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The Coalition Impact: Environmental Prevention Strategies

Beyond the Basics: Topic-Specific Publications for Coalitions

**Community Anti-Drug Coalitions of America
National Community Anti-Drug Coalition Institute**

About this Publication

CADCA's National Coalition Institute published a series of seven primers that coincide with and help coalitions navigate the elements of the Substance Abuse and Mental Health Services Administration's Strategic Prevention Framework. This is the first in a new series—*Beyond the Basics: Topic-Specific Publications for Coalitions*—that work in conjunction with the *Primer Series*. They are meant to assist coalitions expand their knowledge about planning for population-level change. As is true with the primers, they work as a set, however, each also can stand alone.

This publication provides an overview of the environmental strategies approach to community problem solving. It includes real examples of efforts where environmental strategies aimed at preventing and reducing community problems related to alcohol and other drugs were implemented. No one approach or set of strategies will fix every community problem, but with an appropriate environmental assessment, a coalition can determine what aspects of environmental prevention will best serve their community. Topics covered in this publication include:

WHAT are environmental strategies and why are coalitions best suited to plan and implement them?

WHAT data collection and analysis is essential in the investigation of environmental conditions of a community to effectively choose and implement strategies?

HOW can a coalition build capacity to commit to the long-term investment that is necessary for environmental strategies to succeed?

WHERE do environmental strategies fit into a comprehensive community plan?

HOW will your coalition evaluate the success and impact of environmental strategies?

CADCA's National Coalition Institute

The National Community Anti-Drug Coalition Institute (Institute), a part of the Community Anti-Drug Coalitions of America (CADCA), serves as a center for training, technical assistance, evaluation, research and capacity building for community anti-drug coalitions throughout the United States. The Institute was created in 2002 by an act of Congress and supports coalition development and growth for Drug Free Communities Support Program (DFC) grantees and other community coalitions.

The Institute offers an exceptional opportunity to move the coalition field forward. Its mission and objectives are ambitious but achievable. In short, the Institute helps grow new, stronger and smarter coalitions.

Drug Free Communities Support Program

In 1997, Congress enacted the Drug-Free Communities Act to provide grants to community-based coalitions that serve as catalysts for multi-sector participation to reduce local substance abuse problems. As of September 2010, more than 1,700 local coalitions have received or are receiving funding to work on two main goals:

- **Reduce** substance abuse among youth and, over time, among adults by addressing the factors in a community that increase the risk of substance abuse and promoting the factors that minimize the risk of substance abuse.
- **Establish and strengthen** collaboration among communities, private nonprofit agencies and federal, state, local and tribal governments to support the efforts of community coalitions to prevent and reduce substance abuse among youth.

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CHAPTER 1: INTRODUCTION TO AN ENVIRONMENTAL APPROACH

This publication launches a new series—*Beyond the Basics: Topic-Specific Publications for Coalitions*—that work in conjunction with the Institute’s popular *Primer Series*, based on the Substance Abuse and Mental Health Services Administration’s (SAMHSA) Strategic Prevention Framework (SPF). It can help your coalition start planning and implementing environmental strategies, but it does not provide a set design for any individual community or coalition.

The publication includes brief case studies from four local coalitions that have implemented environmental strategies to successfully address their communities’ most pressing issues. Each group used an environmental approach, but none implemented identical strategies in the same ways. Environmental strategies must be tailored to local community characteristics. Your coalition must address the root causes and local conditions around the specific problem you are trying to change.

What are environmental strategies?

Grounded in the field of public health, which emphasizes the broader physical, social, cultural and institutional forces that contribute to the problems that coalitions address, environmental strategies offer well-accepted prevention approaches that coalitions use to change the context (environment) in which substance use and abuse occur.

Environmental strategies incorporate prevention efforts aimed at changing or influencing community conditions, standards, institutions, structures, systems and policies. Coalitions should select strategies that lead to long-term outcomes. Increasing fines for underage drinking, moving tobacco products behind the counter, not selling cold, single-serving containers of beer in convenience stores and increasing access to treatment services by providing Spanish-speaking counselors are all examples of environmental strategies.

Roots of environmental approaches¹

Interest in the scientific study of environmental strategies and the corresponding use of alcohol

policy dates back to the mid-1970s. In the United States this approach was embraced in the mid-1980s by communities looking for mechanisms to address the growing problems of alcohol outlet-related crime and violence, drinking and driving, underage access to alcohol and other community-based alcohol problems.

Three key publications have attracted attention to, provided a foundation for and offered evidence that by implementing environmental approaches, communities and local municipalities develop sufficient power to reduce alcohol-related problems.

These publications include:

- *Alcohol Control Policies in Public Health Perspective*²—sponsored by the World Health Organization (WHO), was published in 1975 and drew the attention of governments around the world that sought to rationally address alcohol availability and consumption.
- *Alcohol Policy and Public Good*³—another WHO-sponsored book, published in 1994, opened the door for increased scientific research into the approach’s efficacy.
- In 2003, *Alcohol: No Ordinary Commodity—Research and Public Policy*,⁴ provided an updated summary of the significant literature on the evidential underpinnings of environmental approaches.

Today, ample evidence and little doubt exist that well-conceived and implemented policies—local, state and national—can reduce population-based alcohol, tobacco and other drug problems.

Advantages of environmental strategies

Environmental strategies can produce quick wins and instill commitment toward long-term impact on practices and policies within a community. But, they also require substantial commitment from various sectors of the community to contribute to sustainable community change. Such approaches potentially reach entire populations and reduce collective risk. They create lasting change in community norms and systems,

producing widespread behavior change and, in turn, reducing problems for entire communities.

Individual strategies, such as drug education classes, are based on the premise that substance abuse develops because of deficits in knowledge about negative consequences, inadequate resistance skills, poor decision making abilities and low academic achievement. But these efforts, while important in a multiple strategy approach, do little to independently alter the overall environment in which people live and work.

For example, numerous education campaigns and public awareness efforts related to heart disease exist. We are encouraged to avoid certain foods, exercise daily and get regular check-ups. This information is familiar and repeated often, yet we live in a society where heart disease remains an insidious public health problem.

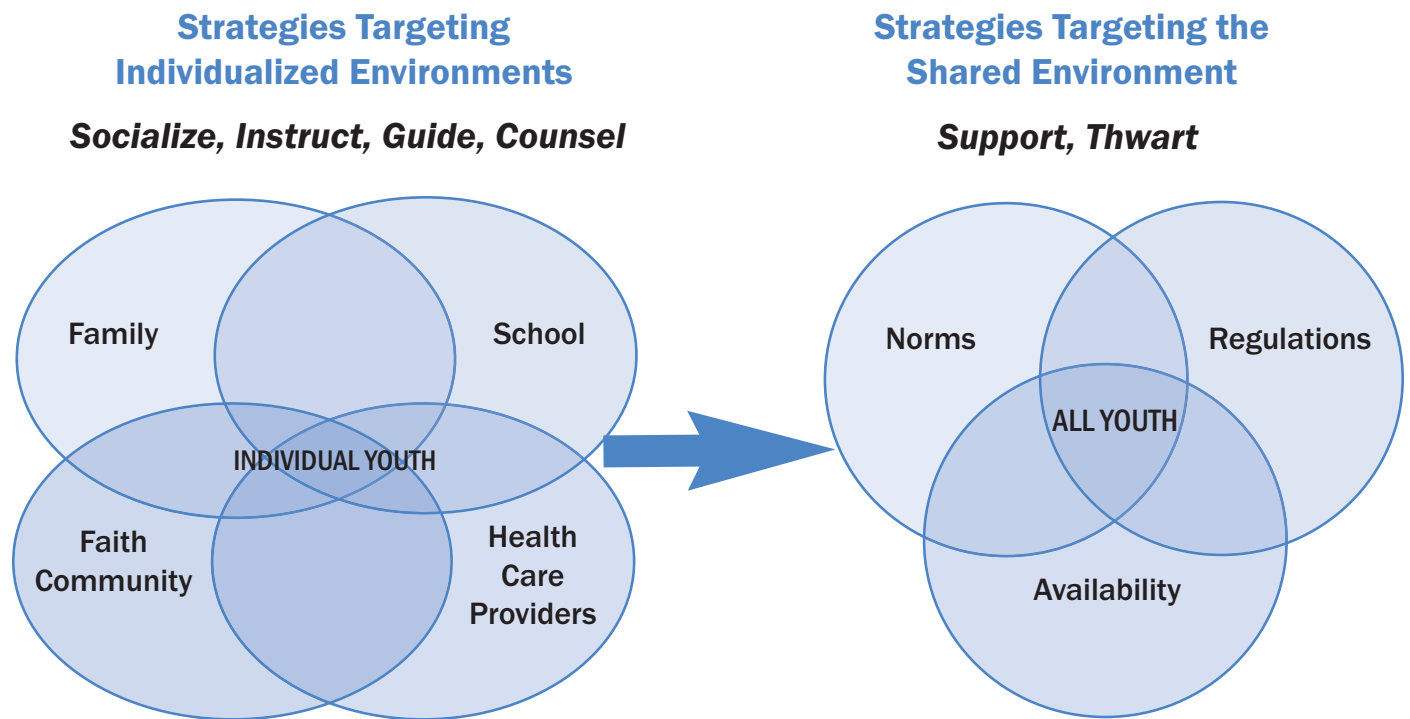
Telling individuals what to do is different than limiting food options in grocery stores or providing exercise breaks for employees. Likewise, simply

telling an individual that substance use/abuse is dangerous will not necessarily affect their behavior in a significant manner.

Individuals do not become involved with substances solely on the basis of personal characteristics. They are influenced by a complex set of factors, such as institutional rules and regulations, community norms, mass media messages and the accessibility of alcohol, tobacco and other drugs (ATOD). When a comprehensive, multi-strategy effort is in place, coalitions contribute to achieving population-level change by focusing on multiple targets of sufficient scale and scope to make a difference communitywide.

Costs associated with implementation, monitoring and political action within a community can be considerably lower than those associated with ongoing education, services and therapeutic efforts applied to individuals. The bottom line is environmental strategies are effective in modifying the settings where a person lives, which plays a part in how that person behaves.

Figure 1: Prevention strategies attempt to alter two kinds of environments



CSAP's Centers for the Application of Prevention Technologies (CAPT), West CAPT. *Environmental Prevention Strategies: Putting Theory Into Practice Presentation*, retrieved from web, <http://captus.samhsa.gov/western/resources/ppt/index.cfm>, March 2008.

SHAWNEE COUNTY METH AWARENESS PROJECT

Residents in Shawnee County, Kans., mobilized to address an increase in the number of methamphetamine (meth) labs throughout the county. At the time, Kansas law did not prevent purchasing large amounts of products containing pseudoephedrine, a substance commonly found in over-the-counter cough and cold medicines and used in meth production. When two local substance abuse prevention professionals entered a store and observed a suspicious sale, they reported it to their Director of Regional Prevention and started to plan a community mobilization strategy to address the problem.

Residents of the county formed a coalition—the Shawnee County Meth Awareness Project—incorporating local and state government, law enforcement, agriculture, education and business, and focusing on reducing local meth production.

The group took advantage of their partnerships and existing relationships that those partners brought to the table. These collaborations ensured the coalition a high level of capacity to reduce meth production locally.

Guided by ongoing community assessment, the group concentrated its efforts on limiting access to pseudoephedrine and anhydrous ammonia—commonly used in meth production. The coalition’s multiple-strategy approach started with an education campaign, concentrating particularly on retail merchants, residential landlords and hotel/motel managers and the agriculture community about the issue.

They worked with local farmers to ensure that tanks of anhydrous ammonia—designed for use as a fertilizer—remained locked when not in use. The coalition received funding to support the farming community by paying for the locks.

The Shawnee County coalition’s broad community reach resulted in development of new initiatives; one of which grew into the Kansas Retail Meth Watch Program, a nationally recognized initiative aimed at deterring theft or purchase of products used in meth production.

Their local successes led to requests from neighboring counties that hoped to implement similar strategies. The coalition then began to provide training and technical assistance to other communities that wanted to address meth production and use.

