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**Author:                     Johnnetta Davis-Joyce**

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# Judicial and Probation Outreach Project

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## *Final Report*

Prepared by:

Pacific Institute for Research and Evaluation

for

U.S. Department of Justice  
Office of Justice Programs  
Office of Juvenile Justice and Delinquency Prevention

October 31, 2011

## Memorandum

**To:** Sharie Cantelon, OJJDP

**From:** Johnnetta Davis-Joyce  
Pacific Institute for Research and Evaluation (PIRE)

**Date:** October 31, 2011

**Subject:** Closeout Report –Grant # 2007-AH-FX-K003  
The Underage Drinking Enforcement Training Center (UDETC)

Thank you for the opportunity to have served the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in this capacity. This is the closeout report for Grant # 2007-AH-FX-K003 to OJJDP regarding the activities of PIRE. This report covers the period of October 1, 2007, through September 30, 2011.

If you should have any questions or comments regarding the report and its content, please contact me at 301-755-2744 or [davis@pire.org](mailto:davis@pire.org).

**Judicial and Probation Outreach Project  
Closeout Report, October 1, 2007, through September 30, 2011  
Grant # 2007-AH-FX-K003**

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## *Introduction*

In 2007, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and its Demonstration Programs Division (DPD) entered into a cooperative agreement with the Pacific Institute for Research and Evaluation (PIRE) to develop and implement a judicial and probation outreach project to identify and disseminate strategies on underage drinking to the judicial and probation communities. The program was given an award number of 2007-AH-FX-K003 with an effective date of October 1, 2007, and an expiration date of September 30, 2009. OJJDP granted two no-cost extensions to the project: one on October 1, 2009, and one on October 1, 2010.

The Judicial and Probation Outreach Project was developed to aid in the following activities:

- Increasing the knowledge of judges and others in the justice system about the nature and scope of underage drinking and making them more aware that youth experiencing stressful events, such as divorce or abuse, may be at increased risk for alcohol involvement.
- Increasing the knowledge of judges and others in the justice system about adolescent development and the nature and scope of consequences resulting from underage alcohol use.
- Encouraging appropriate therapeutic interventions for parents with substance use disorders that are before the courts because their children are at heightened risk for underage drinking.
- Improving identification of alcohol use disorders and working to ensure timely access to treatment for at risk youth.
- Encouraging judicial engagement, as appropriate, in facilitating community solutions to reduce youth access and consumption of alcoholic beverages through science-based strategies.

In an effort to provide the best product to the target audiences, PIRE engaged the American Probation and Parole Association (APPA) located in Lexington, Kentucky, as a subcontractor and partner in addressing the needs of the community corrections field. The general efforts of the project were focused on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse. The project advanced the program goals and objectives in a series of initiatives and programmatic elements:

- Establish a judicial database and Web site containing project-related information, press-media sources and additional informative resources.
- Conduct a literature review of pre-existing materials that address the issues related to underage alcohol problems and the courts or community corrections field.
- Publish a quarterly newsletter to disseminate research, relevant articles, and resources to the judicial community.
- Conduct quarterly audio presentation for the judicial and probation communities discussing research, strategies, practice guidelines, and programmatic initiatives of interest to the courts and members of the justice community.
- Provide on demand technical assistance and live educational programming and to judicial conferences and meetings, probation conferences, and EUDL national conferences.

This report describes the programmatic efforts and the technical assistance services provided by PIRE through Grant # 2007-AH-FX-K003.

## Web Site Services

In 2007, PIRE established a separate link to the judicial project on the Underage Drinking Enforcement Training Center's (UDETC) Web site. The heading provided a separate and distinct link to the services and resources provided to the judicial and probation communities.

<http://www.udetc.org/judicial/judicialproject.asp>

The Web site provided links to distinct project functions. They include:

- Project Description
- Literature Review
- Research
- Case Studies
- Judicial eNews
- Press - Media
- Audio Presentations
- On-Line Resources and Education
- Technical Assistance
- Links



We regularly updated the Web site with new information as the project evolved and developed new information or programming.

We last updated the Web site on September 29, 2011, at which time we added a webinar program and a link to a publication of the APPA titled *Intervention Principals and Practice Guidelines for Community Corrections on Underage Drinking*.

Since the beginning of the project and the implementation of a dedicated judicial Web site in October 2007, the judicial Web page has received 81,563 hits.

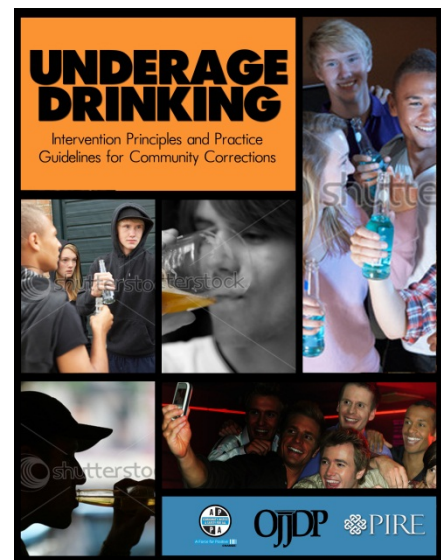
In an effort to more precisely target judicial communities, the UDETC specially created a judicial database to disseminate information to interested members of this community. Registrant demographics included: Judges, Prosecutors, Court Personnel, Administrative Office Staff of the Courts, Tribal Community Members, Coalitions, Public Health Officials, Staff of Federal Agencies, State Traffic Safety Officers, Law Enforcement Officers, Educators, Institutional Staff and Others. At the close of this reporting period the Judicial database housed more than 500 distinct members not distinguished as judicial community members in the previously existing UDETC database.

## *Literature Review and Resources*

One of the first steps after the project began in 2007 was to review the existing literature germane to the project's goals and objectives. PIRE and APPA commissioned separate literature reviews, focusing more narrowly on underage alcohol issues and not on the broader area of substance abuse. Fidelity to the project demanded an inventory of research and resources focused exclusively on underage drinking problems to aid the judicial and probation communities. Two independent literature reviews were conducted.

PIRE utilized the skills of internal staff member Attorney Stacey Saetta to research areas of potential interest to judges and judicial educators. APPA performed a separate literature review for materials for potential value to the community corrections field. Attorney Saetta's work is listed in Appendix A and can be found on the judicial Web site in two documents: *Legal Considerations Related to Underage Drinking* and *Judicial-Probation Project Bibliography*. During the project, the *Judicial-Probation Project Bibliography* was updated regularly as new research and materials became available to the program team. These links can be found on the project Web site at <http://www.udetc.org/judicial/judicialliterature.asp>

APPA conducted an independent literature review for materials that could be used for community corrections personnel. The APPA review found minimal information to the field on underage drinking issues. In response, APPA Executive Director Carl Wicklund and Deputy Director Tracy Mullins proposed a revision to APPA's deliverables by adding the development of a guiding principles document for the community corrections field. The concept of the developing a new publication focused on educating the field and providing guidelines for community corrections on how to work more effectively with underage alcohol offenders was very appealing. With the change to the scope of work, APPA began the process of developing a comprehensive tool incorporating the most current research and tools into the document. Publication was approved on September 29, 2011, and published on the PIRE and APPA Web sites.



***See Appendices A and B.***

## *Research*

An important part of the project was to identify resources and research that could be used by the judicial community. The case studies portion of the website provides links to peer-reviewed research related to the topic of underage alcohol use. The project team regularly scanned the journals and research Web sites for information and articles that could enhance the program. The topics contained in the research section were developed after conversations with judges and judicial educators who provided us with their perspective on what types of information they would find useful on the topic of underage alcohol use.

The research section of the project's web services was developed along the lines of interest expressed through a sampling of judges and judicial educators. The intent was to provide judges with a link to information and statistics that the Court would find useful and serve as a resource. The research portion of the judicial Web site was delineated into four categories:

- *Adolescent Behavior* - As children move from adolescence to young adulthood, they encounter dramatic physical, emotional, and lifestyle changes. Developmental transitions, such as puberty and increasing independence, have been associated with alcohol use. This section of the website provides research to aid the Court in acquiring information related to risk factors around underage drinking and to provide background information on a matter that is frequently addressed by the Court.
- *Adolescent Development* - Earlier age of drinking onset has been associated with greater odds of involvement in motor vehicle crashes, unintentional injuries, and physical fights after drinking. This section of the website explores why early drinkers take more risks and the impact of those risks. The section provided additional resources for judges who need to come up to speed quickly on the science behind adolescent development issues related to underage drinking.
- *Data and Statistics* – Judges need to be aware of the societal costs of underage drinking beyond the costs associated with the young person's appearance before the Court. The section contains resources for the Court to gauge the actual costs of the problem nationally as well as in their state's jurisdiction.
- *Legal* – Judges, as well as others who work within the justice community, have a strong interest in the legal issues surrounding the nation's number one public health problem for youth. This portion of the website provides judges and others with resources that frame the legal discussions around underage drinking and offer prospective approaches available to the Court which balance the interest in public health with the law.

*See Appendix C.*

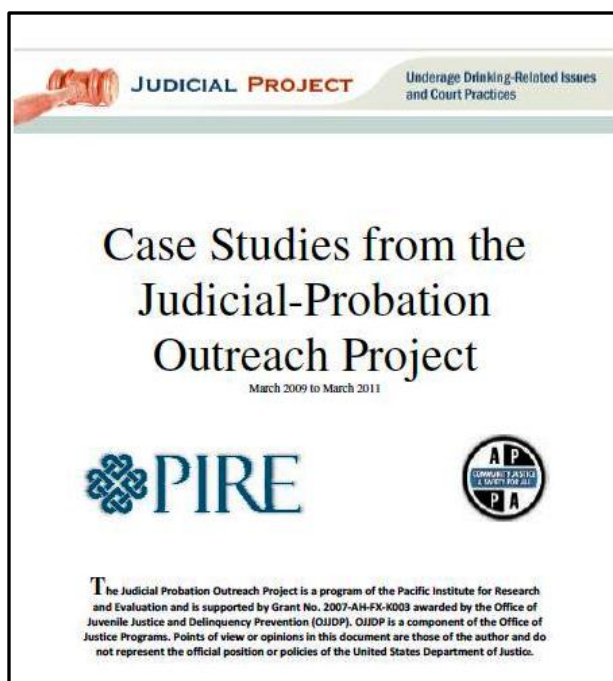


## Case Studies

A frequent question asked of program staff by judges and judicial educators was “How are other courts handling the problems related to underage drinking?” In response to these questions, the judicial project began to scan the Nation in search of courts and jurisdictions that had identified the issue of underage alcohol use as an important issue to the jurisdiction and that were willing to share their experiences with the audience.

The staff worked aggressively to identify communities using innovative approaches and to vet them as suitable for our project needs. The case studies section contains a synopsis of programs, strategies, and practices used by courts and communities across the United States in their attempt to influence meaningfully the youthful offenders and to reduce the rate of recidivism for these types of cases.

We reported on nine cases studies during this project. The case studies developed during the program follow:



1. Rhode Island Family Court Implements the Alcohol Calendar (2009)
2. Clackamas County Juvenile Department's Use of Diversion Programs and Specialty Courts to Effectively Address Underage Drinking Offenses in Oregon (2009)
3. Engagement of the Criminal Justice System: The Zero Adult Provider Project Focusing on Social Providers (2009)
4. Community Assessment Team (CAT), San Diego County: How do courts and diversion/probation programs work with youth and young adults charged with underage drinking offenses? (2009)
5. Utah's Strategy to Address Underage Drinking (2010)
6. Reno Judges Pilot Alternative Sentencing Options to Address College Drinking (2010)

7. Vermont's Teen Alcohol Safety Program (2010)
8. Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections (2010)
9. Multnomah County Juvenile Court Procedures to Effectively Address Underage Drinking Offenses in Oregon (2011)

In March of 2011, the project consolidated these case studies into a single document published on the case studies Web site and provided to judges and court personnel during the live training sessions.

### *See Appendix D.*

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

In 2008, we developed a quarterly electronic newsletter, as an additional tool to distribute information to our target population. We developed two approaches to building and expanding our distribution list. We built a database of judges and justice system personnel who sought information from our project, and we used a list maintained and developed by affiliated groups.

We use a number of listservs to disseminate our newsletters and judicial audio-teleconference announcements. The first is a list of individuals to whom the newsletter is delivered as part of our “individual listserv.” The second list is an “organizational listserv” to which communications are delivered through pre-existing listservs developed by organizations such as National Association of State Judicial Educators (NASJE), Judicial Education, Reference and Resource Information Technology Project (JERRIT), APPA, and our UDETC contact list.



