focus on zoning, outlet density and related issues.

Recommendation LI-7: Adopt and announce policies by public safety officials (working with community leaders) for detecting and eliminating underage drinking, including:

- Routinely responding to complaints from the public about parties involving underage drinking and legally entering the premises where suspected underage drinking is taking place;
- Routinely checking, as a part of regular weekend patrols, areas where underage drinking is known to occur;
- Routinely citing underage drinkers and, if possible, the person who supplied the alcohol, when underage drinking is observed at parties ;
- During events that draw large crowds of underage persons, publicize a zero tolerance for underage drinking and have law enforcement at the event; and
- Alcohol education should be mandated for the offender; and other deterrents such as community service, fines and letters of notification to parents of offending minors should also be used.

(Strategy Component: Limiting Access - continued)

Recommendation L1-8: Public safety officials should make the reduction of underage drinking a priority. Public safety officials should focus on the elimination of underage drinking and driving.

Strategy Component: Youth-Oriented Interventions

National Response

Although the proposed strategy focuses mainly on adult attitudes and behavior toward underage drinking and reducing the availability of alcohol to underage youth, approaches that directly target youth are also needed. A national youth-oriented media campaign to reduce and prevent underage drinking would be premature in the absence of more evidence supporting this approach. However, effective education-oriented approaches in schools and other settings aimed at preventing alcohol use by youth, as well as interventions with youth who have already developed alcohol problems, play a role. Interventions that rely on provision of information alone or that focus on increasing self-esteem or resisting peer pressure have not been demonstrated to be effective.

Residential colleges and universities have witnessed serious drinking problems among students under 21. Despite efforts by nearly all campuses to address this problem, heavy drinking has not declined over the past decade. Residential colleges and universities are in a unique position to develop and evaluate comprehensive approaches that address both individual and population-level issues.

National Recommendations

Recommendation N10-1: Intensive research and development for a youth-focused national media campaign relating to underage drinking should be initiated. If this work yields promising results, the inclusion of a youth-focused campaign in the strategy should be considered.

Recommendation N10-2: The U.S. Department of Health and Human Services and the U.S. Department of Education should fund only evidence-based education interventions, with priority given to both those that incorporate elements known to be effective and those that are part of comprehensive community programs.

Recommendation N10-3: Residential colleges and universities should adopt comprehensive prevention approaches including evidence-based screening, brief intervention strategies, consistent policy enforcement, and environmental changes that limit underage access to alcohol. They should use universal education interventions as well as selective and indicated approaches with relevant populations.

Recommendation N10-4: The National Institute on Alcohol Abuse and Alcoholism and the Substance Abuse and Mental Health Services Administration should continue to fund evaluations of college-based interventions with particular emphasis on targeting of interventions to specific college characteristics and should maintain a list of evidence-based programs.

Recommendation N10-5: The U.S. Department of Health and Human Services and states should expand the availability of effective clinical services for treating alcohol abuse among underage populations and for following up on treatment. The U.S. Department of Education, the U.S. Department of Health and Human Services and the U.S. Department of Justice should establish policies that facilitate diagnosing and referring underage alcohol abusers, and those who are alcohol dependent, for clinical treatment.

(Strategy Component: Youth-Oriented Interventions - continued)

State Response

As the only four-year academic institution of higher education in the state, the University of Wyoming is a school whose population is largely composed of undergraduates matriculating from the state's secondary schools. Also, a large number of Wyoming high school graduates begin their post-secondary education at one of the many Wyoming community colleges.

Recent research (Reifman & Watson, 2003) has found a great deal of continuity between high school drinking patterns and college drinking patterns of students. Therefore, interventions at the state and local level should include the University of Wyoming as well as all of the Wyoming Community Colleges and the Wind River Tribal College. If the institutions of higher education in the state only focus on the end result of the problem (i.e., when the student gets to college) we are missing a large piece of the intervention puzzle. Institutions of higher education should collaborate with state and local entities in the application of new and unique programming that would enhance already proven strategies to reduce this high-risk behavior.