As the movement grew, it gained significant media attention and opportunities for state-level change emerged. In October 2002, the Kansas Methamphetamine Prevention Project, a statewide initiative was launched to reduce and prevent production and use of meth in the state. The initiative developed a statewide training program called “Crank it up! Community Methamphetamine Prevention Training.”

The grassroots mobilization success of the Shawnee County project demonstrates how community coalitions can create a “domino effect,” starting at the local level, spreading to surrounding counties and ultimately producing state- and national-level results.

The coalition advocated for action from the state legislature and neighboring states began passing meth precursor laws. In 2005, Kansas passed a law limiting the sale of ephedrine and pseudoephedrine in retail stores throughout the state. This local effort has spread throughout the United States and contributed to an overall reduction in the number of meth labs.

Lessons Learned:

- ⌘ **Develop actionable steps to implement.** Education is necessary to create awareness and start a movement in your community. However, coalition members and stakeholders need actionable steps to gain momentum. Create and share the basic tools needed to achieve success. For example, the Shawnee County coalition, through the Kansas Methamphetamine Prevention Project, provided technical assistance and resources to local communities to address meth production. They developed a kit with ready-to-use information for neighboring counties to implement similar, but not necessarily identical, strategies.
- ⌘ **Avoid placing blame when bringing others on board.** Ask for help and support the efforts of community members. The Kansas Meth Prevention Project worked with the farming community to reduce access to anhydrous ammonia tanks, taking care not to blame farmers. The coalition educated farmers on the importance of locking their tanks and obtained funding to pay for locks that they distributed to the local agricultural community. This demonstrated the coalition’s willingness to work with farmers instead of pointing the finger and expecting them to implement a strategy without support.
- ⌘ **Be creative when presenting to different groups.** Present visuals when possible—in Shawnee County, coalition leaders used a map to plot the lab seizures in the community which helped fight denial that the drug problem was permeating everyone’s neighborhoods. Drug seizures were happening throughout the community and did not exclude rural areas, locations near elementary schools, or the local shopping mall.
- ⌘ **Provide small start-up funds to encourage community development.** The average funding received in this case was \$900 per county. It served as a catalyst to convene the community. Once people mobilize around an issue, the possibilities are endless. With the right resources, support and the proper strategies aligned, people can do much with a little money.

CHAPTER 2: LAYING THE FOUNDATION FOR COMMUNITY CHANGE

The Public Health Model

The public health model demonstrates that problems arise through relationships and interactions among an agent (e.g., the substance, like alcohol or drugs), a host (the individual drinker or drug user) and the environment (the social and physical context of substance use).

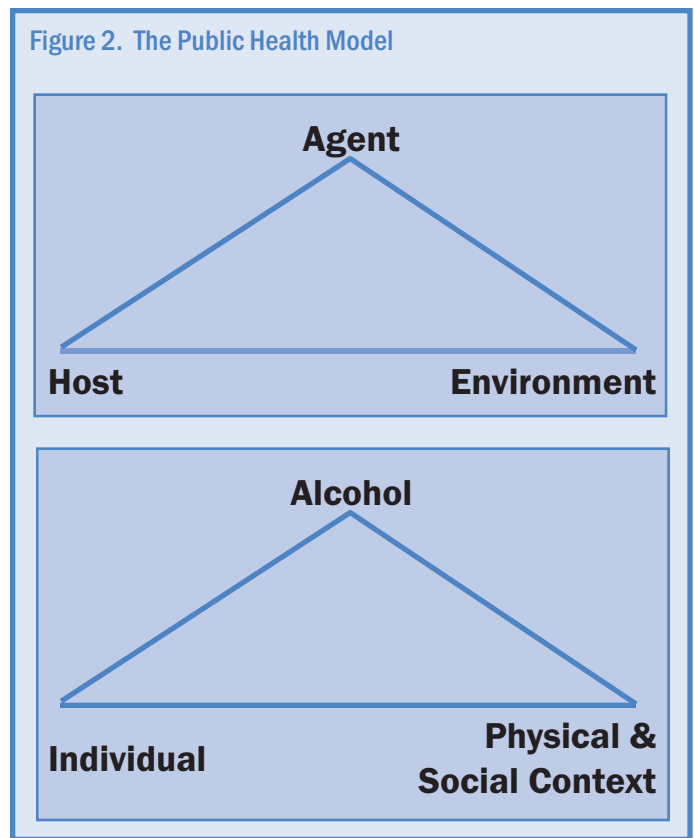
For example, health risks from smoking became clear in 1964 with the Surgeon General's warning. This stepped up efforts to implement tobacco education and cessation programs. However, significant reductions in tobacco consumption occurred only when strategies were implemented to change the settings (e.g., airplanes) where the agent (e.g., tobacco smoke) and the host (e.g., flight attendants, passengers) came together. Groundbreaking, smoke-free policies implemented by major airlines led to passage of similar policies in workplaces and public buildings across the country. Today, many states and localities have enacted and are enforcing Clean Air Laws and pushing smoking outside of public buildings and spaces.

Institute of Medicine Model—A useful planning approach for coalitions

In 1994, the Institute of Medicine (IOM) proposed a new framework for classifying prevention. The IOM model divides the continuum of care into three parts: prevention, treatment and maintenance. Prevention interventions are divided into three classifications—universal, selective and indicated. Although the system distinguishes between prevention and treatment, intervention in this context is used in its generic sense.

Universal Prevention Interventions address the general population with programs aimed at delaying substance use and preventing abuse. Participants are not specifically recruited for the prevention activities. Universal prevention activities also can include efforts to bring community members together to plan for services and to change norms and laws reducing risk factors and promoting a more protective environment.

Figure 2. The Public Health Model



Selective Prevention Interventions target specific subgroups that are believed to be at greater risk for substance abuse than others. Risk groups may be identified on the basis of biological, psychological, social or environmental risk factors known to be associated with substance abuse and addiction. Interventions are designed to address the identified risk indicators of the targeted subgroup.

Indicated Prevention Interventions target individuals who exhibit early signs of substance use disorders and other problem behaviors associated with such disorders, including early substance use, school failure, interpersonal social problems, delinquency, other anti-social behaviors and psychological problems such as depression.

Although most environmental strategies are aimed at the general population (universal), they also can impact a smaller segment of the community. The IOM model is, therefore, a useful frame-

work for classifying environmental efforts. By improving systems to better support a subset of the community—for example, individuals returning to the community after incarceration—benefits can be derived for the former inmates, their families and the population as a whole.

A broader look at policy

Environmental approaches tend to center on policy that shapes perception in communities, homes or workplaces in local, state or national venues. Environmental strategies focus on populations and affect large numbers of people through the adoption of systems and policy change and ongoing effective enforcement.

Policies, formal or informal, can be enacted locally. Informal policy change can occur at a high school, police department or with local merchants. For example, if local alcohol retailers are willing to attend merchant education sessions voluntarily, formal policy change is unnecessary. However, if your community determines that parents and other adults are the main suppliers of alcohol to underage drinkers, existing ordinances and laws related to social host issues may require more formal policy change.

Do not immediately head to the state house to get laws enacted. In many instances, it is easier for coalitions to achieve policy success at the local level—particularly as they relate to alcohol and underage drinking. Start at home and learn about existing policies that may simply need more proactive enforcement.

Continuing enforcement creates lasting environmental change. For example, if the local school district enacts a 24/7 Zero Tolerance Policy, prohibiting students from consuming or possessing alcoholic beverages, enforcement augments the environmental work. Consistent enforcement for policy violations leads to widespread adoption. Just passing a policy does not ensure that a community will change. Enforcement of a policy that responds to a community problem provides the greatest impact. The consequences for violating a policy must be appropriate and swift.

| Individual strategies | Environmental strategies |
|------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|
| Focus on behavior and behavior change | Focus on policy and policy change |
| Focus on the relationship between the individual and alcohol/drug-related problems | Focus on the social, political and economic context of alcohol/drug-related problems |
| Short-term focus on program development | Long-term focus on policy development |
| Individual generally does not participate in decision making | People gain power by acting collectively |
| Individual as audience | Individual as advocate |

Coalitions: The organizational structure for environmental strategies

Environmental strategies are carried out most effectively in the context of a community problem-solving process conducted by coalitions. Coalitions can harness the community’s power to create change. A well-functioning coalition engages residents, law enforcement, schools, nonprofit organizations, the faith community, youth and other key groups to work in tandem to address community concerns. Coalitions are well positioned to ensure sustained action on pervasive community problems that have eluded simple solutions. And, coalitions enable residents to contribute to making a difference and creating the political will necessary to influence development and implementation of lasting policy.

Finally, environmental strategies are cost effective given the potential magnitude of change. Community mobilization is central to creating population-level change. After data have been collected and analyzed, coalitions must assess their capacity to effectively address the identified problem(s). This is especially important when using environmental approaches. Historically, many coalitions have consisted largely of members whose focus has been working with individuals, families and other small groups to elicit change in knowledge, skills and attitudes. Implementing environmental strategies requires different skills, such as community organizing and/or development, and the involvement of different community actors.

NORTH COASTAL PREVENTION COALITION

The North Coastal Prevention Coalition (NCPC) serving North San Diego County, including the cities of Carlsbad, Oceanside and Vista, Calif., developed a comprehensive plan to address youth marijuana use when assessments revealed that more San Diego County youth smoked marijuana than cigarettes. At the time, the community environment was saturated with pro-drug messages on the radio, in retail stores and at local street fairs. As part of their plan, the coalition collaborated with a countywide initiative called HARM (Health Advocates Rejecting Marijuana) to eliminate messages portraying marijuana use as “fun” and “harmless.”

The county holds about 40 public festivals each year, making the problem visible to the general community, particularly youth. NCPC leaders determined that they could have success in eliminating drug paraphernalia and pro-drug items at local street fairs.

When a music festival, saturated with pro-marijuana messages came to Oceanside, drawing large crowds of youth and young adults, the coalition saw a prime opportunity to document the problem. Coalition members went to the festival and took a collection of photographs they used later to advocate for their position and display the magnitude of the problem.

This visual documentation proved extremely helpful when the coalition approached the city council to amend an existing “headshop” ordinance, to require drug paraphernalia, such as bongs and pipes, to be sold inside licensed

buildings. The city council agreed to the amendment, but the coalition realized this was only part of the problem. The original ordinance did not prevent street vendors from selling and displaying items such as t-shirts, jewelry and posters that sent messages to local youth that could be construed as supporting marijuana use.

The coalition went to the Chamber of Commerce, the sponsor of “Harbor Days,” an annual festival held at the Oceanside Harbor. They believed that if they could compel the “Harbor Days” event planners to change their policies, others might follow. The coalition worked with the Chamber of Commerce to add language to their vendor policy banning vendors from selling “tobacco products, tobacco/drug paraphernalia or any item that promotes the use of illicit substances.” This was a huge success, but many more festivals remained. The coalition had to be creative. Instead of pushing for an ordinance, they decided to get street fair promoters on their side.

One company was responsible for sponsoring most street fairs across North San Diego County. The coalition called the promoters to seek voluntary adoption of a policy against the sale of pro-drug items. As they hoped, the change made by “Harbor Days,” led the promoter to voluntarily ban the pro-drug items from other fairs. These efforts led the coalition to successfully advocate environmental change at 14 fairs throughout the North County. They continue to monitor activity, ensuring that festivals are positive environments for families and youth.

Lessons Learned:

- ☞ **Focus on local policies first.** You do not have to change state laws or create ordinances to make environmental changes. Businesses also have the power to change policies. In this case, the coalition approached street fair promoters, getting them to understand the scope of the problem. They presented pictures and data, helping them to see the value in banning products with pro-drug messages.
- ☞ **Monitor enforcement of policy.** Once a policy change is made, the work is not over because having a policy in writing, does not guarantee enforcement! The NCPC members continue to be the “eyes and ears” at street festivals to ensure that vendors are following the policy. Your coalition may have to take responsibility for such surveillance to guarantee compliance. Law enforcement in communities often is stretched very thin and they appreciate assistance.
- ☞ **Take advantage of windows of opportunity for change.** It often is difficult to mobilize people around a particular issue unless a significant event is involved. These events can be great levers for changing community norms and attitudes and to get people on board with your coalition’s proposed strategies. In this case, one festival helped raise visibility of the problem. Document it. Take pictures and share them with your community through Web-based photo sharing sites such as Flickr.
- ☞ **Make it easy for partners to get on board.** In this case, the coalition went to the street fair promoters with a plan. They told them that the coalition would monitor vendor compliance and would bring this information back to the promoters. The promoters only needed to agree to change the policy language. Offer support to partners. Business people will be more willing to agree to your terms if it does not seem like an extra burden for them.