1. EUDL database – a list of individuals from mixed professions who have used the services of UDETC. This list is estimated to contain roughly 10,000 names and is updated regularly.
2. Judicial Database – a newly created list of judges and justice system professionals who subscribe to the project’s services or sought technical assistance from the project. This list is estimated to contain roughly 1,700 names and is updated regularly.
3. APPA Database – The APPA maintains a separate membership and subscriber list. The newsletter was distributed to this population as well. This list is estimated to contain roughly 6,500 names and is updated regularly.

4. JERRIT Database – Michigan State University is home to JERRIT, whose membership is open to a variety of disciplines, including the members of NASJE. This database contains approximately 10,000 members.

We developed a newsletter quarterly. The staff looked for articles and information authored by judges who recognized the importance of the issue of underage drinking. We scanned periodicals, research sites, and news stories to build a newsletter with interesting and relevant information for this target population. To ensure project fidelity, each newsletter was reviewed by one of three judges who worked with us on the project. They included Judge Linda Chezem, Indiana (retired); Judge Ronald Bogle, North Carolina (retired); and Judge Thomas Bamberger, New Hampshire (active).

For the project, we released 12 newsletters in the 3 years we offered the resource. We estimate the each quarterly judicial newsletter reached a population of more than 20,000 people. Collectively, the number of individuals estimated to have received all editions of the newsletter is 240,000. Additionally, the Judicial eNews page of the judicial Web site has received 7,250 hits from visitors since July 2010.

**See Appendix E.**

## *Press-Media*

The project staff regularly looked for news articles and information in which judges offered important perspectives on the judiciary and underage drinking. The articles were listed on the project Web site as a resource to judges who might be looking for information on how a particular issue related to underage drinking was handled. This website also lists articles from numerous states, a representative list of which follows:

### **ARIZONA**

“Bryant Wilkerson faces prison for a fatal accident”

“But if a drunk driver hits you, is it your fault?”

### **KANSAS**

“Parents combat underage drinking; advocates seek better enforcement of social hosting law”

### **KENTUCKY**

“Underage drinking parties open the door to liability”

### **MASSACHUSETTS**

“Alleged party host gets rebuke; teen ordered to report for drug testing”

“Mother of teen who died discusses dangers of underage drinking”

### **MISSOURI**

“Man pleads guilty for teenager's alcohol death at party in Monett”

### **MONTANA**

“Butte court cracks down on underage drinking during St. Patrick's Day activities”

### **OHIO**

“Facebook photo convicts school aide of drinking charge”

### **WEST VIRGINIA**

“Justices overturn man's conviction for allowing minors to drink”

## ***Audio Presentations***

One of the most popular services we offered for the project was the educational webinar series. Underage drinking laws and their enforcement include many specific topics of substantive interest to various sites. To provide information on these topics conveniently, efficiently, and cost-effectively, we developed a series of electronic seminars and presented them as webinars or replays of program presentations made at national conferences that were relevant to the target audience.

Each program was hosted by a PIRE staff member and included presentations by national experts, researchers, and representatives from EUDL project sites with experience in a specific area of interest. Written materials on the topic, including documents developed by PIRE for the project, were sent to participants in advance. In addition, a Web-based element is included to enable participants with Web access to follow PowerPoint presentations during the conferences. Callers were given an opportunity to ask questions and relate their own experiences during the programs.

We produced 13 programs during the judicial project. Eleven programs were in a webinar format and two programs were video recordings of judicially related programs offered at the National Leadership Conferences. We had 3,787 registrants for the 11 webinar programs, and we obtained a satisfaction rating of 3.58 on a 5-point scale for quality and relevance. The webinars included the following programs:

Looking Through the Glass Darkly on Underage Drinking	March 2009
The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws	May 2009
Communities Working with the Judiciary to Address Underage Drinking	July 2009
Judges to Judges: What is the Impact of Underage Drinking on the Courts' Caseloads?	September 2009
From the Community to the Courts: A Comprehensive Strategy to Address Underage Alcohol Problems in Long Beach, NY	February 2010
Reno Judges, University of Nevada at Reno Student Code of Conduct Officers, and Police, Innovatively Address College Drinking	April 2010
A Range of Responses to Address Underage Alcohol Offenders: Is One Approach More Effective than Another?	July 2010
Judicial Round Table on Underage Drinking	August 2010
How Have Budget Cuts Influenced the Court's Capacity to Process Underage Alcohol Cases?	March 2011
Reducing Underage Drinking: Research and Information for Judges on Harm Reduction and Prevention Initiatives.	June 2011
Voices of Effective Leadership	August 2011
Massachusetts District Attorneys Engage the Justice Community on the Topic of Underage Drinking	September 2011
Intervention Principles and Practice Guidelines for Community Corrections on Underage Drinking	September 2011

These programs were developed to appeal directly to the audiences of the judicial and probation projects we served, but there was significant interest from other groups that remained throughout the life of the project. Here is a profile of some of the registrant demographics gleaned from the registration data from the March 2009 audio presentation and can be viewed as representative of all of the aforementioned calls.

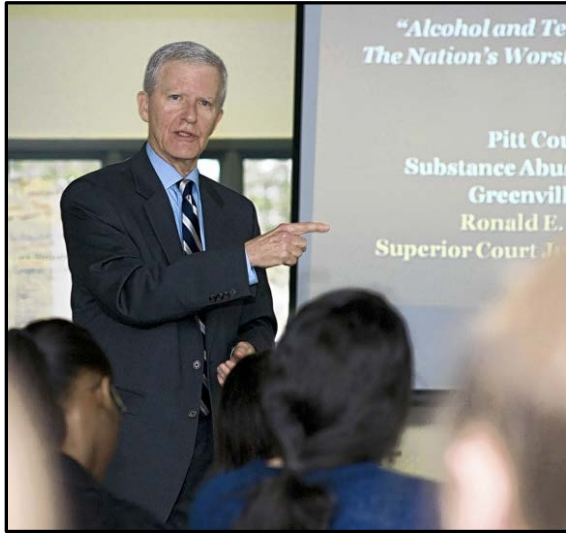
Judges	47
Court Personnel	34
Admin Office of the Courts	20
Tribal	2
Coalitions	15
Public Health	9
Federal Agencies	4
State Traffic Safety	4
Law Enforcement	4
Education	17
Institutes	8
Prosecutors	3
Other	7
Total Registrants	174
Number of States Represented	36

One may conclude that the project's focus is of interest to the target population but also to a significant number of other constituent groups, reinforcing the notion that there is a need and demand for information for a varied segment of the population.

***See Appendix F.***

## *Judicial Conferences and Trainings*

In addition to the training and information provided to the target audience through the use of the projects newsletters and the audio presentation series, we provided live trainings to judges, justice community members, and probation professionals at conference and meetings around the country. It was a vitally important component to the outreach efforts to engage judges and others at their meetings or in conference settings where we could reach the maximum number of attendees with this important information.



This project was fortunate to have a small group of current and retired members of the judiciary and members of court staff who were willing and able to moderate sessions, provide programming, and challenge audiences to think about the issue of underage drinking using a different perspective.

We solicited opportunities to present as well as accepted invitations to speak at judicial conferences and justice community conferences from California to Florida. We estimate the message was delivered to more than 7,800 individuals at conferences and meetings over the life of the project.

The project was a resource to judges and court staff as well as a myriad of other justice community professionals looking for information, direction promising practices and approaches used by other courts around the country. The project staff, as well as members of our outreach group listed below, provided technical assistance to all inquiries made via telephone, email or in person through judicial trainings and conference workshops.

The core members of the training and outreach group follow:

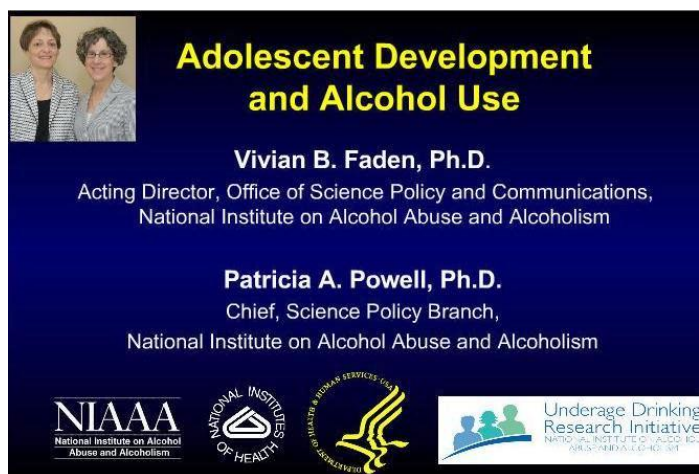
<b>Name</b>	<b>Status</b>	<b>Location</b>
Linda Chezem	Retired Superior Court Judge	Indiana
Ronald Bogle	Retired Superior Court Judge	North Carolina
Thomas Bamberger	Active Circuit Court Judge	New Hampshire
Kevin Richard	Director of Specialty Court Programs, Rhode Island Family Court	Rhode Island
Susan Burke	Director of Juvenile Justice Services	Utah
Judith Vining	Coordinator, Long Beach Medical Center's Coalition to Prevent Underage Drinking	New York

*See Appendix G.*



## Online Resources and Education

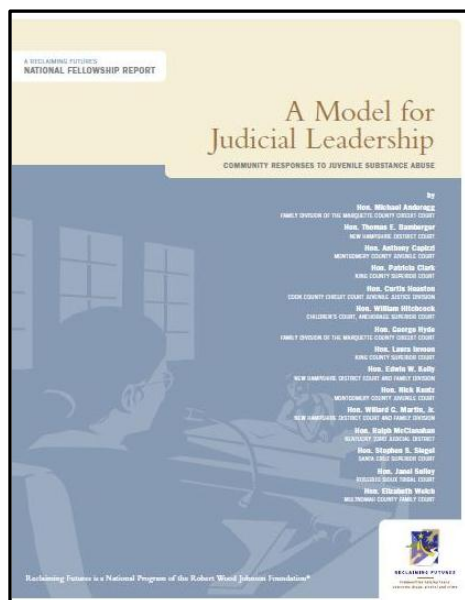
The project was developed, in part, to serve as a resource to judges, judicial educators, and the community. In furtherance of that objective, we surveyed members of the judiciary on topics of interest to them on the issue of underage drinking. Some of the responses indicated the desire to have access to information that outlined the effect of underage drinking on adolescent development.



We found a program developed by National Institute on Alcohol Abuse and Alcoholism (NIAAA) that seemed to provide the type of information sought by the respondents. The program presentation offers a baseline of information to the viewer. The basic PowerPoint presentation highlights the public health crisis of underage drinking and provides basic background information on framing the issue for the judiciary and the community. The presentation frames the considerations

around the topic of Adolescent Development and Alcohol Use. The Web programming can be found at the NIAAA Web site, which is [Adolescent Development and Alcohol Use \(NIAAA\)](#).

As leaders in their communities, judges sometimes need resources to aid them in understanding the scope of the issue and considerations they may be called upon to state in their unique and important role as conveners. We provided the Web site users with a link to a program presentation by Dr. Vivian B. Faden and Dr. Patricia Powell addressing a topic of interest to the judiciary, adolescent development, and alcohol use.



An area of interest to the project included the topic of judicial leadership. Underage alcohol use and abuse is a significant problem to the justice community. While some judges prefer not to step into the spotlight on the issue of underage drinking, judges have the opportunity to convene and coordinate resources and work towards organizing service providers to ensure they are working together towards achieving the goals of reducing the number of underage drinkers who come before the Court.

Judges were provided with a link to the Robert Wood Johnson publication *A Model for Judicial Leadership* as a strong resource to assist them on their questions related to the limits of judicial involvement on underage drinking.

## ***American Probation and Parole Association***

In 2007, OJJDP and DPD entered into a cooperative agreement with PIRE to develop and implement a judicial and probation outreach project to identify and disseminate strategies on underage drinking to the judicial and probation communities. In furtherance of this objective, PIRE engaged APPA as a subcontractor that would use its knowledge of the community correction community to assist in the development of tools, strategies, and information to address underage drinking offenders.

### Project Accomplishments

*Publications and Resources* –With approval from PIRE, APPA contracted with Ann H. Crowe to serve as a consultant writer for the project to take the lead and work with the project director and the research associates on drafting the document entitled *Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections*. The document was released for distribution in September 2011. As of the date of this report, over 500 copies of the document has been downloaded for distribution.