State Recommendations

- Recommendation SI-17:* Support development of a research-based, positive school climate framework and continue developing school cultures that promote alcohol prevention and intervention strategies.
- Recommendation SI-18:* Increase state and local funding for evidence-based prevention education for youth.
- Recommendation SI-19:* Facilitate regional focus groups with superintendents and higher education senior administrators to delineate the effects of underage drinking in their respective school districts and communities in order to build consensus on what must be done to reduce the problem.
- Recommendation SI-20:* Ensure that colleges and the university adopt comprehensive prevention approaches including evidence-based screening, intervention strategies, consistent policy enforcement and environmental changes that limit underage access to alcohol. Adopt universal education interventions as well as selective and indicated approaches with relevant populations.
- Recommendation SI-21:* Ensure continued development of a statewide coalition of the community colleges, the tribal college, and the University of Wyoming in order to maximize resources to ensure consistent communication and enhance statewide messaging.
- Recommendation SI-22:* Require servers employed by the community colleges, the tribal college and the University of Wyoming to be certified to serve alcoholic beverages.
- Recommendation SI-23:* Develop capacity for youth involvement in facilitating positive community change.

(Strategy Component: Youth-Oriented Interventions - continued)

State Recommendations - K-12

- Recommendation SI-24:* Identify prevention programs that show proven success in reducing alcohol use and replicate the most appropriate prevention programs in Wyoming schools. Efforts may include peer-to-peer education, risk and protective factors, youth developed programs and media literacy education.
- Recommendation SI-25:* Provide training to teachers, school nurses, guidance counselors and school resource officers on the dangers of underage drinking, identification of student alcohol use and appropriate referrals.
- Recommendation SI-26:* Prepare youth to make healthy, safe and lawful decisions regarding alcohol use and driving, including making available alcohol-free activities and events (i.e., alcohol-free homecoming, Project Graduation, Prom Promise and weekend events).
- Recommendation SI-27:* Educate youth about the medical (i.e. brain impact, addictive disorders, Fetal Alcohol Syndrome), criminal, financial, emotional and legal consequences of alcohol use; including problem drinking behavior such as binge drinking.
- Recommendation SI-28:* Implement a systemic approach to educating students about the dangers of drinking alcohol through the K-12 health education content performance standards. Efforts should be aimed at changing attitudes and behaviors of students toward alcohol use.
- Recommendation SI-29:* Provide youth and parents with education and the opportunity to practice effective communication skills regarding alcohol use.
- Recommendation SI-30:* Assist youth in acquiring media literacy skills regarding alcohol advertising and promotion.
- Recommendation SI-31:* Provide support group opportunities for youth to help them cope with alcohol use by family members and others.
- Recommendation SI-32:* Educate youth and their parents regarding alcohol-related injuries including (but not limited to) automobiles, ATVs, snow sports and water-related activities.
- Recommendation SI-33:* Wyoming schools will be encouraged to conduct district-wide surveys and evaluations, (i.e. YRBS, PNA), to gather base-line data for alcohol prevention planning and evaluation of district-wide alcohol prevention efforts.

(Strategy Component: Youth-Oriented Interventions - continued)

State Recommendations - Higher Education

Recommendation SI-34: Utilize the best practices found in the National Institute of Alcohol Abuse and Alcoholism (NIAAA) Report to develop college-specific strategic plans for decreasing underage use and abuse of alcohol, include prevention program evaluation and research support. Plans should include:

- Provide brief screening and intervention strategies including evidence-based motivational and skills-based interventions;
- Promote rewarding alcohol-free activities including sober Spring Break opportunities, weekend and late night events and other alternative programming;
- Monitor and control the marketing and promotion of alcoholic beverages to underage students;
- Increase the development and enforcement of campus policies and state and local laws that help reduce high-risk underage drinking; and
- Include prevention program evaluation and support research.

Recommendation SI-35: Support a concerted effort by colleges and the university to help mobilize campus/community coalitions to change the environment that supports the high-risk use of alcohol.

Recommendation SI-36: Enlist involvement and support of college and university senior leadership for prevention of the high-risk use of alcohol by college students on campus and in the community.

Recommendation SI-37: Provide prevention education to first year students, student athletes and Greek organizations that discourage high-risk use of alcohol and promotes college success strategies both in and outside the classroom.

Recommendation SI-38: Provide education to members of the campus/community including parents, alumni, faculty and staff on the signs and symptoms of alcohol abuse; appropriate counseling and self-help referral information; underage drinking laws and policies; and non-judgmental ways to talk to college students about alcohol use and abuse.

Recommendation SI-39: Conduct a biennial statewide assessment of underage alcohol consumption by college students. The assessment will estimate the prevalence and frequency of high-risk drinking as well as student perceptions around high-risk drinking. An anonymous, self report, student survey can be used in the statewide assessment.