Think about coalition membership in terms of a business. Successful companies recruit and hire employees only after an analysis of their skills and abilities. Within a company, leadership strives to collectively gather the best mix of individuals who, working together, leverage the breadth of their skills and perform in a cohesive manner. New

projects may mean new employees or an adjustment in positions. Approach coalition work in the same way: a company, with a set of leaders (Board of Directors) and divisions (subcommittees) engaged in planning and implementing the work, while keeping common goals and measures of success in sharp focus.

Do your homework

Coalitions that are planning to implement environmental strategies must do a considerable amount of investigation to learn what formal and informal policies exist that influence environmental factors. For example, not knowing local ordinances related to alcohol and tobacco will hinder progress. Coalitions should learn about state and local laws related to the sale of alcohol and tobacco products. In other words, coalitions must do their homework. It becomes the coalition's job to know everything that might be helpful.

Examples of homework for coalitions:

- **Locate and read** your state's alcohol/tobacco laws
- **Locate and read** local alcohol/tobacco ordinances/policies
- **Understand** the process for obtaining an alcohol/tobacco retail license
- **Understand** the process for enforcement of alcohol/tobacco retail licenses
- **Understand** the process for creating and modifying local land use regulations, i.e., zoning
- **Learn** about local law enforcement agencies and their roles within your community (i.e., jurisdictions, current efforts)
- **Learn** about the roles and responsibilities of judicial officers (i.e., magistrates, judges) in your community
- **Learn** the political process in your community (i.e., election cycles, who is currently serving and their agendas, etc.)
- **Conduct** a local/state policy analysis (what already exists)
- **Conduct** a power analysis in your community (who has the power to change policy)
- **Determine** what other local agencies are doing to address the problem your coalition is concerned about

Table 1.

Checklist of policy indicators for alcohol, tobacco and other drugs

This checklist can help you to assess the number and types of policies within your community and where you might best extend your efforts.

| ALCOHOL—Public Policies | | |
|--------------------------------------------------------------------------------------------------------------------|-----|----|
| | Yes | No |
| Excise taxes (local) | | |
| Limits on hours or days of sale | | |
| Restrictions of density, location, or types of outlets | | |
| Mandatory server training and licensing | | |
| Dram shop and social host liability | | |
| Restrictions on advertising and promotion | | |
| Mandatory warning signs and labels | | |
| Restrictions on consumption in public places | | |
| Prevention of preemption of local control of alcohol regulation (home rule) | | |
| Minimum bar entry age | | |
| Keg registration/tagging ordinances | | |
| Compulsory compliance checks for minimum purchase age and administrative penalties for violations | | |
| Establishment of minimum age for sellers | | |
| ALCOHOL—Organizational Policies | | |
| Restrictions on alcohol advertisements (media) | | |
| Restrictions on alcohol use at work and work events (businesses) | | |
| Restrictions on sponsorship of special events (communities, stadiums) | | |
| Police walkthroughs at alcohol outlets | | |
| Undercover outlet compliance checks (law enforcement agencies) | | |
| Responsible beverage service policies (outlets) | | |
| Mandatory checks of age identification (businesses) | | |
| Server training (businesses) | | |
| Incentives for checking age identification (businesses) | | |
| Prohibition of alcohol on school grounds or at school events (schools) | | |
| Enforcement of school policies (schools) | | |
| Prohibition of beer kegs on campus (colleges) | | |
| Establishment of enforcement priorities against adults who illegally provide alcohol to youth | | |
| Sobriety checkpoints (law enforcement agencies) | | |
| Media campaigns about enforcement efforts (media) | | |
| Identification of source of alcohol consumed prior to driving-while-intoxicated arrests (law enforcement agencies) | | |

Source: Center for Prevention Research and Development, Institute of Government & Public Affairs, University of Illinois at Champaign-Urbana, Retrieved from the Internet at http://www.cprd.uiuc.edu/Pep/docs/Checklist_of_Policy_Indicators.RTF, March 2008.

| TOBACCO—Public Policies | | | |
|--------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|------------|-----------|
| | | Yes | No |
| | Excise taxes (local) | | |
| | Tobacco sales licensing system | | |
| | Prohibition of smoking in public places | | |
| | Prevention of preemption of local control of tobacco sales | | |
| | Restrictions on advertising and promotion | | |
| | Ban on vending machines | | |
| | Compulsory compliance checks for minimum purchase age and administrative penalties for violations | | |
| | Minimum age sales of age 18 | | |
| | Warning labels | | |
| | Mandatory seller training | | |
| | Ban on self - service sales (all tobacco behind the counter) | | |
| | Minimum age for sellers | | |
| | Penalty for underage use | | |
| TOBACCO—Organizational Policies | | | |
| | Establishment of smoke-free settings (restaurants, workplaces, hospitals, stadiums, malls, day care facilities) | | |
| | Counter advertising (media) | | |
| | Restrictions on sponsorship of special events (communities, colleges, stadiums) | | |
| | Prohibition of tobacco use on school grounds, in buses and at school events | | |
| | Enforcement of school policies (schools) | | |
| | Mandatory checks for age identification (businesses) | | |
| | Seller training (businesses) | | |
| | Incentives for checking age identification (businesses) | | |
| | Undercover shopper or monitoring program (businesses) | | |
| OTHER DRUGS—Public Policies | | | |
| | Control of production and distribution | | |
| | Zoning and building codes that discourage drug activity and penalties for property owners who fail to address known drug activity | | |
| | Mandated school policies | | |
| OTHER DRUGS—Organizational Policies | | | |
| | Employer policies (businesses) | | |
| | Surveillance of high-risk public area (law enforcement agencies, neighborhood watch groups) | | |
| | Enforcement of zoning and building codes (law enforcement agencies, building authorities) | | |
| | Appropriate design and maintenance of parks, streets, and other public places (e.g., lighting, traffic flow) (city agencies, housing authorities) | | |
| | Enforcement of school drug policies (schools) | | |

CHAPTER 3: THE SPF AND ENVIRONMENTAL STRATEGIES

In this chapter, we take a look at the elements of the Strategic Prevention Framework (SPF) and how each relates to environmental approaches. No “cookie cutter” response to environmental strategies exists. You cannot select a “model” program and hope it will work in your community. You must do your homework—study your community, know the people, the neighborhoods and, yes, the local context. Then your coalition can craft environmental strategies tailored to your community characteristics.

CADCA utilizes the SPF to assist community coalitions in developing the infrastructure needed for community-based, public health approaches that can lead to effective and sustainable reductions in alcohol, tobacco and other drug (ATOD) use and abuse. The elements shown Figure 3, at right, include:

- **Assessment.** Collect data to define problems, resources, and readiness within a geographic area to address needs and gaps.
- **Capacity.** Mobilize and/or build capacity within a geographic area to address needs.
- **Planning.** Develop a comprehensive strategic approach that includes policies, programs, and practices creating a logical, data-driven plan to address problems identified in the assessment.
- **Implementation.** Implement evidence-based prevention strategies, programs, policies and practices.
- **Evaluation.** Measure the impact of the SPF and the implementation of strategies, programs, policies and practices.

The elements of **sustainability** and **cultural competence**—central to community-based approaches—are shown in the center of the graphic indicating their importance to each of the other elements.

Figure 3. SAMHSA’s Strategic Prevention Framework



Cultural implications in assessing the community and planning strategies

Coalitions considering implementation of environmental strategies need to work with diverse populations within their communities. Representatives from those communities must be involved as early as possible to avoid miscommunication or perceptions that “outsiders” want to change their norms, traditions, policies or environments. Environmental strategies planned without consideration of cultural impact will not be accepted by the larger community and most likely will not produce the desired results. Such involvement also requires that the coalition commit to fostering cultural competence at all levels of activity. The Institute’s *Cultural Competence Primer* may help your coalition and is available in PDF format online at www.cadca.org.

Note: in many communities across the country, problem environments tend to be concentrated in economically disadvantaged, minority neighborhoods. These areas often have a high concentration of liquor outlets, liquor and tobacco billboards and advertisements, as well as abandoned housing that foster illicit drug use. These communities often are marginalized and disenfranchised and high-risk conditions exist that would not be tolerated in more affluent neighborhoods. Community coalitions must involve formal and informal leaders from such communities to bring about meaningful environmental change that will lead to improved community health in areas that are disproportionately impacted by myriad problems.

Carefully consider how your coalition will address issues of cultural diversity and competence as you work through the elements of the SPF. For example, how will you conduct an accurate assessment of diverse sectors of your community? How will you ensure broad representation of minority populations in your coalition? How will you build capacity in economically disadvantaged communities? How your coalition responds to these issues likely will determine your ultimate success in implementing environmental strategies and reducing substance abuse rates in your community.

Environmental assessment

Coalitions should take the necessary time to complete an assessment that includes key factors to determine the most appropriate environmental strategies for a community. Create a picture of the state of affairs locally and surface problems the community sees as its most pressing issues. Move beyond just collecting student consumption and attitudinal data for a more detailed understanding of the deep-rooted causes in the community. The Institute's *Assessment Primer* provides in-depth information on how to complete a community assessment and is available in PDF format online at www.cadca.org.

Data collection can present challenges. Coalitions should seek data on their targeted geographic area and/or create data that are aggregated down to the level they need (i.e., zip codes, a town, etc.).

Community assessment

Issues may be considered “pressing” when:

- a. The problem occurs frequently (FREQUENCY)
- b. The problem has lasted for a while (DURATION)
- c. The problem affects many people (SCOPE)
- d. The problem is intense (SEVERITY)
- e. The problem deprives people of legal or human rights (SOCIAL IMPORTANCE)
- f. The problem is perceived to be important (PERCEPTION).

University of Kansas Community Tool Box, retrieved from the Internet at ctb.ku.edu, March 2008. Used with permission.

When searching for data, remember to collect them at the smallest level necessary to thoroughly understand the issues in the target population or community. It may be necessary to dig deeper as your data investigation progresses. If the county has been chosen as the targeted area, then collecting county-level data is a good place to start.

Today's approach to environmental strategies had beginnings more than 150 years ago when Dr. John Snow—a pioneer in the science of epidemiology—was able to stem an outbreak of Asiatic cholera in South London by tracing it to a single source of polluted water.

By interviewing families of victims where the outbreak occurred, he was able to identify a single pump as the epicenter of the outbreak. And, by creating a map that showed all the pumps in the South London area in relation to cholera deaths, he convinced authorities to remove the pump handle, stopping the spread of cholera immediately.

This example of the benefits of well-researched epidemiology forms the foundation for environmental assessments being conducted by coalitions today. Snow used both qualitative data (personal interviews) and quantitative data (mapping locations of deaths) to make his case. Further, he looked at where the deaths were most concentrated to pinpoint the source of the infection and compel skeptical policymakers to take action.

Environmental scanning

Environmental scanning is a useful assessment method coalitions can employ to gather visible information on local conditions surrounding alcohol, tobacco and other drugs. In determining the environmental strategies that best fit your community, coalitions may find it valuable to physically assess the landscape. Using the context of substance use/abuse as a starting point, coalitions can become sensitive to environmental cues evident when viewing the community context.

To conduct an environmental scan, your coalition must first develop a methodology to document the information. This includes questions you want answered and the ability to collect additional information that comes to the forefront during the scanning process. Recruit coalition members and enlist other community residents (i.e., law enforcement officers, youth, etc.) who will complete the scans and bring back the information.

While conducting a scan, visit local alcohol outlets, other retail and commercial properties, residential neighborhoods, parks and recreation areas (rivers, streams, wooded areas, etc.). Collect information about what you see, including the number of billboards, advertising, lighting, signage, location of police and fire stations, schools, day care centers, churches and other physical elements of the community. Take photographs and post the on your coalition's website, blog or social networking site such as Flickr or Photobucket (photo sharing sites). Use the data gathered to further inform your assessment process and alert your coalition membership of environmental elements that were not previously discovered.