*Training and Technical Assistance* - APPA conducted 3 onsite training seminars titled, “Underage Drinking: Prevention and Intervention Principles for Community Corrections” to assist community corrections professionals in defining and refining their role in addressing underage drinking offenders more effectively. Dedicated training programs for community corrections professionals were held in Washington, DC, Chaska, Minnesota and Murfreesboro, Tennessee.

*Audio-teleconferences* - APPA also developed and/or participated in the following webinars in conjunction with PIRE:

- “The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws” (May, 2009)
- “How has Budget Cuts Influenced the Court’s Capacity to Process Underage Alcohol Cases?” (March, 2011)
- “Intervention Principles and Practice Guidelines for Community Corrections on Underage Drinking” (September, 2011)

*Workshop Presentations* - APPA project staff and/or consultants conducted several workshop presentations and participated in panel discussions at national and regional conferences reaching approximately 400-700 individuals, including:

- Northwest Alcohol Conference, Boise, ID (July 17-18, 2008)
- OJJDP National Leadership Conference, Nashville, TN (August 21-23, 2008)
- APPA Winter Training Institute, Myrtle Beach, SC (February 10, 2009)
- OJJDP National Leadership Conference, Dallas, TX (August 13-14, 2009)
- APPA Annual Training Institute, Anaheim, CA (August 24, 2009)
- APPA Winter Training Institute, Austin, TX (February 2, 2010)
- Ohio Chief Probation Officers’ Association Annual Conference, Columbus, OH (June 18, 2010)
- OJJDP National Leadership Conference, Anaheim, CA (August 19, 2010)
- OJJDP National Leadership Conference, Orlando, FL (August 10-12, 2011)

PIRE characterizes its working relationship with APPA as excellent. Project staff worked closely together and communication was seamless and strong.

***See Appendix H.***



## *Summary*

Over the 4-year program, PIRE grew a concept into the only national resource dedicated to identifying and disseminating strategies on underage drinking to the judicial and probation communities. The project grew tremendously over the 4 years in the types of services it provides and in the expansion of constituency groups it served.

There is great interest in the project's message and a desire to have more information and training to assist the judiciary in exploring the important considerations around underage drinking and showing them the resources available to address the problem. This program also served as a platform for judges who have a strong interest in curbing underage drinking to emerge from their local communities and bring recognition to their efforts and encourage their colleagues to view the issue from a different perspective.

We are the recognized source of information to address underage drinking reduction for the judicial community. We have identified and forged relationships with other organizations and groups that were in search of a project such as this to bring a voice to the importance of underage drinking. Some of the organizations and groups to whom we have reached out or with whom we have collaborated follow:

- Judicial Education Reference, Information and Technical Transfer (JERITT) Project (MSU)
- National Association of State Judicial Educators
- American Probation and Parole Association
- National Association of Women Judges
- National American Indian Court Judges Association
- American Judges Association
- ABA Judicial Division
- National Judges Association
- National Tribal Justice Resource Center

As a national resource and based upon a growing number of requests, future projects like this can offer viable opportunities to provide additional live programming to judges and justice community professionals. It is clear this project came at the right time and focused on a population eager to get information and interested in hearing and reading how jurisdictions addressed the complex issues around the number one health problem for our Nation's youth. It is self-evident that the need for a project of this scope continues to be of need to the judicial community and beyond.

PIRE is pleased to have provided the contract services associated with the Judicial Probation and Parole Outreach Project. As a nonprofit organization dedicated to improving the public health and public safety of our Nation, this work has enabled PIRE to meet its mission by translating research-based knowledge into guidance for practice for the judicial and probation communities.

*See Appendix I.*

**Judicial and Probation Outreach Project Closeout Report**  
**Grant # 2007-AH-FX-K003**  
**Appendix A**

**Judicial - Probation Project**  
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**Judicial and Probation Outreach Project Closeout Report**  
**Grant # 2007-AH-FX-K003**  
**Appendix A**

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## Legal Considerations Related to Underage Drinking

### **A. Federal, State, and Local Components of Alcohol-Related Policy**

Public policy regulating the problems and consequences of underage access to, and use of, alcoholic beverages is a matter of federal, state, and local law. From 1919 until 1933, federal and state regulation of alcohol-related policy derived from the 18<sup>th</sup> Amendment of the United States Constitution, prohibiting the “manufacture, sale, or transportation of intoxicating liquors” in the United States and its territories. For instance, prior to federal Prohibition, states did not hold retailers liable for injuries caused by intoxicated patrons to whom they had been served alcohol. In response to the passage of the 18<sup>th</sup> Amendment, many states passed laws imposing civil liability on dram shop owners for injuries caused by intoxicated patrons to whom the owner had sold alcohol.

Since 1933, following repeal of Prohibition with the passage of the 21<sup>st</sup> Amendment, states play the primary regulatory role in regulating the sale of alcoholic beverages, with the federal government principally regulating the practices of the producing industry. Section 8 of Article I of the federal Constitution authorizes the federal government to regulate commerce “among the several States” and to “lay and collect Taxes,” whereas the 21<sup>st</sup> Amendment expressly makes “transportation or importation” of alcoholic beverages a matter of individual state law.

Although the scope of its regulatory role has narrowed since repeal of Prohibition, the federal government has sole control over regulation of alcoholic beverages on areas subject to federal control, such as public lands and military bases. In addition, the federal government influences state policy by creating financial incentives such as requiring the withholding of federal highway funding in the event that a state allows consumption of alcohol by persons under 21 years of age. Despite this mediating influence of overlapping federal policy on state policy, state alcohol policy varies across the 50 states and the District of Columbia and even may be at variance with federal policy. (Pokorny, et al., 2002; Wagenaar, et al., 2005; Wittman & Hilton, 1998.)

Local jurisdictions, such as cities and counties, have the authority to regulate the activities of alcohol retailers and alcohol use or consumption, but the extent of that power varies, depending on the degree of regulatory authority a given state allows its local governments to exercise. For instance, in Nevada, the regulation of alcoholic beverages is a matter of local concern (Nev. Rev. Stats. 202.020), but in Texas, local cities and counties are severely restricted in their power to make licensing decisions regarding alcohol sales (Tex. Alco. Bev. Code § 109.57).

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Nevertheless, local jurisdictions have substantial authority as a result of their inherent “police powers” to regulate, through the passage of ordinances, the health, safety, and welfare of their residents and, thus, to regulate the problems of alcohol use in their communities.

Given the substantial discretion of cities in the exercise of “police powers,” the demographic diversity across states especially densely populated ones, variation in community experiences with alcohol-related problems and consequences, differing levels among cities of financial commitment to local enforcement of alcohol policy, and differing degrees of willingness of publicly elected officials to enact potentially divisive or controversial legislation, there is considerable variation in the form, substance, and local implementation of alcohol policy across states and sometimes within a single state.

### **B. Minimum Legal Drinking Age**

In 1984, the National Minimum Drinking Age Act required states to enact a minimum age of 21 years for purchase or public possession of alcohol or risk losing federal highway funds. Since 1987, the minimum legal drinking age (MLDA) in the US has been 21 years in all 50 states and the District of Columbia. The available studies show that increasing the MLDA significantly decreased drinking and drinking problems among young people (Dee, 1999; DuMouchel et al., 1987; Klepp et al., 1996; O’Malley & Wagenaar, 1991; Saffer & Grossman, 1987a,b; Wagenaar, 1981, 1986; Wagenaar & Maybee, 1986; Yu, Varone, & Shackett, 1997).

### **C. Commercial and Social Access to Alcohol by Persons Under 21**

Despite the uniform MLDA of 21, underage youth are able to obtain alcohol from both commercial and social sources (e.g., Dent, Grube, & Biglan, 2005; Paschall et al., 2006, in press; Wagenaar et al., 1996). Purchase surveys, for example, show that anywhere from 40% to 90% of outlets may sell to underage buyers (e.g., Forster, et al., 1994, 1995; Paschall, et al., in press; Preusser & Williams, 1992; Grube, 1997). In part, these high sales rates result from low and inconsistent levels of enforcement (Wagenaar & Wolfson, 1995). Importantly, however, research shows that even moderate increases in enforcement of sales laws can reduce sales of alcohol to minors by as much as 35% to 40%, (Grube, 1997; Wagenaar, et al., 2000). Such enforcement may also reduce alcohol consumption by youth (Barry, et al., 2004), although the available evidence is suggestive and not definitive.

Teen parties are a primary avenue for underage drinking for high school and college students – and of high consumption of alcohol and binge drinking. The most common setting for drinking among high school seniors is someone else’s home. High consumption (five or more drinks) is also associated with drinking in larger groups. Fortunately, research shows that interventions that modify the environments in which adolescents find themselves have an impact on alcohol consumption levels. “Policies aimed at increasing the liability of adults who provide alcohol to minors may help to reduce underage drinking.”

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On the college level parties are among the most common occasions for socializing and were the settings most associated with heavy drinking -- including house parties, outdoor parties, or fraternity parties. More importantly, results from youth focus groups show few believe serious legal consequences flow from underage drinking.

On April 16, 2007, The San Jose Mercury News published the results of a survey performed in the Silicon Valley in California with both parents and teenagers about underage drinking. Hundreds of parents in Los Gatos, Monte Sereno and Saratoga, and students at Los Gatos and Saratoga high schools responded as follows:

#### PARENTS

- 100 percent say it is not OK for teens to drink when parents aren't home.
- 86 percent believe teens take alcohol from homes without parents knowing.
- 46 percent don't know what their liability would be if someone else's child were found drinking in their home.

#### STUDENTS

- 92 percent of those who drink said it was very easy to get alcohol.
- 88 percent of those who drink said they drink at someone else's home.
- 35 percent said they have attended a party at which students drank.
- 83 percent believe the typical student has attended a party at which students were drinking.

Because social host laws are new, most of the evidence of their likely effect comes from studies that investigate the impact on public health of similar laws on servers and sellers in bars and restaurants (referred to as dram shop liability laws). For example, states with the strongest server liability laws are more likely than other states to see reductions in drunk driving and mortality rates.<sup>1</sup>

The first national study of civil social host law found that social host liability laws reduced binge drinking and drinking and driving among drinkers generally. The authors of the study concluded that, "Social host laws represent an expansion of support into a new area of third-party liability, and study results appear to support their effectiveness."<sup>2</sup> Enforcement of laws adds to the probability that social host laws will have a positive effect on public health. One example of the impact of vigorous enforcement comes from a related type of law - sales by retailers to minors. Even moderate increases in enforcement of dram shop laws using compliance checks can result in a 25 – 40 percent reduction in sales.<sup>3</sup> Similarly, enforcement of laws prohibiting sales to intoxicated persons in bars (using warnings, visits, citations) results in substantial changes in refusals of service and a decline in the percentages of impaired drivers arrested after leaving bars and restaurants. And, intervention can have a continuing effect – tests one year after the stepped up enforcement showed continuing, although diminishing results.<sup>4</sup>

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Early indicators of the impact of enforcement of social host liability laws show the necessity of them. Ventura County, California recently received a national award from The Office of Juvenile Justice and Delinquency Prevention in the U.S. Justice

Department, for its work to reduce the incidence of underage drinking parties. Each of Ventura's 10 cities and its unincorporated area have all passed social host liability ordinances. Ventura is reported to be the only county in the U.S. to have all of its jurisdictions covered by such a law. Most importantly, enforcement of the laws throughout the county has resulted in 48 calls for service in the county from June 25, 2006 until July 2, 2007. Five of the locations visited by police officers had prior problems, and at one location, there were 33 loud party calls to the police. Several of the parties at which police were dispatched had more than 50 people and four had 100 people or more.<sup>5</sup>

#### **D. Alcohol Policy Information System**

Underage possession, underage consumption, and underage purchase are status offenses, which means these behaviors are law violations because they are committed by persons under 21.

The policies of false identification for obtaining alcohol, furnishing, and social host liability typically target adults, although persons under 21 may be held liable. The policies regarding minimum age of servers and sellers usually target commercial retailers. Therefore, these policies are not considered status offenses.

The NIAAA website Alcohol Policy Information System (APIS) <sup>6</sup> is a NIAAA-funded online resource that features compilations and analyses of alcohol-related statutes and regulations, providing users—federal, state and local lawmakers and officials; public health workers; law enforcement personnel; community advocates; researchers; and others—with one-stop access to the latest and most comprehensive information on federal and state level alcohol policy.