(Strategy Component: Youth-Oriented Interventions - continued)

State Recommendations – Parents

Recommendation SI-40: Develop parent peer groups that would offer the following resources:

- Presentations to parents (and to children when appropriate) by parents of teens killed or injured in alcohol-related crashes;
- Information on civil and criminal liability when supplying alcohol to youth;
- Tools to use when talking to children about the effects of alcohol;
- Education on the adverse impact of alcohol on a child’s developing brain;
- Brochures describing the signs and symptoms of a child abusing alcohol;
- Brochures discussing the consequences of parent-hosted house parties;
- Education on risk and protective factors associated with alcohol use; and
- Parenting skills directed at youth alcohol use.

Strategy Component: Community Interventions

National Response

Community mobilization can be a powerful vehicle to implement and support interventions, especially those that target community-level policies and practices. Communities can design multi-pronged, comprehensive initiatives that rely on scientifically based strategies and are responsive to the specific problems of their communities. College campuses and local communities have a reciprocal influence on one another in relation to student alcohol use and need to develop complementary strategies.

National Recommendations

Recommendation N11-1: Community leaders should assess the underage drinking problem in their communities and consider effective approaches – such as community organizing, coalition building and the strategic use of the mass media – to reduce drinking among underage youth.

Recommendation N11-2: Public and private funders should support community mobilization to reduce underage drinking. Federal funding for reducing and preventing underage drinking should be made available under a national program dedicated to community-level approaches to reduce underage drinking, similar to the Drug Free Communities Act which supports communities in addressing substance abuse with targeted prevention strategies.

State Response

At the state and local levels, community mobilization can be a powerful vehicle to implement and support interventions.

State Recommendations

Recommendation S1-41: Step up meaningful collaboration among state agencies and other stakeholders to engage shared responsibility in addressing youth access to alcohol in the state of Wyoming.

Recommendation S1-42: Ensure statewide data collection of underage use and abuse of alcohol and other drugs, including a statewide survey on alcohol attitudes.

Recommendation S1-43: The Governor's Substance Abuse & Violent Crimes Advisory Board (GSAVC) shall receive recommendations from the Enforcing Underage Drinking Laws Council (EUDL) and provide recommendations for policy development regarding youth alcohol issues.

Recommendation S1-44: Public and private funding resources should be made available to support community mobilization under every applicable strategy component to reduce underage drinking.

Recommendation S1-45: Expand assessment, treatment and prevention services to all youth but not limited to those entering into circuit and municipal courts for alcohol-related infractions.

(Strategy Component: Community Interventions - continued)

Recommendation SI-46: Provide ongoing training for all law enforcement agencies to include the following:

- Develop an alcohol enforcement-training program for law enforcement;
- Develop an Alcohol Enforcement Specialist training program and a designation for specifically trained officers serving as resources within their agencies;
- Provide training on responding to large youth gatherings where alcohol may be present;
- Develop policies and procedures for party patrol/house party enforcement;
- Develop a list of best practices to serve as a resource to agencies throughout the state regarding youth alcohol enforcement;
- Assist in the development of underage drinking roll-call training videos to be distributed to law enforcement agencies in the state; and
- Update the alcohol-related components of the police academy curriculum.

Recommendation SI-47: Provide ongoing training opportunities for municipal, circuit and district court judges, as well as prosecutors and public defenders who work with offenders and law enforcement agencies on topics including model policy, ordinances and statutory language with rationale to policymakers.

Recommendation SI-48: Provide ongoing training and education to policymakers and other stakeholders on the national, state and local level (i.e., legislators, municipal leaders and other elected officials), about the strategies to reduce underage alcohol use and abuse.

Local Recommendations

Recommendation LI-9: Provide literature for landlords (especially landlords in college communities and communities with transient populations) about liability and ramifications of the illegal use of alcohol on their property.

Recommendation LI-10: Provide the faith community with underage drinking education information.

Recommendation LI-11: Partner with private driving schools and driver education classes to add and/or strengthen the alcohol education portion of the curriculum.

Recommendation LI-12: Partner with local colleges and the university to develop strategies to change the drinking culture both on and off campus that contributes to underage and high-risk drinking.

(Strategy Component: Community Interventions - continued)

Recommendation L1-13: Assess the underage drinking problem in communities and consider effective approaches, such as community organizing, parent/adult education, coalition building and the strategic use of the media, to reduce illegal use of alcohol by youth.

Recommendation L1-14: Encourage representation in local coalitions and engagement of all aspects of the community including health care providers, local businesses, parents, schools, colleges and the university and law enforcement, to achieve a more holistic approach to reducing underage drinking.