Assess conditions with marketing's 4 Ps

When engaging in environmental scanning, work to find conditions that make illegal or excessive substance use and abuse easier. A concept known as the marketing mix, or marketing's four Ps, can help identify issues your coalition may need to address. Consider:

Price: How much does a 22-ounce beer cost when compared to a 12-ounce can of soda? Is alcohol less expensive in certain settings or time of day? What is the excise tax on tobacco?

Figure 4. Marketing's Four Ps



The marketing mix, or 4 Ps of marketing, can help coalitions determine where in the community change needs to occur. For a community environmental approach, the target market seen above informs initiative planning and implementation. Graphic adapted from NetMBA.com.

Product: Do specific products appeal to certain populations (i.e., alcopops or flavored cigarettes)? Is beer provided in single cans with a high alcohol content?

Promotion: What Happy Hour regulations exist (i.e., time, price of alcohol, etc.)? Does the community allow "2 for 1 specials"? Are there community festivals that revolve around alcohol use? What are the regulations related to free samples of wine at the grocery store or chewing tobacco on a military base?

Place: Is beer next to soda in the cooler of local convenience stores? Do "beer caves" make large amounts of cold beer available? Are products displayed where they can be stolen easily?

Geographic Information Systems (GIS)

In addition to the data sources already listed, the prevention field has sophisticated technology that can further illustrate the context of the environment and its current conditions.

Through Geographic Information Systems (GIS), information can be digitally mapped, creating visual displays that indicate problem environments or “hot spots” of activity. For example, GIS mapping can have one layer that shows the locations of alcohol outlets across a county; a second that indicates areas where underage drinking violations have occurred and a third illustrating crimes including vandalism, public intoxication and loitering. In areas where the data are concentrated, a coalition can pinpoint an area of high activity where environmental factors should be investigated further. Where are alcohol retail outlets and crime rates most concentrated? GIS mapping provides correlations among data sets, so communities can determine problem settings and move toward addressing the environmental factors that create opportunities for high-risk behaviors and related crime.

Learn more about GIS mapping on the Find Youth Information website, www.FindYouthInfo.gov. Many states and law enforcement and military agencies utilize GIS mapping in their day-to-day operations. Check with your local police or National Guard Bureau for help in compiling GIS maps for your community. See the Resources Section on page 31 for more information.

Understanding problem environments

For success in planning environmental strategies, determine what specific locations in the community might be considered high-risk or problematic. For example, during the course of a community assessment that includes environmental investigation (i.e., environmental scanning and GIS mapping), a community discovers that there is a high density of alcohol outlets within a two-block area of the downtown district. In that area, crime, such as vandalism, noise ordinance violations and drug dealing, also are significant. Understanding this, a coalition may identify environmental factors—i.e., overgrown vacant lots or bars that allow underage patrons to drink—that must be addressed. In some instances, a single outlet can wreak havoc on an entire community. GIS mapping can

Figure 5: Sample GIS map



The map illustrates a GIS map indicating the correlation in the crime rate (including loitering, vandalism, noise ordinance violations, drug dealing, public drunkenness and robbery) and alcohol outlet density in a five county area. Crime rates are shown by color (with darker color indicating higher crime rates), while alcohol outlets are illustrated by pins in the map.

show how one “bad apple” can affect the community. Dealing with that one location might improve conditions in the entire community.

Consider demographic and geographic features within the environmental context. Pay close attention to the following:

- **Lakes and rivers:** Are youth allowed to use their parents’ boats on the water with little or no supervision? Are boat patrols a regular part of enforcement activities?
- **Homes with large land areas:** Are these areas ideal for underage drinking parties?
- **Homes with basements:** Can youth easily conceal a party from negligent adults?
- **Youth with working parents:** Is supervision an issue?
- **Rural communities:** Are the driving distances long and do they contribute to driving under the influence? Are open fields or wooded areas common gathering spots for youth?

- **Economically disadvantaged communities:** Are abandoned buildings used for drug sales or use?
- **Major highways/ports:** Does your city have a major highway or port that becomes part of the trafficking issue and increases the local supply of illegal drugs?

Again, communities must consider ALL salient factors when determining where problem environments are and how to most appropriately plan to address them.

Involving youth in assessment

Youth involvement in coalitions is essential and young people can become great “data detectives.” They may see the community through a different lens than most adult coalition members. Youth can be recruited and organized to carry out interviews with neighborhood residents, count and map alcohol and tobacco outlets and locate and photograph settings to further illustrate local conditions. They can create and administer surveys and present data in easy-to-understand reports, and coordinate town hall meetings and recruit participants. See the case study on page 15 to learn about how the Hood River Coalition engaged youth in the environmental assessment process.

The context in which a young person lives certainly influences his/her behavior and how that context becomes an influence is different than that of an adult. With adult support and guidance, youth have the skills and ability to go out into the community and collect information. And, their knowledge of technology can be invaluable. Involving and utilizing their skills in GIS mapping is not only an effective way to get this type of data collection underway, but also to educate youth on the principles of environmental strategies and how physical design can be modified.

Commitment through capacity building

Successful implementation of environmental strategies does not happen overnight. Results take long-term commitment from coalition members and membership must be adapted and adjusted as implementation progresses. Imple-

menting environmental strategies requires more community involvement than individual strategies and requires participation of those most affected for crafting and carrying out solutions.

Coalition members should become savvy agents of change to modify risky environments and affect improvements in systems to discourage alcohol, drug and tobacco use. Remember, the strategies and tactics needed to bring about environmental change differ from those required to select and implement programs for individuals.

Coalitions that employ environmental approaches must learn to generate political capital and garner support from those in positions of authority. Elected officials, school and hospital administrators, business and labor union leaders, faith and cultural organizations and media all have the power to shape policies and deploy resources. When such leaders also are coalition members, they can act as catalysts for change by enlisting support from others in their sphere of influence. Encourage them as “champions for change” for the coalition’s policies and practices.

Whom do we need around the table?

Determine whether your coalition includes all the stakeholder groups it needs to improve the likelihood that your initiatives will succeed. Using the problem(s) identified from your community assessment data as a starting point, ask the following questions to begin to analyze if your coalition membership is comprehensive:

DFC requirements

- DFC coalitions must include a minimum of one member/representative from each of these 12 community sectors:
- Youth (persons less than or equal to 18 years of age)
 - Parents
 - Business community
 - Media
 - Schools
 - Youth-serving organization
 - Law enforcement agencies
 - Religious or fraternal organizations
 - Civic and volunteer groups
 - Healthcare professionals
 - State, local, or tribal governmental agencies
 - Other organizations involved in reducing substance abuse

HOOD RIVER COUNTY ALCOHOL TOBACCO AND OTHER DRUG PREVENTION COALITION

From 1992 to 1999, the Hood River County Alcohol Tobacco and Other Drug Prevention Coalition, in partnership with the Oregon Research Institute in Eugene, Ore., implemented Project SixTeen, to prevent and reduce tobacco use by adults and youth in their community. The project was comprehensive, involving multiple strategies to reduce access and sales of tobacco to underage youth, increase perception of harm and parental disapproval of tobacco and increase tobacco-free places and events.

What is unique about Hood River's strategies is the involvement of youth in every step of the coalition process. The coalition engages youth as agents of change in its action plan because of the receptive environment toward youth in the overall community. Involving youth in coalition work empowers them, builds their leadership skills and bonds them to the community. They also can show the community youth's role in positive community change.

To recruit youth members to assist in developing coalition activities, coalition leaders began in the local high school. They identified interested youth in classrooms and student clubs to help implement strategies and activities to mobilize the community to reduce exposure to tobacco smoke, decrease exposure to tobacco advertising and create barriers to tobacco sales to underage youth. By first engaging youth in poster contests, t-shirt exchanges and strategy development, the coalition strategically planned for how to systematically achieve the goals of their initiative.

Youth passionately expressed their desire for stronger school policies prohibiting tobacco use on school grounds, at community events and in local restaurants, retail outlets and other venues where youth gathered. They worked closely with school

administrators and presented to the school board fact-filled and persuasive arguments supporting a tobacco-free campus. These efforts led to adoption of policies restricting tobacco advertising, paraphernalia, use and possession in the schools, on campus and at school events. The policies applied to all students, employees and visitors to the school and banned tobacco use on campus outside of regular school hours.

The success of these efforts empowered youth to address the tobacco issue beyond school grounds. They worked to extend the school policy to include local restaurants, bars, motels and businesses; advocating for a Smoke-Free Workplace Law in Hood River County. They presented in front of city council members, county commissioners, and individual businesses, among others to influence change. Youth created petitions at the high school, and surveyed peers, to demonstrate to local business owners that banning smoking in their facility was a profitable decision.

As a result of their hard work, 87 percent of local restaurants and bars voluntarily adopted tobacco-free policies before the first state laws were passed in 1998. In addition, three local businesses removed vending machines from their bars and eight Quick Stop groceries put tobacco products behind the counter. Once these local businesses were on board, the coalition youth were prepared to present their successes at the state level. These efforts helped lead to the passage of Oregon's Smoke-Free Workplace Law in 1999. The coalition continues to engage about 30 youth in prevention work each year through youth-led education, media and testimony to local and state policy makers on the impact of second hand smoke and the need to increase the tobacco tax as an effective reduction tool.

Lessons Learned:

- ☞ **Involve youth in your coalition work.** Youth are powerful and persuasive advocates that can speak on behalf of the coalition to key leaders and stakeholders in the community. Youth can push the coalition to do the work because they are anxious for results. Involve them in the assessment and evaluation process to help paint a picture of the environment, using methods such as GIS mapping, photography and video. However, involving youth takes planning to facilitate success.
- ☞ **Build capacity through training opportunities.** The coalition's affiliation to the Oregon Research Institute was a key component to their success because of the training provided. Never underestimate the power of training. It can greatly increase a coalition's chances for success. The coalition leader was taught community mobilization; focusing on specific skills including working with the media, networking with key leaders, sharing data, and motivating and engaging community members. Active youth members also received training that built their capacity to reach their goals.
- ☞ **Work with your community.** The Hood River Coalition had little pushback from the community because of their overall approach and their deep roots in the community. It is best if you can keep the coalition from being the "bad guy." Work with businesses, not against them. Provide incentives and reminders to keep community members involved.

- Who is directly affected by the problem(s)?
- Who else cares enough to want to solve the problem(s)?
- Who benefits if the problem is resolved?
- What individuals or groups can resolve the problem?

Resist the urge to respond to these questions with the common answer, “Everyone!” Identify specific environmental conditions that underlie problems and clearly identify those groups and individuals who can enhance your efforts—human resources, community resources, political power, etc.

In the environmental approach, the community is not simply the site for the intervention, but the vehicle for change. To truly reflect community needs and solutions, coalitions must include residents and others who experience the alcohol and other drug-related problems directly, on a regular basis. These might include residents living near a park where drugs are sold and consumed; teenagers with direct knowledge of underage drinking parties and the effects on their friends and classmates; or persons recovering from addiction who understand how relapse and recovery are affected by high-risk environments where alcohol and other drugs are easily available.

People who directly experience a problem are more invested in finding solutions. In the final analysis, community members can help sustain environmental change strategies by overseeing the implementation of efforts over the long term. Take the opportunity to learn and cultivate your community members’ skills, talents, abilities, interests and resources. Your members will remain active when they are called to contribute to the cause. Remember that coalition members need to feel as though there is purpose and definition to their role within the coalition.

Bolstering coalition leaders

Coalition leaders set the tone for their coalition’s capacity to engage the community from grassroots to policymakers. As a coalition leader, your main role is as a community mobilizer. Individuals in leadership positions must be able to clearly convey what environmental strategies are and why they should be a focus of the coalition. Relationship building and collaboration are vital to sustainability and must correspond to the coalition’s collective vision for long-term commitment and measurable community change.

Engaging law enforcement and judicial officers

Environmental strategies that require law enforcement agencies can be part of a comprehensive, multi-strategy approach. The coalition’s role is to investigate existing policies and procedures that can benefit the community. Learn how your coalition can help local law enforcement in analyzing gaps and enforcing current laws.