The principal research tools on the APIS Web site are 36 sets of comparison tables and supporting materials for selected alcohol policies. Nine of the 36 alcohol policies featured on APIS provide policy descriptions, comparison tables, and other detailed information on underage drinking. These nine policies are:

- Underage Possession of Alcohol
- Underage Consumption of Alcohol
- Underage Purchase of Alcohol
- Furnishing Alcohol to Minors
- Minimum Ages for On-Premises Servers and Bartenders
- Minimum Ages for Off-Premises Sellers
- False Identification for Obtaining Alcohol
- Loss of Driving Privileges for Alcohol Violations by Minors
- Hosting Underage Drinking Parties – Criminal Liability



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APIS data shows that as of January 1, 2007:

- Underage possession was an offense in all 50 states and D.C
- Underage consumption was an offense in 32 states and D.C.
- Underage purchase was an offense in 46 states and D.C.
- False Identification for obtaining alcohol was an offense in all 50 states and D.C.
- Social host liability was a public offense<sup>7</sup> in 23 states

(APIS, 2007).

### Social Host Liability

Under social host liability laws, adults who serve alcohol to a minor or intoxicated adult in a non-commercial setting can be sued through civil action for damages or injury caused by that minor or intoxicated adult. Social host liability laws may deter adults from hosting underage parties, purchasing alcohol for or providing alcohol to minors, and over-serving. There is very little research on the effectiveness of social host liability laws and what evidence exists is conflicting. In one study across all 50 states for the years 1984-1995, the presence of social host liability laws was associated with decreases in alcohol-related traffic fatalities among adults, but was unrelated to such deaths among minors (Whetten-Goldstein, et al, 2000). In a second study, however, using selfreported drinking data spanning the 1980s to 1995, the implementation of social host liability laws were associated with decreases in reported heavy drinking and in decreases in drinking and driving by lighter drinkers (Stout, et al., 2000). They had no effect on drinking and driving by heavier drinkers.

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<sup>1</sup> Wagenaar and Holder 1991; Chaloupka, Saffer and Grossman 1993; Sloan, Reilly, and Schenzler 1994 Stout, Sloan, Liang, and Davies 2000.

<sup>2</sup> Sloan, Stout, Whetten-Goldstein, and Liang (2000). Quote from page 257.

<sup>3</sup> Grube (1997) and Wagenaar et al (2000).

<sup>4</sup> McKnight and Streff (1994).

<sup>5</sup> Wilson, 2007.

<sup>6</sup> APIS can be found at this URL: <http://alcoholpolicy.niaaa.nih.gov>.

<sup>7</sup> The term “public offense” means an offense against the state as opposed to a private offense for which the law allows a private individual the right to bring a lawsuit against another. Social host liability consists of both public offenses, which are prosecuted on behalf of the state and which involve the imposition of fines collected by the government and/or imprisonment in a county or other local facility, and private offenses, which allow private individuals to sue a host for money damages for harm resulting from the intoxication of a person under 21 after being served or provided a location to drink alcohol on the host’s private property.

# UNDERAGE DRINKING

Intervention Principles and Practice Guidelines for Community Corrections



This document is a research report submitted to the U.S. Department of Justice. This report has not been reviewed, approved, or disapproved by the Department. Opinions or points of view expressed are those of the author(s).

# **UNDERAGE DRINKING**

## Intervention Principles and Practice Guidelines for Community Correction

Author:  
Ann H. Crowe

With  
Tracy G. Mullins  
Kimberly A. Cobb  
Nathan C. Lowe

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# INTRODUCTION



**F**or more than two decades, the people of the United States have benefited from a uniform minimum legal drinking age (MLDA) of 21. This has been one of the most successful public health regulations ever implemented (Voas, 2006). Many thousands of lives have been saved and tragedies averted. According to the National Highway Traffic Safety Administration, the MLDA law has saved almost 24,000 lives in traffic crashes alone since 1975, when states began raising the drinking age. This figure does not include the many thousands of other types of injury and death that can result from alcohol use and that have been prevented since the law was changed (Jones, Pieper, & Robertson, 1992). These laws are highly effective, but they do require continued commitment and effort for enforcement.

Underage drinking is both a public safety and a public health challenge in the United States. More notably, however, as is brought forth in the *Surgeon General's Call to Action To Prevent and Reduce Underage Drinking* (U.S. Department of Health and Human Services, 2007), underage drinking is an issue that our society continues to grapple with and work to overcome for the betterment of our nation's youth. Many of the strategies to reduce underage drinking have focused on decreasing the availability of alcohol to underage drinkers, reducing opportunities and occasions for underage drinking, and diminishing the demand for alcohol among youth. These strategies have proved to be successful, but young people do continue to engage in illegal alcohol consumption and to be exposed to the many risks it entails. A thoughtful and comprehensive approach to dealing with underage drinkers is clearly needed.

Only in recent years has our society begun to truly grapple with this issue, particularly at the federal level. One of the most prominent agencies within the federal government that has taken action to address underage drinking is the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Since its inception in 1974, OJJDP has supported local and state efforts to prevent delinquency and improve the juvenile justice system. In 1998, Congress gave OJJDP the authority to administer the Enforcement of Underage Drinking Laws (EUDL) program. The EUDL program supports and enhances efforts by states and local jurisdictions to reduce the availability of alcohol to minors and to prevent underage drinking by minors. Close partnerships between law enforcement agencies and community-based groups involved in preventing and intervening in underage drinking are strongly encouraged by the program. As the only federal program devoted exclusively to preventing alcohol consumption by minors, OJJDP offers states and local jurisdictions funding, comprehensive training, and technical assistance to guide them in their efforts (see OJJDP, 2009).

The community corrections field, specifically probation and diversion, performs an important role in the EUDL program in both prevention and intervention when dealing with underage drinking offenders.<sup>1</sup> Community corrections professionals can work closely with judges, attorneys, and other justice professionals to handle each underage drinking case in the most effective and appropriate fashion. Community corrections professionals can also work with community-based groups in efforts to prevent underage drinking through community-wide initiatives that reach both parents and youth. Appendix A provides some examples of local and state EUDL coalitions in which community corrections agencies have partnered.

With funding and support from OJJDP, the American Probation and Parole Association (APPA) has partnered with the Pacific Institute for Research and Evaluation (PIRE) to develop a set of guiding principles, developed from evidence-based practices, to assist community corrections in responding more effectively to underage drinking offenders. It is imperative for community corrections workers to remain fully informed of the actions they can take to address this issue. To assist community corrections professionals in defining and refining their role in addressing underage-drinking offenders more effectively, this document is divided into five sections:

## **SECTION I**

### **SETTING THE STAGE: THE PROBLEM OF UNDERAGE DRINKING**

This section provides an overview of the effects and consequences of underage drinking on individuals and communities.

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<sup>1</sup> The term “offenders” refers to those individuals who have been charged with alcohol-related offenses and whose cases were processed in either the juvenile or criminal justice system. We realize that not all youth who are charged with alcohol-related offenses are adjudicated and found guilty in the judicial system. In such cases, we have differentiated between “offenders” and “youth” in the appropriate contexts throughout this report.

## **SECTION II**

### **LEGAL ISSUES RELATED TO UNDERAGE DRINKING**

This section examines some of the legal issues related to supervising underage drinking offenders. The legal issues surrounding underage drinking are delicate, and states should be cognizant of them. This is particularly true for juveniles who are charged with underage drinking, since the act is typically regarded as a status offense (i.e., an offense that would not be deemed criminal if committed by an adult). In such cases, states must adhere to federal guidelines of the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act; 42 USC 5633 § 223), which prohibit states from confining juvenile offenders charged with status offenses with criminal juvenile or adult offenders in secure detention facilities and institutions (see Schwartz, 1989).

## **SECTION III**

### **ASSUMPTIONS AND PRINCIPLES FOR COMMUNITY SUPERVISION OF UNDERAGE DRINKING OFFENDERS**

This section provides an overview of some of the key assumptions that propel the need to examine, develop or refine policies, procedures, and practices for addressing underage drinking more effectively. It concludes by outlining the overarching principles for the community supervision of underage drinking offenders to provide a foundation for the practice guidelines presented in Section V.

## **SECTION IV**

### **CONTEXT FOR RESPONDING TO UNDERAGE DRINKING**

This section provides a broader conceptual framework for how communities should address underage drinking. It also gives a high level overview of the evidence-based practices literature related to community corrections that was used as the basis for the practice guidelines.

## **SECTION V**

### **PRACTICE GUIDELINES FOR RESPONDING TO UNDERAGE DRINKING OFFENDERS**

The practice guidelines outlined in this section adhere to evidence-based practices in community supervision research and are applied within an underage drinking context. As the name suggests, these guidelines are meant to help direct the practices of community supervision professionals—whether these professionals work in diversion, probation, or some other aspect of community corrections with underage drinking offenders. Individuals who work directly with or supervise minors charged with underage drinking are the targeted primary audience of this section. A case study woven into this



section illustrates ways these principles can be applied. Differences across systems and agencies that may influence the decision-making are discussed.

It is beyond the scope of this document to address all of the systemic challenges and barriers related to how decisions are made. Rather, it is hoped that readers of this document will consider the principles and practice guidelines within the context of their individual system and agency. They can then determine ways they can advocate for and facilitate necessary policy and practice changes, as well as any necessary systemic change, to enhance their capacity to implement the ideas presented.

Great progress has been made in reducing underage drinking and its many serious and sometimes tragic consequences. Community supervision professionals can play an important role in maintaining and advancing this progress.

# SECTION I

## SETTING THE STAGE: THE PROBLEM OF UNDERAGE DRINKING



### EFFECTS OF UNDERAGE DRINKING

**Y**outh and young adults under age 21 often drink alcoholic beverages. According to the National Institute on Drug Abuse (2007), by the time teenagers reached the 12th grade, almost three-fourths of them (72.2%) had used alcohol at least once in their lives, and nearly half (44.4%) had drunk alcohol during the past month. In fact, alcohol is the drug most commonly used by youth—more than tobacco and more than marijuana or any other illicit drug (Johnston, O’Malley, Bachman, & Schulenberg, 2006).

When a behavior is as pervasive as alcohol use among those under age 21, we may be tempted to question the emphasis being placed on it. After all, alcohol use is often considered within popular culture as a rite of passage and is often abetted by adults who furnish alcohol to minors. So, what’s the big deal? A few facts can help make the case:

- Motor vehicle crashes, homicides, suicides, and other unintentional injuries are the four leading causes of death of 15- to 20-year-olds, and alcohol is a factor in many of these deaths (Institute of Medicine, 2004).
- Underage use of alcohol can have immediate and potentially tragic consequences as well as long-range harmful consequences, such as increased risk for chronic alcohol addiction (Hingson et al., 2006; Masten et al., 2009).

- Research shows that the use of alcohol during adolescence may have a long-term detrimental effect on the developing human brain (Brown et al., 2000).
- Drinking contributes to problems in key behavioral domains of children and adolescents, such as peer relationships and school performance. For example, underage drinking can interfere with school attendance, disrupt concentration, damage relationships, and potentially alter aspects of development, which have consequences for future success in such areas as work, adult relationships, health, and well-being (Masten et al. 2005).<sup>1</sup>

## **Health and Safety Consequences of Underage Drinking**

Alcohol is the mood-altering substance most frequently used by young people in the United States. The immediate results of alcohol consumption often include impaired decision-making, engaging in risky behavior, and poor coordination. Sustained use can damage the brain and other organs and body systems.

### ***Driving While Impaired***

Adolescents and young adults are usually the least experienced drivers on our roads. Consumption of alcohol, which impairs their judgment and coordination and makes them more likely to take risks, creates conditions under which tragedies can occur. In 2005, according to the National Highway Traffic Safety Administration (n.d.), 7,460 people between ages 15 and 20 were killed in motor vehicle crashes—the number one cause of death in this age group—and 28% of those killed (2,089 individuals) had been drinking. Many more youth experience injuries, including those resulting in lifetime disabilities. Young drivers are also less likely to use seat belts when they have been drinking. Of those killed in motor vehicle crashes that had been drinking, 74% were not wearing seat belts. Young people are likely to exercise poor judgment by riding in vehicles driven by peers who have been drinking, thus increasing their risk of injury or death. In 2001, 80% of frequent heavy drinkers reported they had ridden with a driver who had been drinking (Youth Risk Behavior Survey, 2001). Dramatic progress has been made in reducing the numbers of youth-involved, alcohol-related motor vehicle crashes and fatalities. Injuries and loss of lives, however, are still unacceptably high.

### ***Other Accidental Injuries and Deaths***

While accidental injuries and deaths resulting from underage drinking involving motor vehicles are often the most highlighted, alcohol-related injuries and deaths of youth and young adults from other types of accidents are also all too common. In 2000, 6,936 people under age 21 died from alcohol-related accidents, including drowning, burns, and falls. This represented 44% of all unintentional injury deaths linked to alcohol among those under age 21 (see Hingson & Kenkel, 2004).