Recommendation L1-15: Provide ongoing training and education to policymakers and other stakeholders on the national, state and local levels (i.e. legislators, municipal leaders and other elected officials), about the strategies to reduce underage alcohol use and abuse.

Recommendation L1-16: Review existing county resolutions and city ordinances related to underage drinking and strengthen the ordinances accordingly, including an environmental focus on zoning, outlet density and related issues.

Recommendation L1-17: Facilitate collaboration between families, schools, the courts and treatment providers.

Recommendation L1-18: Increase the use and role of School Resource Officers.

Strategy Component: Governmental Assistance and Coordination

National Response

The ultimate responsibility for preventing and reducing underage drinking lies with the entire national community, not with government alone. However, the federal and state governments have important responsibilities in addition to enforcing the law. These responsibilities include funding media campaigns, supporting community efforts, monitoring alcohol and entertainment industry portrayals of drinking, monitoring trends in underage drinking and the effectiveness of efforts to reduce it, coordinating multiple agency activities, and supporting continued research and evaluation.

National Recommendations

- Recommendation N12-1:* A federal interagency coordinating committee on prevention of underage drinking should be established, chaired by the secretary of the U.S. Department of Health and Human Services.
- Recommendation N12-2:* A National Training and Research Center on Underage Drinking should be established in the U.S. Department of Health and Human Services. This body would evaluate support and would monitor progress in implementing national goals.
- Recommendation N12-3:* The secretary of the U.S. Department of Health and Human Services should issue an annual report on underage drinking to Congress summarizing all federal agency activities, progress in reducing underage drinking, and key surveillance data.
- Recommendation N12-4:* Each state should designate a lead agency to coordinate and spearhead its activities and programs to reduce and prevent underage drinking.
- Recommendation N12-5:* The annual report of the secretary of the U.S. Department of Health and Human Services on underage drinking should include key indicators of underage drinking.
- Recommendation N12-6:* The Monitoring the Future Survey and the National Survey on Drug Use and Health should be revised to elicit more precise information on the quantity of alcohol consumed and to ascertain brand preferences of underage drinkers.

State Response

In 2002 Wyoming Statute 9-2-122 Substance Abuse Control Plan for Prevention Services, the Wyoming Legislature charged the Wyoming Department of Health to develop a detailed, comprehensive substance abuse control plan for prevention, early intervention and treatment designed to curb alcohol and controlled substance abuse in the State of Wyoming. Following a planning study, the Substance Abuse Control Plan was funded through House Bill 59. A commitment to statewide prevention programs is a key element of the Substance Abuse Control Plan.

Treatment is a major component of any plan to address the use of alcohol by underage youth. Adolescents and their families often experience a confusing, disjointed system when maneuvering through the courts and into treatment. Uniform assessment and placement criteria and effective coordination for treating youth is extremely lacking in the state. The number of adolescents entering into the treatment system in Wyoming has steadily been on the increase. In the first six months of 2005, just over 600 youths entered

(Strategy Component: Governmental Assistance and Coordination - continued)

the system for substance abuse related issues. In 2006, it is estimated that over 900 youths will enter the Wyoming substance abuse treatment system⁵. This does not include those youth entering the system through the Department of Family Services. The increase in numbers of youth entering the system underscores the need for proper assessment of treatment needs. It is of equal importance to expand community-based services to adolescents. The expansion of family-centered services as well as the development of early intervention with adolescents is imperative to the success of adolescent treatment.

State Recommendations

Recommendation SI-49: All segments of the alcohol industry that profit from underage drinking should join with other private and public partners to establish and support an independent, non-profit foundation with the sole mission of preventing and reducing underage drinking. The foundation should ensure that local communities have funding opportunities to implement local recommendations.

Recommendation SI-50: Encourage and support legislative hearings to address the issue of underage drinking as outlined in this report.

Recommendation SI-51: Support legislation to fund the development of a statewide media effort.

Recommendation SI-52: Support the monitoring of underage exposure to alcohol advertising to determine its impact on youth for the purposes of guiding policy decisions.

Recommendation SI-53: Facilitate a coordinated statewide training infrastructure for providing evidence-based training on best-practice prevention specific to underage drinking.

Recommendation SI-54: Develop a unified management information system to collect and analyze data about all youth entering into the criminal justice system and the substance abuse treatment system to provide direction for prevention, intervention, treatment, training, resource allocation and policy /legislative recommendation.

Recommendation SI-55: Encourage and assist communities in the development and expansion of juvenile drug courts and family treatment courts with an emphasis on alcohol.

Recommendation SI-56: Support the expanded availability of effective clinical treatment services for treating underage populations including residential and community based services for adolescent treatment of alcohol abuse.