Consider tapping into non-traditional law enforcement agencies (i.e., game wardens, natural resource officers, code enforcement, animal protection, fraud investigators, etc.). These agencies face the same problems as the city police or county sheriff’s departments, but in a different environment or context. Coalitions in rural communities should consider these agencies valuable partners in addressing environments that are more difficult to reach.

Judicial officers and systems are a large part of policy enforcement. Without their support, violators may not be convicted or consequences may not be enforced. Consider how the coalition can make their job easier. Failure to engage local judicial officers may hinder the forward progression of enforcement operations and create tension among local law enforcement and the judges they stand before in court. Coalitions can seek Attorney Generals’ opinions to support law enforcement and help them effectively defend cases.

In doing your homework, coalitions should:

- **Investigate** current arrangements among all local law enforcement agencies regarding enforcement (multi-jurisdictional agreements, multi-aid agreements, etc.)
- **Work** to improve and bolster relationships between law enforcement agencies
- **Involve** local judicial officers and systems prior to an increase in enforcement operations (i.e., Compliance Checks, Shoulder Taps, DUI Enforcement)

Coalitions that provide direct services or whose membership consists predominantly of service providing organizations may find environmental strategies difficult to implement. Thus, grassroots mobilization that includes residents, parents, neighborhood associations, formal and informal leaders is essential. These individuals can become the voice of change without the fear of repercussion from an employer or appearing to be acting solely in their employers' interests.

Informal leaders can be as effective and influential as formal leaders. For example, residents are the “eyes and ears” of the community and can hold policy makers and other institutions accountable for ensuring that system changes and policies are enforced on an ongoing basis.

Leaders—formal and informal—can benefit from training that develops the skills required to plan and implement environmental strategies. Some examples include, but are not limited to:

- **Community mobilization** including relationship building skills;
- **Training** on environmental strategies and their effects;
- **Analyzing and developing** effective, enforceable policies, including the process for developing local land use restrictions;
- **Appropriate engagement** of media;
- **Knowledge** of how local, state and federal government processes operate;
- **Knowledge** of community policing;
- **Knowledge** of alcohol and other drug-related community problems;
- **Knowledge** of how local decisions are made and who makes them;
- **Strong communication and facilitation** skills; and
- **Comfort** working in environments with considerable community dialogue and disparate opinions.

These are skills generally associated with community mobilizers—people who motivate others into action, fade into the background and share credit for success. Emphasize the community process to engage residents and key stakeholders in defining

issues and participating in the development and implementation of environmental solutions.

Your coalition must continue to build its bench strength, planning for growth and change over time. Good leaders move coalition partners and other stakeholders from the simple to the complex, mediate disagreements and coach members to represent and articulate coalition positions.

The planning process

Like the processes of community assessment and capacity building, coalition planning works best when it incorporates multiple sectors of the community. Coalition leaders must make planning an inclusive process, beginning with the prioritization of the root causes identified in the community assessment and acknowledgement of underlying conditions, such as high crime locations.

The choice of how to name and frame issues should reflect what works for your community, the language that motivates citizens into action and sets the stage for a comprehensive response to shared problems. Listening to community member—beginning with assessment—and involving them throughout the planning process lays the strong foundation a coalition needs to change environments. Refer to the Institute's *Assessment and Planning Primers* for more information on data collection and developing a logic model to inform your coalition's process for selecting interventions and activities.

Choosing environmental strategies and planning for their implementation should be carefully mapped out by the coalition. Again, no single strategy will provide the desired results and localizing strategies is allowable and encouraged. A carbon copy of what was done in another community will not be the best solution for your community. To achieve real, long-term success, take the time to think through what is viable and what will create the identified changes. See page 18 for a chart that illustrates examples of environmental strategies aimed at specific problems.

Table 2.

Examples of environmental policies for alcohol, tobacco and illicit drugs

| Strategy | Alcohol | Tobacco | Illicit Drugs |
|--------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Environmental policies to limit access | | | |
| Purchase laws | Compliance checks: Minimum purchase age laws actively enforced | Removal of cigarette machines | Laws prohibiting sale, possession and distribution |
| Price controls | Excise tax; Ban on “2 for 1” drink specials | Excise tax; No free tobacco samples on military bases | Increase supply reduction to raise prices |
| Restrictions on retail sales or sellers | Limit number of sales licenses within a county/city/town | Synar checks; Limit number of sales licenses; Fines for selling to youth | Land use ordinances enforced on blighted/ abandoned properties; physical design changes (increase lighting; plant shrubs, etc.); restrictions on sale of pseudoephedrine and ephedrine and other meth precursor chemicals |
| Environmental policies to influence norms | | | |
| Legal deterrence | Zero Tolerance laws for youth under 21 years; You Use/You Lose laws; Social Host laws Source Investigation Programs | Fines for selling tobacco to youth | Workplace initiatives; Asset forfeiture laws |
| Counteradvertising | Ban alcohol sponsorship; Advertising restrictions | Surgeon General’s Warning/The Truth Campaign; Restriction on samples and coupons; Ban television advertising | National Anti-Drug Youth Media Campaign ads/ websites |

Adapted from *Environmental Prevention Strategies: An Introduction and Overview*, Deborah A. Fisher, Ph.D., used with permission.

CHAPTER 4: ENVIRONMENTAL PREVENTION IN ACTION

The environmental strategies approach recognizes that risks associated with substance use are, in part, a function of the interplay between the environments where an individual uses and the substances he/she uses (agent). In the environmental approach, place matters. We recognize that managing the availability of alcohol and other drugs in specific environments impacts the substances individuals choose and the amount they use. These decisions determine the level of risk individuals and communities experience. The ability to shape individual's behavior by structuring what is expected or permitted in specific environments can reduce alcohol- and other drug-related problems.

Seven strategies for community change: A brief explanation

Seven methods that can bring about community change have been adopted as a useful framework by CADCA's Institute. Each of these strategies represents a key element to build and maintain a healthy community. In the planning process, utilize all seven strategies to be as comprehensive as possible to achieve population-level change. When focusing on implementation of environmental strategies, consider the types of information, skill-building and support activities necessary to move your interventions forward. You will see that the strategies overlap and reinforce each other.

Seven strategies to affect community change

1. **Provide information**—Educational presentations, workshops or seminars, and data or media presentations (e.g., public service announcements, brochures, billboard campaigns, community meetings, town halls, forums, web-based communication).
2. **Enhance skills**—Workshops, seminars or activities designed to increase the skills of participants, members and staff (e.g., training, technical assistance, distance learning, strategic planning retreats, parenting classes, model programs in schools).
3. **Provide support**—Creating opportunities to support people to participate in activities that reduce risk or enhance protection (e.g., providing alternative activities, mentoring, referrals for services, support groups, youth clubs, parenting groups, Alcoholics or Narcotics Anonymous).
4. **Enhance access/reduce barriers****—Improving systems and processes to increase the ease, ability and opportunity to utilize systems and services (e.g., access to treatment, childcare, transportation, housing, education, special needs, cultural and language sensitivity).
5. **Change consequences (incentives/disincentives)**—Increasing or decreasing the probability of a specific behavior that reduces risk or enhances protection by altering the consequences for performing that behavior (e.g., increasing public recognition for deserved behavior, individual and business rewards, taxes, citations, fines, revocations/loss of privileges).
6. **Change physical design**—Changing the physical design or structure of the environment to reduce risk or enhance protection (e.g., parks, landscapes, signage, lighting, outlet density).
7. **Modify/change policies**—Formal change in written procedures, by-laws, proclamations, rules or laws with written documentation and/or voting procedures (e.g., workplace initiatives, law enforcement procedures and practices, public policy actions, systems change within government, communities and organizations).

**** Note:** This strategy also can be utilized when it is turned around to **reducing access/enhancing barriers**. When community coalitions establish barriers to underage drinking or other illegal drug use, they decrease its accessibility. Prevention science tells us that when more resources (money, time, etc.) are required to obtain illegal substances, use declines. When many states began to mandate the placement of pseudoephedrine-based products behind the pharmacy counter, communities experienced a significant decrease in local clandestine methamphetamine labs. Barriers were put into place that led to a decrease in the accessibility of the precursor materials for meth production.

The list of strategies were distilled by the University of Kansas Work Group on Health Promotion and Community Development—a World Health Organization Collaborating Centre. Research cited in selection of the strategies is documented in the Resources and Research section of the CADCA website, www.cadca.org. The Institute uses this list by permission of the University.

The first three strategies—provide information, enhance skills and provide support—assist in educating the public, raising awareness and helping individuals make healthy choices. Generally they affect small numbers of individuals and are too weak to impact the community at large. These strategies often are necessary if you are working in a community where denial of and limited knowledge about the current problem is prevalent. But, they can provide initial information necessary to bring a community together around an issue.

Common environmental strategies for coalitions

- ⌘ Hours/Days of Sale
- ⌘ Clean Air Laws
- ⌘ Happy Hour Ordinance/Laws
- ⌘ Advertising Ordinance/Laws
- ⌘ Land Use Ordinances
- ⌘ Responsible Beverage Server Training
- ⌘ Fake ID Enforcement
- ⌘ Party Patrol/Controlled Party Dispersal
- ⌘ Outlet Density Reduction
- ⌘ Open Container Ordinance
- ⌘ Festivals
 - Beer Gardens
- ⌘ Third-Party Transaction
 - Shoulder Taps
 - Social Host
 - Source Investigation Programs
- ⌘ Compliance Checks

Since the first three of the seven strategies focus on impacting individuals, they have obvious limitations and probably will not, by themselves, achieve measurable change in substance abuse rates in your community. However, the last four strategies are environmental in nature and when utilized in a multi-strategy plan can form the basis of a comprehensive approach along with the first three.

Implementing environmental approaches using the seven strategies

Moving through assessment, naming and framing the existing problem, identifying root causes and linking them to strategies that directly address local conditions requires broad-based community involvement. Environmental strategies appear daunting, but can lead to powerful results. Because of their impact, they are worth the effort and attention to continual maintenance over time.

On page 23, we include a portion of a sample logic model with specific examples for comprehensive environmental strategies to help reduce youth tobacco use. As we address each of the strategies in this section, we will illustrate additional sample activities that might be used to plan and implement a comprehensive environmental approach.

Provide information: This strategy includes town hall meetings, websites, billboard campaigns, and Public Service Announcements (PSA). Communities may air PSAs to provide information about campaigns to reduce to drinking and driving

around the holidays. This adds to the community’s knowledge of local efforts, but in isolation would not create long-term change.

Enhance skills: Tactics include media advocacy, youth training on refusal skills, parenting classes and training local treatment professionals in prevention concepts. Parenting classes can complement environmental strategies when social host issues are uncovered, presenting the opportunity to educate parents about laws related to providing alcohol to underage youth on private property.

Provide support: Support includes substance-free activities for youth, support groups and clubs. If a community determines through its assessment process that many youth are cited for underage drinking during certain hours, substance-free activities can be offered during those times. Concurrently, local law enforcement can carry out proactive community policing efforts.

Enhance access/Reduce barriers: Environmental strategies often are associated with modifying settings to reduce risk through the implementation of policy, however, systems change to increase the ease of utilization also can be viewed as a population-focused approach. Make access to the basic services community members require to lead healthy and productive lives a priority.

For example, increase accessibility to services for individuals who do not speak English or where English is not the first language by providing par-

enting classes in the language most appropriate for the community. For example, providing parenting classes, as part of a comprehensive plan to inform and educate parents about the dangers of substance use by youth, in Spanish reduces the barriers for the Spanish-speaking community.

Change consequences—incentives and disincentives: Environmental strategies generally include consequences (incentives and disincentives). For a policy to be effective after adoption, active and consistent enforcement of incentives (rewards) or disincentives (penalties) must be swift and appropriate.

For example: your coalition’s assessment reveals that the fine for simple possession of marijuana is \$250 and 30 days in jail for the first offense. By today’s standards, this may seem inadequate as a deterrent to use. Your coalition may advocate for an increase not only in the monetary fine, but also in the length of prison or jail time or diversion into a treatment program. An even more effective way to utilize this type of strategy is to have these fines (or a portion of them) re-routed back to community prevention efforts.