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<sup>1</sup> More detailed information about the physical and mental development of adolescents and the potential consequences of underage drinking on development can be found in Appendix B.

## ***Homicides, Suicides, and Other Violence***

About 1,500 (36%) homicides committed in 2000 involved alcohol consumption by someone under age 21. In fact, homicide is the second leading cause of death for those ages 15-24 (Bonnie & O'Connell, 2004), and half of violent crimes reported in the United States involve alcohol (Harwood, Fountain, & Livermore, 1998). On college campuses, 95% of violent crimes and 90% of rapes involved the use of alcohol by the assailant, victim, or both (National Center on Addiction and Substance Abuse, 1994).

The Youth Risk Behavior Survey reported in 2001 that, of youth who drank five or more drinks on an occasion during the past 30 days, 44% carried a weapon and 22% carried a gun, as compared to 10% and 3% respectively who never drank. Frequent heavy drinkers were also much more likely to be in fights in general and to be in fights at school than were nondrinkers (Hingson & Kenkel, 2004). Frequent heavy alcohol use also is linked to feelings of depression, hopelessness, suicidal thoughts, and suicide attempts (Dahl & Hariri, 2004).

Dating violence also occurred much more frequently among underage drinkers than among those who did not drink. Those who drank heavily and frequently were much more likely to have been hit or slapped by a boyfriend or girlfriend and to have been forced to have sex (Hingson & Kenkel, 2004). More than 70,000 students ages 18-24 are victims of alcohol-related sexual assault (National Institute on Alcohol Abuse and Alcoholism, 2007). Alcohol is often a factor for both assailants and victims in these assaults. Because many sexual assaults are never reported, it is likely that the actual rates of alcohol-related attacks are much higher (Bonnie & O'Connell, 2004).

## ***Risky Sexual Behavior***

Alcohol is a complicating factor in the sexual behavior of adolescents and young adults. The ramifications of the intersection of underage drinking and risky sexual behavior are immense, including being more likely to engage in sexual intercourse when drinking, having sexual experiences at an earlier age, having sex with multiple partners, engaging in unprotected or unplanned sex, experiencing unexpected/unplanned pregnancies, delivering babies with Fetal Alcohol Syndrome, and contracting various sexually transmitted diseases, including HIV/AIDS.

Many who engage in sexual activity while drinking report having unprotected sex, and some admit to choosing to drink even though they know they may make decisions to have sex when they are under the influence that they would not make when sober (Bonnie & O'Connell, 2004). Some research has found that 31% of youth who engage in frequent heavy drinking report having at least six different partners, compared to only 4% of youth who do not drink (Hingson & Kenkel, 2004).

## Other Health Problems

Alcohol poisoning is a severe effect of drinking large amounts of alcohol in a short period of time. About 50,000 people annually suffer from alcohol poisoning, some of whom die as a result of their illness (Alcoholism Information Web site, n.d.). The most common cause of alcohol poisoning is binge drinking, which involves imbibing at least five or more drinks in rapid succession. Teens and college students, most of whom are first-time or inexperienced drinkers, are most likely to binge drink.

Immediate health problems, as well as early and continued alcohol consumption, can lead to a variety of other health problems including pancreatitis, hepatitis, liver cirrhosis, high blood pressure, anemia, oral cancers, and strokes (Bonnie & O'Connell, 2004).

## The Effects of Alcohol on Adolescent Brain Development

During the period of adolescent brain development, which stretches into the mid-20s, many people begin to use alcohol and other chemical substances. Psychoactive substances produce pleasurable feelings or diminish stress and emotional pain. These chemicals can inappropriately turn on the brain's reward system, making people want to continually use substances to obtain the same feelings. Eventually, however, substance use can alter the structure and chemical makeup of the brain, leading to brain disorders (Society for Neuroscience, 2008).

With increased knowledge of developing brain structure and chemistry, we know more than ever before about the potential harm these substances can cause. These are some of the findings:

- Adolescents have a diminished sensitivity to intoxication, making it possible for them to consume larger amounts of alcohol without feeling very intoxicated. This may be because they have higher metabolic rates (Winters, 2009).
- In a study comparing the brains of youth ages 14 to 21 who did and did not abuse alcohol, researchers found that the hippocampi of drinkers were about 10% smaller than in those who did not drink. Not only is this finding significant, since this area of the brain handles memory and learning, but such effects may be irreversible (American Medical Association, 2010). Alcohol can interfere with the ability to form new, lasting, and explicit memories of facts and events (National Institutes of Health, n.d.). This has obvious implications for learning and academic performance.

**More detailed information on Alcohol and Adolescent Development and Adolescent Brain Development can be found in Appendix B.**

- Alcohol has toxic effects on the myelination process in adolescents (Medical News Today, 2005). Myelination helps to stabilize and speed brain processes. Disruption of the myelination process can lead to cognitive deficiencies (Lewohl, Wang, Miles, Zhang, Dodd, & Harris, 2000).
- Alcohol use by adolescents is associated with prefrontal volume abnormalities that studies have shown to be gender-specific (Medina et al., 2008).
- Ethanol, the active ingredient in alcoholic beverages, affects several neurotransmitter systems. When it interacts with gamma-aminobutyric acid (GABA) receptors, the chief neurotransmitter in the vertebrate central nervous system, it can calm anxiety, impair muscle control, and delay reaction time. It also may decrease the transmission of glutamate, which can cloud thinking and eventually lead to a coma (Society for Neuroscience, 2008).
- Dopamine is released in the brain when an action satisfies a basic need or desire. Chemical substances provide a shortcut to achieve such rewards. Alcohol can activate the pleasure-producing chemistry of the brain. With repeated use, however, the brain's natural capacity to produce dopamine is reduced. This, in turn, leads to feelings of depression, anger, boredom, anxiety, and frustration (O'Connell, 2009).
- The pharmacological effects of alcohol and other chemical substances most immediately interfere with optimal brain functioning. The continued use of alcohol and other drugs over time may keep youths from advancing to more complex stages of thinking and social interaction. Youth with alcohol use disorders often perform worse on memory tests and have diminished abilities to plan (Bonnie & O'Connell, 2004). Effects of psychoactive substances on the brain also may include hallucinations, psychotic episodes, changes in sleep patterns, and changes in concentration abilities. In addition, many youth who make the pursuit of alcohol or other drugs the focal point of their lives may experience malnutrition because of appetite changes or their inability to afford nourishing food due to the expense of their substance abuse habit. Youths may also experience damage to their cardiovascular, respiratory, endocrine, and reproductive systems, and organs, including the liver and kidneys (Macdonald, 1989; Schonberg & Schnoll, 1986).

## Alcohol and Other Drugs of Abuse

Alcohol is often the first psychoactive substance that adolescents or young adults use. Many, however, will eventually begin to use other substances. In fact, the younger a person begins using alcohol, the more likely he or she is to use other drugs (Hingson, Heeren, & Edwards, 2008). Although many factors can affect whether youth progress to other drugs and which ones they choose, a frequently seen sequence involves alcohol, followed by tobacco, marijuana, and then other illicit hard drugs (Degenhardt et al., 2009; Gfroerer, Wu, & Penne, 2002; Welte & Barnes, 1985). This progression is yet another reason to be concerned about underage drinking.

## **Social and Emotional Consequences of Underage Drinking**

Underage drinking has serious social consequences for youth and young adults, not only in the present, but also well into the future. Heavy and frequent alcohol use may interfere with a young person's capacity to make prosocial choices. Frequent heavy use of alcohol among adolescents has been associated with low self-esteem, depression, conduct disorders, antisocial behavior, and anxiety (Brown & Tapert, 2004). Developing self-control during adolescence is a major task, but alcohol use may create a dependency that defeats attempts at self-control. Further, alcohol use may affect social interactions resulting in alienation of underage drinkers from the mainstream of adolescents and/or lead to stigmatization by peers (Crowe & Schaefer, 1992).

## **Academic Consequences of Underage Drinking**

Alcohol can have a profound impact on the academic performance of youth and young adults. Underage drinkers are more likely to miss classes, fall behind in their schoolwork, earn lower grades, and perform poorly on examinations and assignments (Engs et al., 1996; Presley, Meilman, & Cashin, 1996; Presley, Meilman, Cashin, & Lyerla, 1996; Wechsler et al., 2002; Johnson, 2004). They are also at risk for dropping out, failing, or being expelled from school. Effects of alcohol use by young people are not limited to those engaged in drinking. Nondrinking youth also can experience negative consequences based on other young people's use of alcohol including such things as sleep or study time disruptions, unwanted sexual advances, and time spent taking care of an intoxicated friend (Johnson, 2004).

## **Family Consequences of Underage Drinking**

Families can be a contributing factor to underage drinking, and they also can experience negative consequences of the youth's or young adult's drinking behavior. Underage drinking and its related consequences (such as school, legal, health, and social problems) often precipitate a family crisis. (Crowe & Schaefer, 1992).

## **Economic Consequences of Underage Drinking**

Underage drinking has both immediate and long-term economic consequences. Recent estimates of costs calculated by the Pacific Institute for Research and Evaluation (PIRE) (n.d.) put the total impact of underage drinking at \$68 billion in 2007. According to this analysis, underage drinking costs \$1 in societal harm (e.g., traffic crashes, violence) for every drink consumed by an underage drinker. More information on the costs associated with underage drinking may be found at <http://www.udetc.org/UnderageDrinkingCosts.asp>.



## FACTORS CONTRIBUTING TO UNDERAGE DRINKING

The reasons youth and young adults begin to drink alcohol are varied and often complex. They include the physical and emotional feelings that can come from drinking as well as social influences and the easy availability of alcohol. Understanding how and why underage drinking takes place can be important when working with underage drinking offenders and in prioritizing interventions to reduce underage drinking.

Some factors are based on individual characteristics and experiences, including:

- Drinking for the reductions in stress and tension or increases in feelings of confidence and power that young people expect to have when drinking.
- Personal characteristics such as impulsivity or rebelliousness.
- Family influences, such as poor parenting skills or a family history of alcoholism.
- Peer and school influences, such as having groups of friends with a positive attitude towards drinking or having poor attachment to school.

Some factors are based in the wider culture or the local community. These include such things as advertising and media influence and access to alcohol. Reducing access is one of the best ways of reducing underage drinking and its consequences. While individual factors contributing to drinking are difficult or impossible to change, the community environment can be made safer through a variety of strategies. These include:

- Enforcement of laws against sale of alcohol to underage people.
- Enforcement of laws against adults providing alcohol to underage drinkers.
- Controlling the number and location of places that sell alcohol.

## CONCLUSION

Much progress has been made in reducing underage drinking and related problems. Far too many young people, however, continue to drink and to suffer a range of tragic and costly consequences—both in the short term and the long term. Effective strategies to prevent underage drinking must be expanded and implemented vigorously. Justice professionals can play a key role in creating healthier communities. They can also be instrumental in intervening effectively with young people at risk.

Given the extent of alcohol use by people under age 21, those who work with youth in the juvenile justice system and young adults in the criminal justice system—either in diversion programs or supervised probation—are likely to encounter many clients who come in contact with these systems because of alcohol involvement or for whom alcohol use has contributed to their pattern of illegal behavior. Additionally, adults over age 21 may be arrested and sanctioned if they furnish alcohol to minors. It is important to understand the legal issues related to underage drinking in some detail.

# SECTION II

## LEGAL ISSUES RELATED TO UNDERAGE DRINKING



## UNDERAGE DRINKING LAWS

### State Laws

Lawmakers in all 50 states and Washington, DC have passed legislation controlling alcohol purchase, possession, and/or consumption and prohibiting misrepresentation to purchase alcohol by persons under age 21. Passage of the National Minimum Drinking Age Act of 1984 (23 USCA §158) made the receipt of federal highway funds contingent upon states adopting a minimum drinking age of 21. Thus, states that did not already have these laws in place moved to conform to this federal requirement. State laws vary considerably but include the following (Alcohol Policy Information System, n.d.):

- 46 states and D.C. bar the purchase of alcohol by individuals under age 21.
- 50 states and D.C. make the possession of alcohol by underage people illegal.
- 50 states and D.C. forbid the use of false identification to purchase alcohol.
- 32 states and D.C. prohibit youth consumption of alcohol.