Local Recommendations

Recommendation LI-19: Adopt approaches that involve the entire family as well as youth in the treatment process when a young person enters the system because of alcohol addiction.

⁵ As estimated by the Substance Abuse Division – Wyoming Department of Health

Strategy Component: Alcohol Excise Taxes

National Response

Alcoholic beverages are far cheaper (after adjusting for overall inflation) today than they were in the 1960s and 1970s. While raising excise taxes, and therefore prices, would have some effect on alcohol use by adults, price has been documented to have a differential effect on youth alcohol consumption patterns. Taxes can also be a source of revenue for funding strategies aimed at reducing underage drinking and its associated harms.

National Recommendations

Recommendation N12-7: Congress and state legislatures should raise excise taxes to reduce underage consumption and to raise additional revenues for this purpose. Top priority should be given to raising beer taxes. Excise tax rates for all alcoholic beverages should be indexed to the consumer price index to keep pace with inflation without the necessity of further legislation.

State Response

Wyoming is one of 19 control jurisdictions nationwide and thus holds a monopoly for the sale of spirits and wine. As a control state, Wyoming controls wholesale pricing of wine and spirits, so price is inclusive of amount otherwise collected as tax. Wine and spirits are taxed with a similar method. Remaining sectors of the distribution system are under licensure agreement of local level control. The current alcoholic beverage taxes in Wyoming are:

- Beer \$0.005 per liter (\$.02 per gallon/\$.000156 per 12 oz. can)
- Spirits \$0.025 per 100 milliliters (\$2.25 per case/\$.187 per bottle)
- Wine \$0.0075 per 100 milliliters (\$.68 per case/\$.056 per bottle)

The current tax rate was established in 1935 and remains unchanged to date. This number is not indexed for inflation. Wyoming ranks 50th in the nation. In addition to the excise taxes collected on spirits and wine, there is a 17.6% mark-up added by the Wyoming Department of Revenue's Liquor Division, of which approximately 80% (about \$7.4 million dollars) goes back to the state general fund.

State Recommendations

Recommendation S1-57: Wyoming should substantially increase the current level of taxation on all alcohol products, and use the resulting revenue for funding best-practice strategies to reduce underage drinking. Top priority should be given to raising beer taxes.

Recommendation S1-58: Communities should be given the ability to levy taxes on all alcohol products at the local level as a revenue enhancement tool for funding best-practice strategies to reduce underage drinking.

Strategy Component: Research and Evaluation

National Response

Rigorous research and evaluation are needed to assess the effectiveness of specific interventions and to ensure that future refinements of the strategy are grounded in evidence-based approaches. Research related to prototype development for the proposed adult media campaign is a core component of the strategy outlined in this report. In addition, continued research and evaluation is necessary to develop new approaches aimed at reaching all segments of the underage population.

National Recommendations

Recommendation NI2-8: All interventions, including media messages and education programs, whether funded by public or private sources, should be rigorously evaluated. A portion of all federal grant funds for alcohol-related programs should be designated for evaluation.

Recommendation NI2-9: States and the federal government – particularly the U.S. Department of Health and Human Services and the U.S. Department of Education – should fund the development and evaluation of programs to cover all underage populations.

State Response

The state concurs and supports the national response regarding research and evaluation.

State Recommendations

Recommendation S1-59: All publicly funded intervention, including media messages and education programs, should be evaluated. A portion of all state grant funds for alcohol-related programs should be designated for evaluation.

Wyoming Response Highlights

- The Wyoming Response calls for the development of a Wyoming specific media campaign to engage adults in a concerted effort to stop enabling or ignoring youth drinking.
- It calls for all segments of the alcohol industry that profit from underage drinking to join with other private and public partners to establish and support an independent nonprofit foundation with the sole mission of reducing and preventing underage drinking.
- It proposes steps to increase compliance with laws against selling or providing alcohol to minors.
- It calls for the reduction of youth exposure to alcohol advertising.
- It recognizes the potential importance of school-based education approaches and the need for community colleges and the University to implement comprehensive approaches.
- It calls on local leaders to utilize the multiple resources available to address underage drinking within the context of their communities.
- It recommends that Wyoming review the current level of taxation on all alcohol products. Communities should be given the ability to levy taxes on all alcohol products at the local level as a revenue enhancement tool for funding best practice strategies to reduce underage drinking.
- Finally, it recommends ongoing monitoring and continued research and evaluation to facilitate continued refinement of the strategy and its implementation.