All 50 states have enacted Zero Tolerance for Driving Under the Influence (DUI) laws for people under age 21. These laws, often referred to as “Use and Lose Laws,” maintain that when a young person is cited for underage drinking and driving, he/she will lose his/her license for a specified period of time. Not all states mandate the same period of time. Increasing the time that a young person loses his/her license can bolster the impact of the Zero Tolerance laws.

Look at this strategy in another way: Offer public recognition to those who perform a desired behavior, i.e., incentives. For example, when a local merchant alerts law enforcement that youth under 21 years old are using altered and false forms of identification to obtain alcohol, your coalition can reward the merchant in a variety of ways. Be sure that the recognition includes local media to increase the likelihood that other businesses will act in the same manner.

Change physical design: The risks associated with specific environments can be reduced through changing the design of the setting. Because substance abuse problems have a close nexus with crime and violence, a coalition working on environmental strategies naturally would urge law enforcement to target specific settings where alcohol and other drug sales and use are visible.

Alcohol- and other drug-related crimes can be reduced using environmental strategies and, when properly implemented, can improve the safety and livability of specific areas or whole neighborhoods. Strategies that focus on changing the physical design seek to modify the conditions that give rise to criminal behavior. Examples of physical design strategies include, cutting back or eliminating foliage that provides cover for drug sales, increasing lighting at crime hot spots, and cleaning up abandoned properties that are used for drug use.

Picture a neighborhood with a park in the middle. Some community members may not want to have it lit at night to discourage people from using the park after dark. The attempt to prevent noise late into the night because the lights provide the ability to use the park’s facilities, may create a playground for underage drinking or other drug use. Communities must consider how changing the physical design will work and if it can provide overall protective measures to increase public safety.

Abandoned houses and other buildings can become havens for drug trafficking, drug use and other crimes. In areas where this is a problem, policy can be enacted that requires the town/city/county to board windows and doors of abandoned properties to maintain safe conditions. A better approach would include a comprehensive set of strategies to improve affordable housing, organize residents to improve the physical appearance of their properties and deter open air drug markets.

Change or modify policies: Policies are concrete tools used to reduce risk or to modify settings in ways that benefit the public’s health. They can be formal or informal and are designed to structure community norms, which effect behaviors.

With enactment of Clean Air Laws across the country, communities are seeing full-scale norm changes related to smoking. Not long ago, cigarette machines were everywhere—in every bar, restaurant and club. They usually were tucked away in the darkest corner, leaving them unmonitored and disregarding laws related to legal purchase age. Today, it is much more difficult to find cigarette vending machines in public locations. Convenience stores keep tobacco products behind the counter, not easily accessible to store patrons.

As a result of Clean Air Laws, smoking rates have declined and evidence exists that environmental strategies are responsible.⁵ Smoking environments are now mainly outdoors. In fact, many businesses do not allow employees to smoke within a certain distance of the entrance. This change could be considered a model when developing and advocating for policy implementation.

In addition to understanding the long-term effects of policy change, communities should consider the effort necessary to monitor and actively enforce policy. Coalitions must plan for policy change with those who will enforce it.

Across the country, communities pass ordinances/laws mandating merchant education for alcohol retailers. Good planning determines who will enforce such programs and track the retail industry before enacting the policies. Establish systems to ensure that policy analysis, development, implementation and enforcement are supported by institutions and policymakers.

Media and environmental approaches

Media plays an important role in the implementation of environmental approaches and good relationships with media representatives and staff are vital to your long-term communication strategy. Traditional media outlets—newspapers, radio and television stations—should continue as key partners with community coalitions. New, social media through the Internet and mobile phones provide additional, often inexpensive, channels for communicating and networking with your members, partners and community at large.

However, you must consider the information gathered in your community assessment when determining which media outlets and channels are best suited for your community. Remember also that communication activities alone have little chance of creating the long-term, sustainable change your coalition is trying to achieve.

Plan and implement a social marketing campaign.

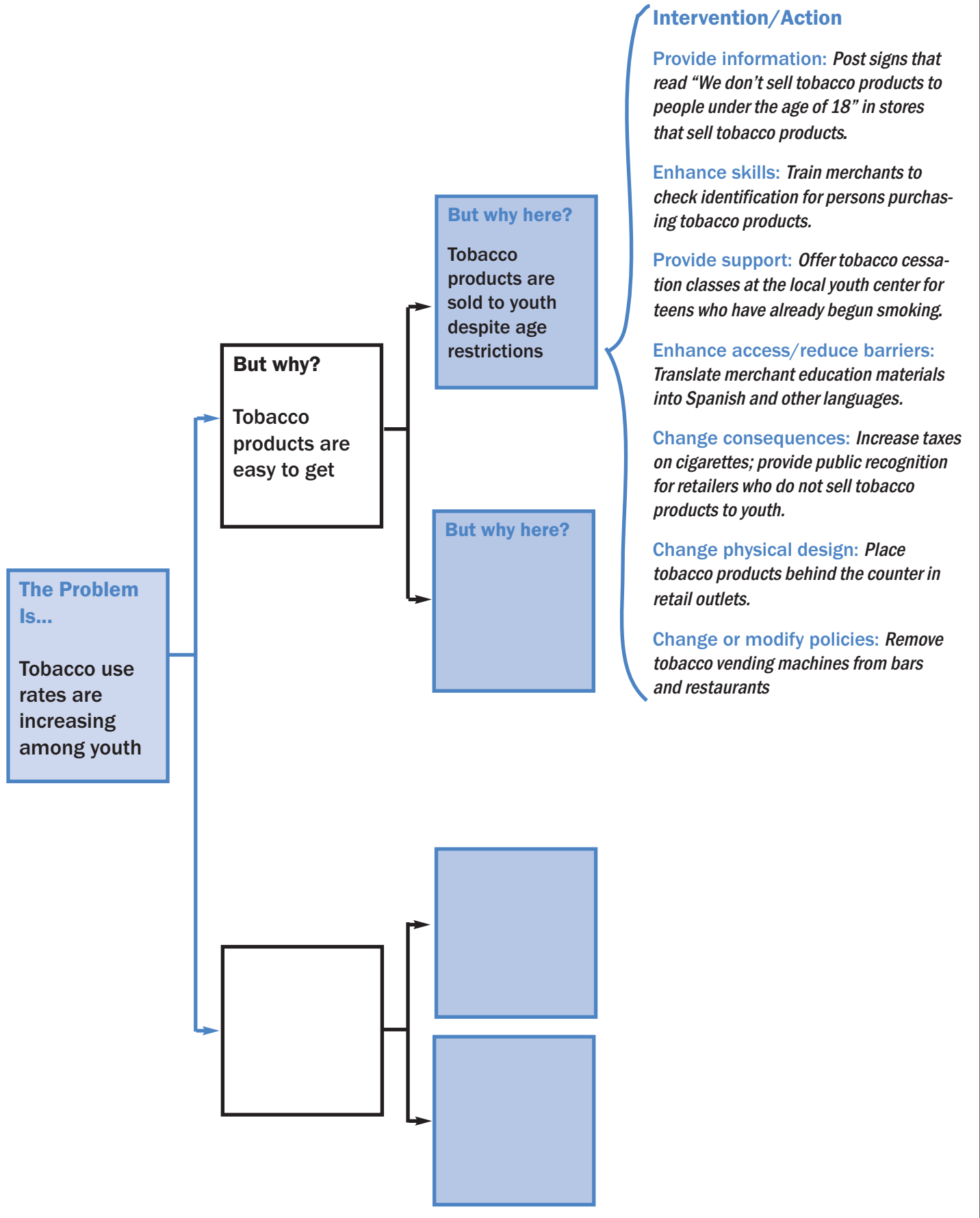
A social marketing campaign will take your coalition beyond a simple communications plan. Social marketing is the application of marketing strategies developed in the commercial sector to solve social problems where the bottom line is behavior change. Both commercial and social marketing focus their efforts on reaching target markets which will be identified in your coalition's environmental assessment. (See the *Marketing's 4 Ps* in Figure 4 on page 12).

Like environmental strategies, successful social marketing campaigns utilize multiple strategy approaches and incorporate much of the work that coalitions already are doing in their planning and implementation. Tactics and channels of communication used in a social marketing campaign will be determined by the problem your coalition is addressing and may utilize traditional mass media such as newspapers, radio and television; new or social media such as blogs or text messaging; and non-traditional media such as weekly bulletins in houses of worship or posters in barber shops or beauty parlors.

Teach students to understand messages through media literacy classes. Media literacy classes help students better understand the “language” of images and sounds used throughout today's media—particularly advertising—teaching them the tactics used to entice the general public to buy products or use services. Think about Mr. Clean—if he was wearing a greyed t-shirt with ketchup and mustard stains would you buy his products? Or if the Keebler elves baked cookies that rated “just ok” on the “deliciousness” meter, would you crave them as you walk down the aisle of the grocery store?

Media literacy classes take students beyond cleaning products and cookies and help them under-

Figure 6: Sample Logic Model for Environmental Approach using the Seven Strategies



stand the advertising messages put out by tobacco and alcohol companies. In fact, media literacy—understanding the “bill of goods” being sold by the tobacco companies—provided the genesis for the popular and successful Truth campaign, developed by the American Legacy Foundation.

Enlist support for policy change using media advocacy. Media advocacy is the process of disseminating policy-related information through the mass media, especially to affect action, policy change or to alter the public's view of an issue. Enlist and cultivate media partnerships from the earliest stages of your coalition development. Their ability to reach community members and influence attitudes will be invaluable when you are ready to plan and implement the strategies that will change local systems or policies.

Pay attention to the way local media frame issues. Reports on drunk driving accidents involving teens often indicate that only the driver bears responsibility and rarely focus on community issues such as the number of alcohol outlets willing to sell to minors, availability at community events, etc. Frame your issues to reflect message(s) agreed on by coalition members. Keep your message consistent whether you are sending a press release, op ed piece or Letter to the Editor, or responding to a request for an interview on a new story related to underage drinking and driving. Your coalition's message must move community members to support the change your group advocates.

Evaluation of environmental strategy implementation

Evaluating implementation of your environmental strategies is different than your larger, more comprehensive coalition evaluation which entails documenting your coalition's contributions to population-level change. Evaluation of your environmental strategies involves tracking the implementation of each strategy, including:

1. **Process** the coalition uses to implement the environmental strategy (e.g., development of an ordinance, number of merchant education trainings provided, etc.)

2. **Extent** to which the environmental strategy has penetrated the community (e.g., percent of restaurants completing merchant education, percent of alcohol outlets that display “We Card” signs, etc.)
3. **Success** of the individual environmental strategy (e.g., merchant education implemented communitywide, what percent of restaurants pass compliance checks or if alcohol outlet density decreases does associated crime and mayhem decline?)

Environmental strategies have many moving parts so it is critical for the coalition to track these early steps carefully to understand if a particular strategy is having the intended effect. For example, your coalition decides to implement an education campaign focused on decreasing availability of tobacco to minors with the aim of persuading local merchants to display signs that indicate they will not sell tobacco to minors.

1. **Document** the process used to engage and educate merchants. This may include tracking dissemination of materials, number of visits to merchants, percent and distribution of merchants targeted, development of an Memorandum of Understanding (MOU) for merchants to sign, etc. However, just because your coalition has engaged in a targeted merchant education campaign does not mean that all the merchants have bought on to it or have changed their behaviors.
2. **Determine** the extent to which the “We Card” signs are displayed in stores. This requires tracking what percent of tobacco outlets in the community display the signs. If you have 50 merchants that sell tobacco in your city but only five of them are consistently displaying the sign, then your strategy does not have sufficient depth. Remember as a coalition, you are focused on large-scale change, so you need to make sure that your environmental strategies penetrate the entire community environment.
3. **Determine** if the strategy is bringing about the intended outcome—are fewer merchants selling tobacco to individuals under 18 years of age? This requires conducting compliance checks with tobacco retailers.