These represent consistent stances by two-thirds or more of the states against alcohol purchase, possession, consumption, and misrepresentation by those under age 21. There are, however, frequent exceptions or inconsistencies among states regarding certain aspects of regulating alcohol-related activities among youth and young adults. For example:

- Some states do allow underage individuals to possess and consume alcohol on private property.
- About half of the states allow some lesser restrictions of alcohol use when parents of those under age 21 are present or give consent. [For example, some laws allow youth to enter businesses that serve alcohol when accompanied by a parent.]
- Some state laws prohibit those under age 21 from serving alcohol, while others allow it when it is a job requirement.
- Religious practices or medical purposes also may be used to exempt youth and young adults from strict adherence to the prohibitions against alcohol use (Hafemeister & Jackson, 2004).

## Local Laws and Ordinances

Besides federal and state underage drinking laws, local ordinances may be enacted as well. Some local ordinances may not be specific to underage drinking, but they may restrict activities in which underage drinking is likely to occur. These include:

- Teen party ordinances.
- Public nuisance laws.
- Noisy assembly laws.
- Restriction of alcohol use in public places often frequented by youth, such as parks, beaches, and parking lots (Hafemeister & Jackson, 2004).

## Possible Sanctions

Possible sanctions for noncompliance with underage drinking laws also vary by state and locality. Sanctions that are set by law may range from fines as low as \$50 to incarceration, depending on the age and status of the youth. Intermediate sanctions may include a range of penalties such as community services, alcohol assessment and treatment, and driver's license suspension or revocation (Hafemeister & Jackson, 2004).

Justice system personnel are responsible for knowing the laws, exceptions to the laws, and ways the laws can be implemented in their specific jurisdictions. Detailing all possible scenarios is beyond the scope of this document, but justice system professionals should consult local counsel if they have questions about specific laws or ordinances in their jurisdictions. Similarly, if they are uncertain of appropriate responses to underage drinkers in various situations, they should consult agency policymakers and possibly legal counsel.

## RIGHTS AND PRIVILEGES OF UNDERAGE DRINKERS

The rights and privileges of underage drinkers vary by age and legal status. Everyone, however, has certain constitutional rights that cannot be diminished because of age or legal status, including, among

others, the right to freedom of speech and religion, the right to due process, the right to confront and cross-examine witnesses, the right to equal protection under the law, and the right against self-incrimination (Del Carmen & Sorensen, 1988).

Therefore, it is vital that justice system personnel carefully consider their responses to underage drinking offenders to ensure that youth receive fair treatment. When constructing conditions of community supervision, professionals must ensure that they meet the following criteria (Del Carmen & Sorensen, 1988):

- Supervision conditions must be constitutional and cannot violate any of the individual's constitutional rights such as due process and equal protection.
- Conditions must be clearly stated and understandable to the youth.
- Conditions must be reasonable, meaning that they are fair and achievable by the youth.
- Conditions must be reasonably related to the protection of society and/or the rehabilitation of the individual.
- Legal counsel should scrutinize policies and procedures developed for the community supervision of underage drinking offenders before they are implemented to avoid the risk of later challenges based on violations of rights of youth.

## **OTHER LEGAL ISSUES TO CONSIDER**

The following are among the legal issues and concerns that should be researched carefully during the policy development process. Legal challenges still may occur, but if these issues have been reviewed and decisions have been based on the best legal advice available, the agency and staff can proceed with greater confidence.

### **Confidentiality**

Two sets of federal confidentiality laws and regulations are applicable to individuals who experience addiction or other results of alcohol use: the Public Health Service Act of 1944 (PHSA) and the Health Insurance Portability and Accountability Act of 1996 (HIPAA). States also may have specific confidentiality policies regarding addiction, alcohol treatment, or justice system involvement. Justice system professionals must be knowledgeable about these confidentiality requirements both to safeguard their own practices and to be cognizant of the requirements for treatment programs and other services that may share responsibility for working with the same youth and young adults outside the boundaries of the justice system. In this section, the federal confidentiality requirements will be discussed briefly. Justice system personnel should also research confidentiality statutes or policies that may exist within their own jurisdictions.

The privacy of individuals receiving alcohol-related services is protected under PHSA. The confidentiality of patient records is protected under this law, and it applies to all programs receiving federal assistance that provide diagnosis, prognosis, or treatment of any patient in relation to alcoholism or alcohol abuse. This law prevents disclosure of information that would identify a person who is receiving alcohol treatment. Programs must protect patient records in a secure room, locked file cabinet or similar place; and written procedures regarding who has access to those records should be in place. Likewise, programs need to protect electronic information maintained on clients by establishing appropriate privacy and security policies and procedures. Programs also are required to provide to clients a written summary of confidentiality requirements, including circumstances in which disclosure can be made, information about violations of confidentiality being a criminal infringement, a warning that committing or threatening to commit a crime on the program's premises or against program staff can result in release of information, and notification that the program must report suspected child abuse or neglect (Crowe & Reeves, 1994).

Programs may release information about individuals receiving alcohol services if the individual (and his or her legal guardian if the individual is a minor) signs a consent form allowing for the disclosure of specific information for a particular purpose. Programs that do release information with the consent of an individual must also provide written notice that federal law protects the information, and the recipient cannot make further disclosure of the material. In some cases, a parent or guardian may sign a consent form to release information for a minor. Individuals may revoke their consent after signing such a release form if they wish. For individuals involved in the justice system, however, consent forms cannot be revoked until their legal status changes. Alcohol and drug treatment programs are allowed to advise criminal justice agencies, without obtaining an individual's consent, if the person referred for treatment by such agencies fails to apply for or receive services from the program (Crowe & Reeves, 1994). Other situations in which information may be released include such things as internal communications where there is legitimate need to know, disclosure to medical personnel in an emergency, or suspected child abuse. (Crowe & Reeves, 1994):

The federal Standards for Privacy of Individually Identifiable Health Information and the Health Insurance Portability and Accountability Act of 1996 (HIPAA) parallel in many ways the substance abuse confidentiality rules just discussed. The full regulations can be found in 45 CFR Part 160 and 164, and they incorporate provisions that mandate the adoption of federal privacy protections for individually identifiable health information. The privacy rule establishes a foundation of federal protections for the privacy of protected health information. HIPAA regulations apply to health plans, health care clearinghouses, and health care providers who conduct certain health care transactions electronically (U. S. Department of Health and Human Services, 2003).

Although justice system agencies and personnel are not classified as health or treatment providers and may not be subject to all of these confidentiality requirements, decisions must be made by each agency as to the confidentiality procedures that will be followed.

Besides the two types of federal confidentiality requirements just discussed, justice system agencies may be subject to additional state and local provisions regarding confidentiality related to the identity of youth and other information. Agencies should consider appropriate consequences if there is a breach of confidentiality requirements.

## Searches

At times, it may be necessary for justice system personnel to verify the compliance of a youth with supervision conditions by conducting a search of his or her property and/or by subjecting an individual to alcohol or drug testing. For example, if a youth is prohibited from possessing alcohol, justice system professionals may need to verify his or her compliance by searching his or her residence, vehicle, and other places he or she might keep personal property. Courts have consistently upheld the practice of warrantless searches of probationers' properties. This is another legal issue that should be reviewed by local legal counsel, because state laws or local policies and procedures may contain specific provisions related to searches. Besides the legal issues surrounding where searches can be performed, who can conduct them, and under what conditions they can be carried out, there are safety issues that also must be considered. Agencies should establish appropriate officer safety policies, and personnel should abide by all safety procedures faithfully. The diversity among community supervision agencies, both juvenile and adult, however, makes this a complex issue. The actual duties and responsibilities of community corrections professionals vary markedly among the myriad jurisdictions in the United States.

- Some are peace officers; others are not.
- Some have arrest powers; others do not.
- Some carry weapons; others do not carry; and for others, firearms are optional.
- Some are authorized to serve warrants; others cannot.
- Some supervise only felony offenders; others supervise only misdemeanants; and others supervise both felony and misdemeanor offenders.
- Some conduct a substantial amount of fieldwork, including home contacts; others seldom work outside their office settings.
- Some supervise only adults or juveniles; others in smaller jurisdictions may supervise both.

## Legal Liability Issues

Justice system professionals are responsible for their conduct. They are subject to the same criminal laws that affect any other citizens, and civil liabilities may result from actions (or inactions) related to their job or professional performance. Actions such as failure to act or intentional

misconduct or abuse of authority could result in legal liability, though in some cases, an official immunity or good faith defenses may be applicable (National Center for Juvenile Justice NCJJ, 2002).

## **CONCLUSION**

Underage drinkers often become involved in the justice system. There are numerous legal issues about which community corrections professionals must be informed when supervising underage drinking offenders. As discussed, the rights and privileges of underage drinking offenders vary by age and legal status. It is important for community corrections workers, whether in the juvenile or adult justice system, to stay abreast on the legal issues so they may make informed decisions regarding the cases of such offenders.

Additionally, there are specific legal issues surrounding individuals who have addictions, including strict confidentiality requirements related to this group. Because underage drinking offenders are at high risk to pose a danger to themselves and others, supervising professionals need to be aware of legal liability issues and be proactive in addressing those issues.



# **SECTION III**

## **ASSUMPTIONS AND PRINCIPLES FOR COMMUNITY SUPERVISION OF UNDERAGE DRINKING**



In recent years, both adult and juvenile community corrections agencies have undertaken systematic planning approaches that implement effective interventions. Considerable research conducted during the past few decades has inspired this movement. One of the primary bodies of research is the evidence-based practice (EBP) literature, which suggests programs identify definable, measurable outcomes in accordance to practical realities (e.g., recidivism) (Crime and Justice Institute, 2004). The Crime and Justice Institute (2004) developed what it refers to as an Integrated EBP Model for Community Corrections (shown in Exhibit III-a on page 19). This model not only seeks to incorporate research-based strategies for practitioners in working with youth, but also calls for leadership to recognize the need to adjust traditional supervision practices so as to focus on programs and practices that specifically target reducing recidivism. According to the institute, this is essential for programs to be effective. The field is moving away from perpetuating existing programs and adopting new practices that better hold youth accountable and protect the community. Awareness and communication of these elements will help administrators and practitioners consider and hopefully embrace the concepts upon which the recommendations in this document are based.

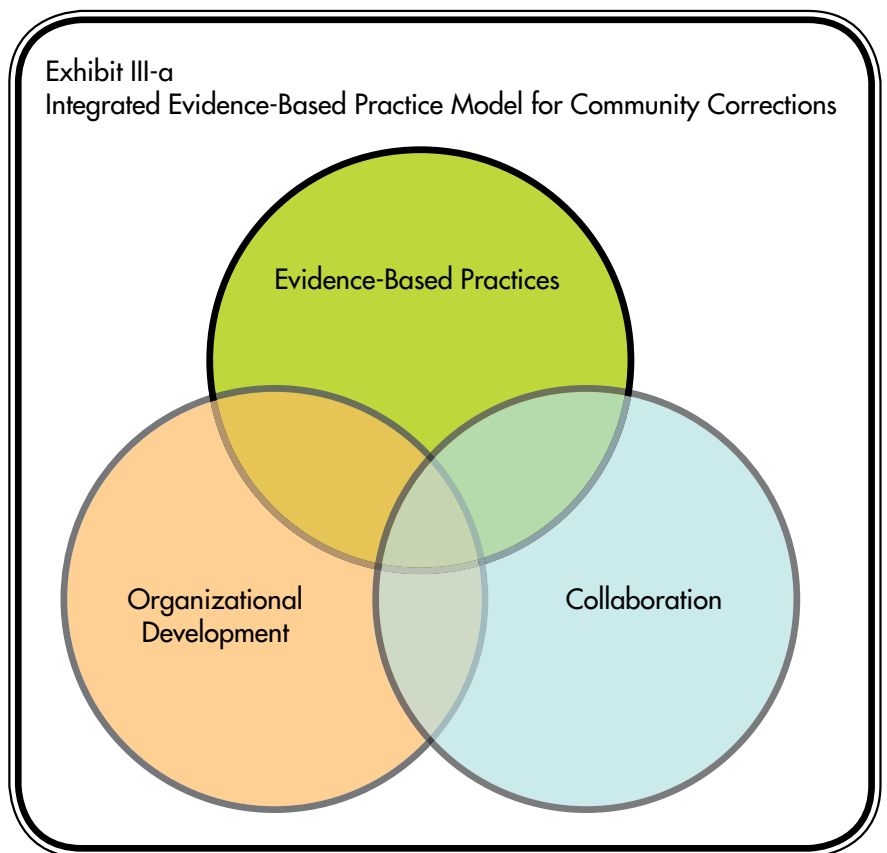
### **ASSUMPTIONS FOR INTERVENTIONS WITH UNDERAGE DRINKING OFFENDERS**

Five assumptions support the message delivered in the practice guidelines recommended later in this document. These assumptions move away from just understanding the problem of underage drinking to developing key strategies to effectively address it.