SALT LAKE CITY MAYOR'S COALITION ON ALCOHOL TOBACCO AND OTHER DRUGS

When assessments indicated that alcohol was being used by more youth than tobacco or any other drug, the Salt Lake City (Utah) Mayor's Coalition on Alcohol Tobacco and Other Drugs, began mobilizing their community to address the problem. Rates in Salt Lake City exceeded state rates at every grade level for lifetime and 30-day use and community stakeholder interviews revealed the community was ready for change—55 percent reported alcohol or other substance abuse were major problems facing the community.

Coalition leaders became aware of a program called EASY (Eliminate Alcohol Sales to Youth) that limits youth access to alcohol at grocery and convenience stores. The program mandates training for retailer employees, implements retailer compliance checks, and increases penalties for retailers that sell to minors.

Coalition leaders made the decision to push for this policy change in their state. The coalition planned a series of steps that would lead them to their ultimate goal. First, they needed to educate the community on the harms of underage drinking. They disseminated information to parents and other key stakeholders, and presented data to the Utah Department of Alcoholic Beverage Control (UDABC), local law enforcement and legislators, advocating for implementation of the EASY

program. The coalition educated community members that controlling youth access to alcohol needed immediate attention, and that implementing the EASY program was feasible, and could drastically improve retail outlet compliance.

The collaboration with its key stakeholders really drove the initiative along. The Salt Lake City Mayor's Coalition built strong leadership capacity. Their membership includes representation from the UDABC, MADD Utah and local law enforcement. They collaborate closely with their state Division of Substance Abuse and Mental Health. These partnerships and other mobilization efforts contributed to Utah being the first state to enact the EASY program statewide in 2006. In addition, legislators allocated funding to implement a statewide media and education campaign called ParentsEmpowerd.org. The campaign educates parents on the dangers of underage drinking and the role they play in preventing the behavior.

Since its inception, the program has been successful in increasing alcohol retail compliance rates in Salt Lake City. Compliance rates rose from 66 percent to 79 percent after the legislation's passage. Over time, as more trainings and repeat compliance checks are implemented, the compliance rates are expected to increase.

Lessons Learned:

- ⌘ **Know your key stakeholders.** The coalition worked closely with local law enforcement, because their State ABC does not have an alcohol enforcement division. This means that the enforcement of Utah's alcohol laws is the primary responsibility of local police and sheriff's offices, along with the Utah Department of Public Safety's Liquor Enforcement Section.
- ⌘ **Assess the level of community awareness on the issue and address the gaps.** Are community members aware of the problem? Are they supportive of the coalition's proposed environmental strategies and policy changes? Some communities may be easier to mobilize than others. It takes time to change people's minds. Be prepared to educate your community before proposing specific strategies and policy change.
- ⌘ **Make sure the strategy fits your community.** You will be more likely to achieve your desired goals if you use strategies that align with your assessment findings. It is necessary to keep a pulse on community data, as well as your coalition's capacity to address changes. This will be different in each community.
- ⌘ **Know your state liquor laws, who enforces them and how they are enforced.** Coalitions should work to understand the various levels of law enforcement on the state and local levels. Different agencies have different powers and jurisdictional boundaries. Multi-jurisdictional agreements can be incredibly helpful to the success of enforcement operations. Also, states and localities vary on who can regulate licensing and alcohol sales. When conducting compliance checks, there is usually a criminal ticket written to the individual involved in the illegal sale of alcohol to an underage, undercover buyer. The alcohol license also can be endangered, but not all law enforcement agencies have the power to do this. Take the time to understand your state's regulations when it comes to ticketing the actual seller and the alcohol license holder, as they may differ depending on the law enforcement agency.

See the Resources Section on page 31 for more information on environmental strategies focusing on underage drinking.

The same evaluation process should be applied to environmental strategies focused on changing policies. For example, your coalition wants to pass a Teen Party Ordinance aimed at reducing the number of parties where underage drinking occurs. The ordinance levies fines against property owners to cover the law enforcement costs when police respond to a disturbance caused by a party.

In that case, the coalition should document the process used to pass the ordinance, such as developing the ordinance, getting community support for the ordinance and getting the ordinance passed. Then the community needs to track enforcement of the policy—is law enforcement responding to calls for service for parties that are neighborhood disturbances and are the appropriate penalties being implemented? When it comes to tracking the number of problem parties, this number may go up initially because it is being tracked systematically for the first time. However, the evaluation of the success of this policy change should show decreases over time.

The intent of evaluating your environmental strategies is to understand how well you are implementing these targeted communitywide interventions and if the environmental strategy is successful. However, be aware that evaluating your environmental strategies does not mean that you have also evaluated the totality of your coalition work which consists of many strategies. Evaluation of specific environmental strategies is just one piece of information that feeds your larger coalition evaluation. For more information on coalition evaluation, please refer to the Institute's *Evaluation Primer*, available in PDF format online at, www.cadca.org.

Conclusion

Adoption, implementation and enforcement of environmental strategies cannot be accomplished unless many segments of the community are mobilized. Organizing the community for change is a core function of an effective community coalition. Addressing issues of access and availability, location and density, restricting public use, deterring law breaking and restricting marketing in public places are all strategies that coalitions across the county are successfully tackling every day.

We hope this publication helps more coalitions move beyond planning and implementing programs and services that concentrate on individual behavior to a more comprehensive and multifaceted set of actions that modify the environment in which alcohol, tobacco and other drugs are sold and consumed. Many resources on the topic exist. For further information, see the Resources section on page 31 or go to the Resources and Research section of the CADCA website, www.cadca.org.

Additionally, the Institute offers free technical assistance to community coalitions. You may request technical assistance through the CADCA website, by sending an e-mail to training@cadca.org or by calling 1-800-54-CADCA (1-800-542-2322), ext. 240.

Table 3.

Prevention effects of environmental strategies

The table below shows the range of effects that have been found as a result of a variety of environmental strategies.

| Environmental Strategy | Sales/ Use | Traffic Crashes | DWI | Violent Crime ¹ | Suicide | Long-Term Health Consequences ² |
|---------------------------|----------------|--------------------|-----|-------------------------------|---------|-----------------------------------------------|
| Price controls | ⌘ | ⌘ | ⌘ | ⌘ ³ | ⌘ | ⌘ |
| Density restrictions | ⌘ | ⌘ | | ⌘ | ⌘ | ⌘ |
| Minimum purchase age laws | ⌘ | ⌘ | | ⌘ ⁴ | ⌘ | |
| Impaired driving laws | | ⌘ | ⌘ | | | |
| Restrictions on use | ⌘ | | | | | |
| Selling/serving controls | | ⌘ | ⌘ | | | |
| Counteradvertising | ⌘ ⁵ | | | | | |

¹ violent or assaultive offenses = rape, robbery, assault, and homicide

² cancer or cirrhosis mortality

³ rapes and robberies

⁴ youth homicide

⁵ effects for tobacco only

Environmental Prevention Strategies: An Introduction and Overview, Deborah A. Fisher, Ph.D., used with permission.

Community mobilization to create environmental change—a summary

Implementing environmental strategies is part skill and part art form. Acting strategically with a focused goal and beginning with the end in mind, increases the chance of waging a successful campaign and enables ongoing adjustments as your coalition carries out its work. The steps below are described in a linear way, but often overlap and circle back. Activities depend on local conditions. Environmental work can be unpredictable and full of twists and turns. Use these steps to mobilize the community to engage in environmental strategies so your coalition can inform the community—residents, businesses, agencies and stakeholders—about existing conditions and begin to plan actions necessary to create change.

State the issue to be addressed. Interventions should be grounded in a well-developed assessment reflecting key issues and contributing factors (root causes and local conditions). In defining issues, clearly identify who will be impacted as they can become allies or opponents to the coalition's work. Identify potential barriers and ways to steer around or sway public opinion to your side as you move through the process. Create an Action Statement indicating what the policy/system change will create, who will benefit and who can make it happen.

Collect data to establish a basis for the proposed policy or systems change. Many of your data will emerge from the community assessment. Understand that policy change is intended as long-term and could become law. Changes that cause systemic overhaul can affect multiple institutions and, therefore, should be planned carefully. Ensuring the reach of policy or systems changes and the capacity to maintain it over time is vital. To address drug dealing and problem environments that facilitate it, coalitions must address conditions that increase the likelihood of drug dealing. A policy related to boarding abandoned buildings could address drug dealing if the areas are deemed ideal for such behavior.

Create a case statement. Case statements take many forms, but always define the nature and extent of the issue from an environmental perspective and describe how the proposed response addresses the issue and the implementation process. Case statements are not action statements. They are public expressions that enable the coalition to describe the issue in a way that reflects its understanding and vision of an appropriate environmental response. A sample case statement is available in the Resources and Research section of the CADCA website, www.cadca.org.

Draft policy language. Enlist coalition members to work through the policy response. Drafting policy helps stake out the coalition's position, fosters better understanding of local conditions and creates a more level playing field with the entity that has the power to enact it. CADCA's Policy Change Toolbox

(http://www.cadca.org/policyadvocacy/prevention_works/policy-change-toolbox) offers excellent resources and examples.

Use media advocacy. The use of local media to support the coalition's work is essential to further the success of environmental strategies. Media advocacy provides a venue that supports appropriate framing of the message, develops strategic communications and shapes local opinions to support the coalition's work. Keep your efforts on the local radar. Submit Letters to the Editor and meet with editorial boards to maintain media involvement. Cultivate relationships with local reporters who are interested in your coalition's issues to ensure that your message is published. Actively involve media by providing them opportunities to ride along with law enforcement during compliance checks. Continuously update your coalition's story.

Mobilize support and provide community education. Building support for your coalition's goals requires a careful analysis of who in the community has the power to assist or block your efforts. Policy development, adoption and enforcement often create opposition—learn where the support and opposition lie. For each policy campaign, determine who the decision makers are; what their self-interest is in relation to the coalition's work; who are potential allies; and what are the risks to coalition members and partners as the work moves forward.

Successful implementation of environmental strategies and policy enactment requires strong support from key influencers and grassroots community members. Coalitions must explore options and decide that local policy change is needed. Then, they must decide how to get their message out. Local council meetings are open venues where coalitions can present their views on local problems and possible solutions. Engage your membership to meet with local officials who can affect policy; such relationships are essential to coalition capacity.

Ensure enforcement. Policies must be enacted and enforced. This holds true whether the policy addresses serving alcohol at dinner parties or locking up meth precursor chemicals in local stores. Someone must ensure that the policy is followed. Many communities pass policies or laws about which no one is aware. Avoid that issue by engaging stakeholders responsible for enforcement from the beginning of the process. This generates buy-in and allows the policy to be shaped to make enforcement as easy as possible. Most often, implementation is just the beginning of the actual environmental strategy.

Evaluate coalition effectiveness. Policy development and adoption takes time. Done well, it lays a foundation for subsequent enforcement. Coalitions sometimes bypass evaluation of what went well and what could be improved. But, evaluation is central to maintaining a vibrant group that can recruit new people and make corrections in its own process as needed.

ENDNOTES

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2. Bruun, K., et al., *Alcohol Control Policies in Public Health Perspective*, The Finnish Foundation for Alcohol Studies, New Brunswick, N.J. : distributors, Rutgers University Center of Alcohol Studies, 1975.
3. Edwards, G., et al., *Alcohol Policy and Public Good*, Oxford University Press, USA, January 26, 1995.
4. Babor, Thomas, et al., *Alcohol: No Ordinary Commodity—Research and Public Policy*, Oxford University Press, USA; October 23, 2003.
5. Campaign for Tobacco Free Kids, *Smoke-Free Laws Do Not Harm Business at Restaurants and Bars*, Washington, D.C. Retrieved from the Internet, <http://tobaccofreekids.org/research/factsheets/pdf/0144.pdf>, March 2008.

GLOSSARY

24/7 Zero Tolerance Policy: Written policy in a school/ school district. It allows schools to provide consequences to youth who are involved in alcohol, tobacco or other drug-related behavior even when they are not on school property, during school hours or while participating in a school-related function.

4 Ps of marketing: Product, price, place and promotion are commonly referred to as the 4 Ps of marketing or the marketing mix. They can be used together to help determine strategy around a target market or population. In a coalition context, they can help inform planning and implementation of initiatives.

Alcohol Purchase Survey: Use of individuals older than 21 to test whether an alcohol retailer consistently checks for proper identification prior to the sale of alcohol.

Clean Air Law: Law prohibiting smoking indoors (i.e., public buildings, restaurants, airplanes, etc.) or within a short distance of public entrances.

Community assessment: A process of gathering, analyzing and reporting information, usually data, about your community. A community assessment should include geographic and demographic information, as well as a collective review of needs and resources within a community that indicates what the current problems or issues are that could be addressed by a coalition.

Compliance checks: An enforcement operation where an undercover, underage buyer works with law enforcement to test the compliance of a tobacco or alcohol retailer with local and state laws.

Counteradvertising: In its broadest sense, it refers to the dissemination of prevention messages through the media. These messages run counter to pro-alcohol or tobacco advertisements. Counteradvertising can occur via the same media as pro-alcohol or advertising—namely, in print publications (magazines, newspapers, etc.), in outdoor media (billboards, transit ads), in broadcast media (television and radio), over the Internet, by direct mail and through promotional techniques, such as sponsorship of sporting and entertainment events.

Dram Shop Law: Refers to an alcohol establishment's potential financial liability for serving alcohol to an intoxicated or underage person who later causes injury to a third party (i.e., in a drunk driving crash). This law normally only covers businesses and not private parties.

Environmental scan: A form of community assessment that investigates the physical elements within a community that can contribute to alcohol, tobacco or other drug use.

Environmental strategies: Environmental strategies are prevention efforts aimed at changing or influencing community conditions, standards, institutions, structures, systems and policies.

Geographic Information System (GIS): The use of digitized maps to view, understand, question, interpret and visualize data in ways that reveal relationships, patterns, and trends in a specific geographic area.

Keg Registration: The tagging of kegs for the purposes of knowing the source of alcohol in an underage drinking investigation. The purchaser identified on the tag could potentially be charged with a crime of providing alcohol to an underage person.

Land use: The way land is developed in terms of the kinds of activities allowed (agriculture, single-family or multiple family residence, commercial, industry, etc.)

Land Use Ordinance: Local code which sets forth local zoning regulations for a jurisdiction. For example, prohibiting medical marijuana dispensaries in a residential neighborhood.

Media advocacy: The strategic use of any form of media to help advance goals.

Media literacy: The process of teaching individuals to analyze media messages to learn how they are designed to influence choices/behaviors.

Merchant education: A program geared toward educating tobacco and/or alcohol retailers on the current laws and appropriate, legal sales of tobacco and/or alcohol products to the public.

Multi-jurisdictional agreement: An agreement that allows law enforcement agencies to operate under certain circumstances outside of their normal jurisdictional boundaries.

Outlet density: The number and proximity of outlets in a given geographic area.

Qualitative or anecdotal data: Qualitative data can help tell the stories behind the local conditions that contribute to alcohol and other drug problems. Focus groups (with youth, faith community, coaches, teachers, parents, etc.) or key informant/stakeholder interviews (with the mayor, police chief, merchants, neighborhood association members, etc.) can relate how residents are affected by the noise, crime and other activities connected to a bar in their neighborhood and/or usual settings of underage drinking parties.

Quantitative data: Data which are measurable or quantifiable, such as the number of meth labs discovered in a community—can often be retrieved through state or local databases, partner agencies and others.

Shoulder Tap: An enforcement operation where an undercover, underage youth, under the surveillance of law enforcement officers, approaches individuals near an alcohol retail outlet, stating his/her real age, and asks if the individual will purchase alcohol and provide it to him/her.

Social Host Law: Prohibits the provision of alcohol to individuals under the legal purchase age. In some states or communities, it can also mean that individuals who provide alcohol can be held liable if the person who was provided alcohol is killed or injured, or kills or injures another person.

Social marketing: Social marketing is the application of marketing strategies developed in the commercial sector to solve social problems and help bring about behavior change.

Source investigation program: An investigation into the source of alcohol or other drugs when an alcohol-or other drug-related crime occurs. An example would be when an underage person is in an alcohol-related car crash, law enforcement extends its investigation beyond the scene of the crash and attempts to determine where the alcohol was obtained.

Synar checks: In 1992, the federal government passed the Synar Amendment that mandates annual checks of tobacco retailers in every state. States that fail to maintain a tobacco sale rate during the checks of 20 percent or less are at risk of losing 40 percent of the federal Substance Abuse Prevention and Treatment (SAPT) Block Grant dollars.

Systems change: The process of improving the capacity and service delivery of systems to improve access, and/or quality for people in a community.

Teen Party Ordinance: The ordinance levies fines against property owners to cover the law enforcement costs when police respond to a disturbance caused by a party involving underage drinking.

Zero Tolerance: This terminology often is used to describe the laws that are in every state that stipulate that youth under 21 cannot possess or consume alcohol while operating a motor vehicle. This also can mean that schools (or other entities) have enacted a policy that states they will implement consequences or penalties to any student who is involved in an alcohol, tobacco or other drug-related incident on school property, during school hours or while participating in a school function.

ENVIRONMENTAL STRATEGIES PREVENTION RESOURCES

The following list of environmental strategies prevention resources serves as a guide for those looking to expand their knowledge on the topic. Please note that there is a wealth of information on the subject and that this list is not exhaustive. We hope it is helpful to you as you continue your research.

ORGANIZATIONS

Center on Alcohol Marketing and Youth at Georgetown University (CAMY) <http://www.camy.org>

- Monitors the alcohol industry's marketing strategies directed at America's youth. Provides a wealth of information on environmental strategies that reduce and limit the access of alcohol to underage youth as well as youth exposure to alcohol advertising. The website regularly provides updates to alcohol policy changes and includes examples of successful initiatives at the local level.

California Council on Alcohol Policy
<http://cal-council.org/index.htm>

- The California Council on Alcohol Policy was founded in 1985 as an action vehicle for individuals and communities seeking to reduce problems associated with the availability and consumption of alcohol beverages. The website includes a list of useful Weblinks.

FACE

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

- FACE is a national nonprofit organization whose mission is to create innovative, research-based resources on alcohol that educate, motivate and demonstrate how individuals and organizations can effectively take action on alcohol issues.

Institute for Public Strategies (IPS)

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

- Provides leadership and strategies which support changes in public and private policy and community standards and norms.

Marin Institute for the Prevention of Alcohol and Other Drug Programs <http://www.marininstitute.org>

- The Marin Institute provides up-to-date information regarding the promotion of alcohol products by the alcohol industry. It supports communities who aim to reduce youth exposure to the variety of alcohol marketing strategies.
- Media Advocacy Action Pack:
http://www.marininstitute.org/action_packs/media_advocacy.htm.
- Alcohol Policy Solutions:
http://www.marininstitute.org/alcohol_policy/.
- A useful description of how land use regulations and local health and safety codes can help communities carry out effective environmental strategies: http://www.marininstitute.org/alcohol_policy/local.htm.

Northeast CAPT Prevention Strategies

Policy: A Strategy for Prevention Practitioners

<http://www.northeastcapt.org/products/strategies/policy/policypaper.html>

- This resource developed through the Center for Substance Abuse Prevention's Northeast Center for the Application of Prevention Technologies describes guidelines for creating policy at the local level. It also provides a list of references to field research supporting environmental strategies.

Pacific Institute for Research and Evaluation (PIRE)

<http://www.pire.org>

- Independent, nonprofit organization working to understand the affects of alcohol and other drugs on a variety of individual and social problems. With 10 research centers throughout the United States, researchers at PIRE play an integral role in bridging the gap between science and practice.

Responsible Hospitality Institute (RHI)

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

- Founded in 1983 to promote legal and social awareness programs, RHI has evolved to become a central clearinghouse and facilitator of national, state and local networks seeking to create more safe and vibrant places to socialize.
 - Visit their Clearinghouse for case study examples, news updates and other useful information (http://www.rhiclearinghouse.net/RHICH_SearchMenu.aspx).

Underage Drinking Enforcement Training Center (UDETC)

<http://www.udetc.org>

- Established by the Office of Juvenile Justice and Delinquency Prevention, the UDETC provides training and technical assistance to federal entities, states and communities; building their capacity to prevent underage drinking and associated consequences through the enforcement of underage drinking laws.

ONLINE PUBLICATIONS AND OTHER RESOURCES

Alcohol Policy Information System (APIS)

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

- A project of the National Institute on Alcohol Abuse and Alcoholism (NIAAA), the Alcohol Policy Information System is an online resource that provides detailed information on a wide variety of alcohol-related policies in the United States at both state and federal levels.

A Community Alcohol Tobacco and Drug Indicators Handbook

<http://www.indicatorshandbook.org>

- A project of Join Together (<http://www.jointogether.org>) designed to help communities develop an indicator reporting program to inform their planning process. Provides up-to-date data sources and current community indicator reports from around the country (2005 Edition).

CADCA National Coalition Institute Primer Series

www.cadca.org

- A collection of publications that provide guidelines for coalitions navigating the Strategic Prevention Framework.

CADCA's Policy Change Toolbox

www.cadca.org

- CADCA's Policy Change Toolbox was developed as a public policy tool to provide coalitions with a catalog of environmental policy changes implemented at the local level by community anti-drug coalitions from all over the U.S.

CADCA Strategizer 31: Guidelines for Advocacy: Changing Policies and Laws to Create Safer Environments for Youth

www.cadca.org

- The purpose of this coalition-specific technical assistance manual is to clarify what constitutes "lobbying" activities for nonprofit organizations and to what extent these organizations can participate in such activities. It also provides useful information on general legislative processes.

College Drinking: Changing the Culture

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

- Created by the National Institute on Alcohol Abuse and Alcoholism (NIAAA), and is a resource for comprehensive research-based information on issues related to alcohol abuse and binge drinking among college students.

Community Tool Box

ctb.ku.edu

- The Tool Box is a service of the Work Group for Community Health and Development at the University of Kansas.

Find Youth Information (FYI)

<http://www.findyouthinformation.gov>

- Includes a great resource to help your community incorporate a Graphic Information System (GIS) into your local assessment, helping to visualize relationships, patterns and trends in maps.
- For more detailed information on Geographic Information Systems (www.gis.com)

Leadership to Keep Children Alcohol Free

<http://www.alcoholfreechildren.org>

- An initiative launched in 1999 by the National Institute of Alcohol Abuse and Alcoholism in partnership with the Robert Wood Johnson Foundation, to bring the scope and dangers of early alcohol use to public attention and mobilize national, state and local action to prevent it.
 - The Web site features a policymakers page with a wealth of information and resource links for influencing policy at the community level.
(<http://www.alcoholfreechildren.org/en/audiences/policymakers.cfm>).

Preventing Problems Related to Alcohol Availability:

Environmental Approaches

<http://ncadi.samhsa.gov/govpubs/PHD822/aap.aspx>

- SAMHSA's National Clearinghouse for Alcohol and Drug Information.
- Developed by CSAP in 1999 as part of the Prevention Enhancement Protocols System (PEPS)—All three parts are available online.

Preventing Underage Drinking: Using the SAMHSA Strategic Prevention Framework and Getting to Outcomes to Achieve Results

<http://captus.samhsa.gov/southwest/documents/SPF-PreventUnderageDrinking.pdf>

- A guide to help communities go through a systematic process of planning, implementation, and evaluation that will help get results in reducing and preventing underage drinking. The guide is focused on evidence-based environmental approaches.

Surgeon General's Call to Action to Prevent and Reduce Underage Drinking (2007)

<http://www.surgeongeneral.gov/topics/underagedrinking/>

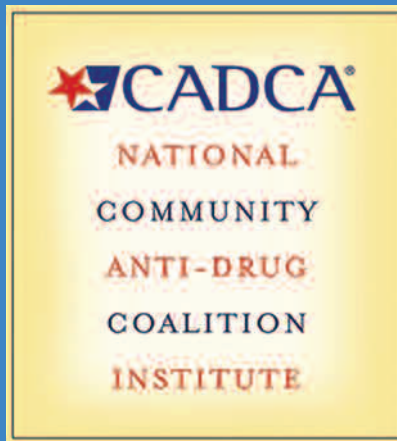
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