**Underage drinking presents significant risks to both the participating individuals and to others in the community:** As described in Section I, the consequences of underage drinking can be substantial. These consequences include accidental injuries and fatalities, homicides, suicides, assaults, risky sexual behavior, involvement in criminal behavior, academic problems, alcohol-related disorders, progression to use of other psychoactive drugs, and potential health and developmental problems. Risks to others associated with underage youth and young adults who drink may include accidental injuries and fatalities, offensive behavior by those underage drinkers, and property destruction. Society bears the burden of the high costs of underage drinking (Bonnie & O’Connell, 2004).

**Young people receive significant messages and incentives that promote their use of alcohol:** Many young people believe that alcohol use among their peers is widespread. Although research shows that they generally estimate peer alcohol use higher than it actually is, the perception of peer acceptance of and pressure to engage in underage drinking is a strong motivator for many youth and young adults. Youth and young adults can rather easily obtain alcohol, thus reinforcing their belief that drinking is acceptable. Media and other cultural sources bolster the message to teens and young adults that drinking is acceptable, will enhance their social status, and will make them appear more mature. The alcohol industry often underwrites promotional activities that expose youth and young adults to pervasive images of alcohol as an appealing activity (Bonnie & O’Connell, 2004).

**Scientific evidence supports the benefits of current policies that prohibit drinking by individuals under age 21:** Evidence indicates that the advantages of reduction of underage drinking are substantial. Studies confirm that after the minimum drinking age (21) was implemented, youth and young adults experienced fewer alcohol-related vehicle crashes and fatalities as well as lower rates of death from suicide, homicide, and other injuries. It is assumed that delaying drinking also will reduce the occurrence of other consequences of drinking such as criminal behavior, academic problems, alcohol and substance abuse disorders, and physical and cognitive developmental disorders.



***Preventing the onset of alcohol use or ending alcohol consumption by youth and young adults once it has begun protects both individuals and society from harms related to underage drinking:*** Data on the initiation of alcohol use show trends toward earlier onset than in the past, and there is a strong relationship between early initiation of alcohol use and ongoing detrimental consequences to both the user and others in society. Serious lifelong problems are much more likely to plague youth who begin drinking before age 15. Underage drinkers also tend to drink much more heavily than their adult counterparts. The assumption behind this document is that preventing the initiation of, or eliminating alcohol use by, youth and young adults will result in increased well-being of underage individuals and others in the society.

***Prohibiting underage drinking and intervening proactively with youth and young adults who do consume alcohol shapes beliefs, attitudes, and social behavior:*** Endeavors to prevent or intervene in youth's participation in potentially dangerous behaviors, such as smoking, have shown promising results. For example, studies indicate that increasing the price of cigarettes, restricting smoking in public places, and stop-smoking interventions have led to reduced rates of smoking especially among adults, although results among youth are not quite as robust (Lantz, 2004). There is reason to expect that similar combinations of community-based and individually targeted approaches can have similar impact on the beliefs and behaviors of youth with respect to alcohol.

## **PRINCIPLES OF COMMUNITY SUPERVISION OF UNDERAGE DRINKING OFFENDERS**

The following principles provide a foundation for practice in diversion and probation programs with these youth and young adults.

### **Principle 1:**

***Effectively addressing underage drinking requires a comprehensive approach. This approach should seek to diminish the supply of alcohol available to underage drinkers. At the same time, it should decrease their consumption of alcohol by controlling and changing the behaviors and attitudes of those who engage in underage drinking.***

A comprehensive approach that works with both communities and individuals has the greatest likelihood of creating healthier communities and successfully intervening in the lives of young people at risk. Strategies for reducing underage drinking based in the community environment include (Bonnie & O'Connell, 2004):

- Limiting the access to alcohol for youth through increasing the minimum drinking age and strengthening prohibitions against providing alcohol to those who are underage.
- Raising taxes on alcohol products to reduce consumption by youth and young adults.
- Decreasing advertisements and media portrayals of alcohol consumption as an attractive and acceptable activity for youth and young adults.

- Developing strategic partnerships to enhance the effectiveness of prevention efforts.
- Providing to youth educational services aimed at preventing alcohol use.

Strategies can also focus on the reduction of demand for alcohol among underage drinkers. Research provides guidance regarding the types of strategies that are most effective for preventing alcohol use among young people (Spoth et al., 2009) It is the obligation of agencies and individuals, including juvenile justice agencies, that are tasked with preserving the welfare of young people to identify and intervene with individual youth and young adults who have already begun using alcohol or who appear to be at greater risk of alcohol use and problems. These youth and young adults are likely to be directed to diversion or probation programs and will need to be assessed and guided to appropriate interventions to change their attitudes and behaviors compatible with underage drinking

## **Principle 2:**

***Responses by the justice system as a whole and by community supervision agencies in general should involve making balanced responses to youth that are tailored to the specific characteristics and situation of the young offender. Written criteria related to system responses should be established through policy-level collaboration to ensure fairness in access and utilization of services.***

Underage drinking can occur in a wide range of youth. Some may be at low risk of reoffending while for others, the offense is just the beginning of increasingly serious alcohol problems (Dick et al., 2011). The justice system should send a clear message that we don't condone underage drinking, while not overreacting by imposing intensive interventions or services for youth who are not at a high risk of re-offending. In order to make a balanced determination of the appropriate level of intervention, a careful assessment should be carried out. A long-held tenet in juvenile justice promotes the use of the least restrictive sanctions that are likely to produce the desired constructive outcomes for the individual youth or young adult (Maxwell, 2003). Diversionary programs are often used to prevent youth from going through the formal court process. When possible, youth may be supervised in the community on probation rather than sent to a custodial program. In fact, the Juvenile Justice and Delinquency Prevention Reauthorization Act of 2009, currently under review in the U.S. Senate (i.e., Senate Bill 678), encourages states to develop plans for alternatives to detention for juveniles who are status or first-time minor offenders and for use of community-based services to address the needs of at-risk youth. This approach is not new, however, as *In re Gault* (1967) and the original JJDP Act stressed the importance of deinstitutionalizing juvenile offenders, particularly those who are charged with status offenses, and encourages diverting those offenders to services and programs in the community. This approach prevents youth and young adults with limited criminal sophistication from being treated like and influenced by youth with greater criminal prowess.

Justice professionals, treatment providers, and other appropriate policymakers should collaborate to establish criteria for the referral of youth and young adults to interventions based on risk levels. As

the available resources in various communities will differ, it is not possible to prescribe what those criteria should be in a document as broad as this one. The purpose of such written criteria should be to ensure that young offenders are dealt with in a balanced manner, based on their particular risk factors, and that community resources are used in an effective and economical fashion.

### **Principle 3:**

***Assessment, intervention, and supervision of underage drinking offenders should be based, to the extent possible, in practices that have been demonstrated by research to be effective.***

Studies have found reductions in drug and alcohol use, crime, risky health behaviors, and certain mental health problems among justice system participants in drug and alcohol programs (Johnson et al., 2002). There is also evidence that the potential sanctions of the justice system can be a factor in motivating individuals to participate in treatment programs and can help them proceed to more advanced levels of readiness for change (Center for Substance Abuse Treatment, 2005).

The amount and specificity of research regarding the most appropriate interventions of underage drinkers is not as robust as other areas of the substance abuse treatment literature. In addition, treatment services for adolescents tend to be less available than for adults, resulting in only a small proportion of adolescents in need of treatment actually entering treatment (Knudsen 2009). To the extent possible, the recommendations in this document draw upon evidence-based practices for general community supervision and for underage drinking. In some cases, practice strategies suggested in this document have been implemented by agencies and professionals but are not conclusively supported by research findings.

### **Principle 4:**

***Responses to underage drinking must demonstrate an understanding of the cultural background of the youth offenders.***

Community corrections and diversion professionals must strive to understand the cultural traditions of the youth and young adults with whom they work, including the role of drinking, risk-taking, and behavior, as well as perceptions of treatment and other interventions in these cultures. To achieve this understanding, professionals need to have ongoing dialogue with key informants from groups representing different races, ethnicities, religions, sexual orientations, and other cultural characteristics. Such contacts will enhance knowledge of cultural groups and improve access to special resources or services that may support youth and young adults who have engaged in underage drinking.

The considerable diversity among youth and young adults entering the justice system requires responses that take into account the particular needs of each person. Responses should acknowledge the fear of involvement in the justice system that is often felt by groups that historically have received discriminatory treatment by the justice system (e.g., people of color, people with disabilities, lesbians, gay men, bisexuals, transgendered individuals, and people with lower socioeconomic status). Despite these issues, underage drinking offenders should be held accountable for their behavior, regardless of cultural backgrounds and special needs. The specific methods of accountability and intervention, however, should be chosen carefully so that they are most likely to enhance public safety and to help youth and young adults become healthy, law-abiding individuals who are most apt to reach their full potential.

If a youth or young adult receiving diversion or probation services is not proficient in English, interpreters should be provided to ensure that they receive appropriate and satisfactory services. To the extent possible, interpreters should not be family members or friends of the youth or young adults.

### **Principle 5:**

***Community corrections agencies and practitioners should strive to increase their individual and collective knowledge of underage drinking and responses to it by engaging in ongoing training and data collection for program evaluation and research.***

Community corrections and diversion professionals must have a solid understanding of the dynamics of underage drinking, the goals of supervision, monitoring strategies, and the skills required to perform effective intervention. Agencies should provide training on underage drinking to prepare staff to perform their job responsibilities competently. Beyond agency-based training, professionals have a responsibility to pursue and enhance their own knowledge and skills through individual learning opportunities, such as reading professional literature, taking advantage of and consulting with local experts, and attending training programs that provide needed information and skill-building for working with underage drinking offenders.

Once interventions are put into practice, community corrections managers should collect data that can measure the effectiveness of the employed interventions. Program evaluation can allow community corrections managers to demonstrate what interventions are working and can help support managers' requests for continued/increased funding, grant funding and/or additional staff positions, or to generate community support for their program.



## **Principle 6:**

***Community corrections agencies and professionals should be aware of and collaborate with community-based and justice system strategies and programs to reduce underage drinking.***

Underage drinking presents social, health, and justice system problems that cannot be resolved by a single person or agency. Returning full circle to the first principle discussed, effective intervention requires a comprehensive approach that can be achieved only through cooperation and collaboration with those in other fields. Drug court projects have demonstrated the benefits of coordinated approaches among justice system and treatment providers when working with substance-abusing youth.

All jurisdictions and agencies must work continually toward building and improving alliances to foster public safety, offender accountability, and individual competency development and treatment. The foundation of collaboration involves sharing knowledge, information, resources, power, and decision-making so that individuals and organizations may work together to achieve a significant positive impact in their community and a more consistent response to underage drinking. As described at the beginning of this report, forming such partnerships between agencies and organizations is an underlying objective of the EUDL program. The Appendix provides “real world” examples of community coalitions and programs from around the country that have been formed to address underage drinking.

There are several key reasons for collaborating with a variety of agencies and stakeholders to consider in the community supervision of underage drinking offenders:

- A variety of participants will bring different viewpoints about underage drinking to the decision-making process. These varied ideas can be honed into a final plan that best meets the needs of the agency and the community.
- The agencies and stakeholders may identify many of the issues, problems, and barriers associated with underage drinking in the community. If such concerns are recognized from the outset, valuable time can be saved in the planning process.
- Involving stakeholders from the initiation of the process helps secure long-term investment in project.
- Involved stakeholders are likely to be good ambassadors for the strategies put forth by the group. A well-chosen group of stakeholders can have far-reaching effects, including promoting the program and coming to its defense if the program encounters any problems.



## CONCLUSION

Before embarking on a new program area or placing additional emphasis on the supervision of particular youth, it is vital that professionals have a firm grounding in the reasons behind what they are doing. This section has outlined some key assumptions that support the supervision of underage drinkers. Finally, six principles of community supervision of underage drinking offenders were shown as a foundation for the guidelines presented in the remainder of this document.

# SECTION IV: CONTEXT FOR RESPONDING TO UNDERAGE DRINKING



## LAYING THE GROUNDWORK: UNDERSTANDING THE COMMUNITY

In order to develop the best response to underage drinking—both in the community as a whole and in dealing with individual youth, a general assessment of the nature of the underage drinking problem in the jurisdiction can be very helpful. Some questions that should be addressed include:

- What type of underage drinking is occurring? What are the demographics of youth who are being arrested, prosecuted for, and/or convicted of underage drinking? How many are diverted from arrest, prosecution, and/or formal adjudication for underage drinking?
- What problems have been experienced in the community because of underage drinking? Consider health, social, and financial consequences.
- Do existing programs for supervising juvenile and young adult offenders convicted of underage drinking, as well as those who are diverted from the formal justice system, adequately address the problems of these youth? What are the rates of recurrence of underage drinking offenses among those who have been supervised by the court system and/or community corrections?
- What are community attitudes toward the supervision of underage drinking offenders? Does the community see it as public protection, offender punishment, or offender rehabilitation?

- Can the agency obtain enough resources (e.g., funding, personnel) to deal effectively with the additional supervision responsibilities that may be generated through an emphasis on supervising underage drinking offenders?
- Can the agency and other parts of the justice system adequately respond to violations by youth when they occur?

Such an assessment of needs and resources not only provides a community with a better understanding of the issues associated with underage drinking, it also emphasizes the collaboration between agencies and programs within a community. The information from an assessment can help the community respond effectively to underage drinking offenders, from the first moment of interaction.

## **DEALING WITH OFFENDERS: DECISION OPTIONS**

The first contact community supervision personnel may have with underage drinking offenders may occur before a case is adjudicated (pretrial release and diversion), during the sentencing phase of the adjudication process, or following adjudication when the youth or young adult enters a period of community supervision. The time and place of initial involvement varies by jurisdictions and often depends on the type of offense(s) the young person is charged with (e.g., possession of alcohol, vandalism, driving while impaired, assault), and the options in place for responding to underage drinking. Once the juvenile or young adult offender/defendant enters the system, however, many of the processes used in response to underage drinking will be similar regardless of the system configuration or the status of the individual.

Although the types of charges youth and adults can be cited for and the details of case processing vary somewhat from one jurisdiction to another and between the juvenile and adult justice systems, overall the systems are quite similar. Exhibit IV-a shows the most common decision points in both juvenile and adult cases of underage drinking and some of the options that justice system professionals involved in these cases may need to consider.

Exhibit IV-a  
Decisions in Underage Drinking Cases

<i>Decision Points</i>	<i>Decision Options</i>	<i>Persons Involved</i>
Arrest	<ul style="list-style-type: none"> <li>• Unconditional release</li> <li>• Warn and release</li> <li>• Release to custody of parents/guardian or own recognizance for adults</li> <li>• Conditional release to report to an agency or organization for services</li> <li>• Referral to court/prosecution</li> </ul>	Law enforcement
Intake (if referred) to determine whether the complaint warrants formal charges and court involvement	<ul style="list-style-type: none"> <li>• Detention or release</li> <li>• Informal probation</li> <li>• Diversion</li> <li>• Filing of petition or decision to formally process the case through court</li> <li>• Waiver of juvenile cases to adult court</li> </ul>	Prosecutors and/or probation officers
Adjudication hearing (juvenile) or trial (adult)	<ul style="list-style-type: none"> <li>• Plea agreements</li> <li>• Finding of guilty or not guilty</li> </ul>	Prosecutors, judges, defense attorneys
Disposition (juvenile) or sentencing (adult)	<ul style="list-style-type: none"> <li>• Predisposition or presentence investigation and report</li> <li>• Disposition or sentence               <ul style="list-style-type: none"> <li>○ Fine and release</li> <li>○ Probation supervision</li> <li>○ Split sentence/disposition</li> <li>○ Residential placement</li> <li>○ Secure confinement (juveniles); incarceration (adults)</li> </ul> </li> <li>• Conditions of supervision, such as               <ul style="list-style-type: none"> <li>○ Abstain from alcohol or other drug use</li> <li>○ Community service</li> <li>○ Restitution</li> <li>○ Drug testing</li> <li>○ Treatment</li> <li>○ Fines</li> <li>○ License suspension and revocation</li> <li>○ Participation in alcohol education programs</li> </ul> </li> </ul>	Probation officers, prosecutors, judges
Case planning and supervision	<ul style="list-style-type: none"> <li>• Goals of supervision and measures of success</li> <li>• Resources needed</li> <li>• Graduated sanctions and incentives</li> </ul>	Probation officers, diversion staff, judges

Source: (National Center for Juvenile Justice, 2002, Chapters 4 and 9).

Depending upon how the system operates in a specific jurisdiction a probation officer, a prosecutor, or perhaps jail/juvenile detention personnel will decide whether a young person drinking underage needs to be detained, released from custody, or transported to a medical facility. This decision may be based on:

- If the young person is a minor with regard to underage drinking laws but legally an adult for other purposes;
- If the young person has more severe charges in conjunction with the underage drinking offenses;
- If the young person is considered to be a danger to him/herself or the community if released; or
- If the young person is likely to return for future court appearances if ordered.

If a decision is made to keep the juvenile or young adult in custody, then the case will likely proceed to formal processing through the court. In the event of a very serious offense involving underage drinking, and depending on the age of the offender and other crimes involved, juvenile cases might even be waived to a criminal (adult) court at this time. If, on the other hand, the young person does not need to be detained or receive medical attention, or can be released from detention, then other immediate decisions regarding the most appropriate system-level response will need to be determined. Remember, Principle 2 that was discussed in the preceding section (see pages [insert page numbers here]) requires that responses by the justice system as a whole and by community supervision agencies in general should involve making the least restrictive response to youth that will ensure public safety. In determining the type of action that would best benefit the offender and protect the public, therefore, it seems the reasonable alternatives are further case involvement in the justice system (e.g., adjudication, supervised probation) or minimal involvement such as payment of a fine, informal probation, or participation in a diversion program.

Once the decision is made about the most appropriate system-level response additional decisions will need to be made about the most appropriate individual-level response, such as a fine, restitution, community service, substance abuse assessment, educational classes, or treatment for the young offender. To make good decisions at this point community corrections professionals will need to gather information to establish a suitable case plan and/or supervision strategy. The processes of screening, assessing, and making decisions about underage drinking offenders are multifaceted and require skills and resources among justice personnel as well as other professionals (e.g., substance abuse treatment professionals, mental health service providers, school personnel) in the community. Community corrections professionals, however, often function as the primary facilitator for the collection, synthesis, and utilization of pertinent information to help make determinations and/or help assure the underage-drinking offender will benefit from interventions imposed upon him or her.

## **STANDARDS OF EVIDENCE-BASED PRACTICE**

The “What Works” evidence-based practice (EBP) model has proven to produce effective outcomes may help community agencies implement the best strategies in dealing with underage drinking offenders. To date, no comprehensive supervision programs specifically for underage drinking offenders have been developed, evaluated, and reported in the literature. So, while every possible effort is made to present research-based practices, in some cases only promising practices can be offered. Promising practices are those that are being implemented by organizations and appear to have successful outcomes but have not been evaluated rigorously enough to say that they are proved to be effective programs or strategies. These will be presented within the larger framework of the EBT model.

There are eight evidence-based standards of effective intervention (Crime and Justice Institute, 2004). In this model, youth begin their interaction with community corrections personnel with a risk/need assessment and work their way through community supervision. Six of the standards focus on youth and behavior change, while the remaining two focus on measurement. It is only through precise, systematic measurement and feedback that policymakers, administrators, and staff can know the evidence for or against various programs or practices. Exhibit IV-b provides a brief description of each of the eight standards.

## **CONCLUSION**

In order to develop the best responses and practices to underage drinking, a community must undergo a general assessment. Such an assessment may cover the nature of the problem, community resources, and attitudes toward underage drinking. It is also important for community corrections professionals to understand the decision-making process with regard to underage drinking offenders in their jurisdictions in order for them to be able to respond accordingly. Finally, the use of the EBP model standards by community corrections professionals in dealing with underage drinking offenders can provide a blueprint for communities to develop the most effective responses to this problem. The next step is to implement strategy into practice, which is the underlying intention of the practice guidelines to be covered in the following section.

Exhibit IV-b  
Summary of Evidence-Based Standards

<b>Standards</b>	<b>Description</b>
Assess Actuarial Risk	Youth should be assessed based on known risk factors associated with criminal behavior, such as criminal history, antisocial attitudes, unemployment, low education level, and substance abuse. Use of a standardized instrument is recommended for initial risk assessment.
Enhance Intrinsic Motivation	Motivation to change is strongly influenced by interpersonal interactions, including those with family members and practitioners. Motivational interviewing is a method of communication that helps people overcome their ambivalence about changing their behavior.
Target Interventions	This principle consists of five supporting principles: <ul style="list-style-type: none"> <li>• The risk principle states that scarce supervision and treatment resources should be used for higher risk youth because this will have a greater impact for reducing harm and recidivism.</li> <li>• The need principle indicates that resources should be directed toward issues that will affect ongoing recidivism, such as antisocial attitudes, values and beliefs, low self-control, criminal peers, and substance abuse.</li> <li>• Responsivity relates to the match between youth and services. Youth are more likely to be responsive to and benefit from treatment that has been proven effective with similar offender populations. Some considerations of matching include gender, culture, motivational stages, developmental stages, and learning styles.</li> <li>• Youth should receive the needed amount or dosage of services and supervision to effect changes.</li> <li>• The treatment principle dictates that treatment should be an integral part of the overall case plan and management strategy.</li> </ul>
• Risk Principle	
• Need Principle	
• Responsivity Principle	
• Dosage	
• Treatment Principle	
Skill Train with Directed Practice	Youth need to acquire prosocial attitudes and behaviors. Recommended interventions include learning new skills related to antisocial thinking patterns, social learning, and appropriate communication techniques.
Increase Positive Reinforcement	People learn new skills and maintain positive behaviors longer when they receive reinforcement for appropriate actions than when they are punished for inappropriate behavior. Thus, positive feedback must be significantly higher than negative feedback or punishment. At least four positive reinforcements are needed for every negative reinforcement to promote positive behavior changes.
Engage Ongoing Support in Natural Communities	Prosocial supports for youth in their communities need to be engaged. The involvement of family members and close associates is vital to reinforce new behaviors positively. Additionally, 12-step programs, faith-based activities, and restorative justice initiatives are geared toward improving relationship between youth and prosocial community members.
Measure Relevant Processes and Practices	Agencies working with individuals involved in the justice system must track and measure outcomes of program services in order to determine whether their services have a significant impact on deterring recidivism.
Provide Measurement Feedback	Besides tracking and measuring outcomes, information must be used to monitor processes and change. Providing feedback to youth is likely to increase motivation, lower treatment attrition, and improve outcomes. Beyond that, monitoring service delivery helps build accountability and maintain integrity to the agency's mission.

Source: (Crime and Justice Institute, 2004)



# SECTION V

## PRACTICE GUIDELINES FOR RESPONDING TO UNDERAGE DRINKING OFFENDERS



This final section will focus on the 10 practice guidelines (based on concepts espoused in the evidence-based practices literature) for responding to underage drinking offenders in more effective ways:

- Practice Guideline 1: Conduct initial screening for alcohol problems at the first and subsequent contacts between underage drinkers and the justice system.
- Practice Guideline 2: Assess the risk and needs of youth.
- Practice Guideline 3: Assess for strengths and assets.
- Practice Guideline 4: Assess for substance abuse problems.
- Practice Guideline 5: Determine the most appropriate system-level response and individual-level intervention(s) and develop an individualized case plan.
- Practice Guideline 6: Identify each offender's readiness to change and prompt him/her to make positive changes using motivational interviewing techniques.
- Practice Guideline 7: Refer underage drinking offenders with alcohol disorders to appropriate alcohol treatment and monitor their attendance and participation.
- Practice Guideline 8: Engage family and social networks of support in the supervision process.

- Practice Guideline 9: Monitor compliance with supervision conditions and case plan expectations.
- Practice Guideline 10: Apply sanctions for noncompliance, when necessary, and increase positive reinforcement.

The previous sections were intended to provide an understanding of the various issues pertaining to underage drinking and the broader, contextual framework for how a community should address this societal problem. The purpose of the practice guidelines is to provide community corrections professionals with the “how to” in implementing the most effective practices in working with underage drinking offenders.

Where feasible, we will use a case study of Jack and Jill to illustrate some of the concepts being discussed with regard to practice guidelines. The community corrections professional in the case studies is used in a generic sense. The identity of the “community corrections professional or worker” in the scenarios and at what point this person works in the system is left to your interpretation. It could be interpreted to be a coordinator of a diversion program, a juvenile intake worker, a juvenile or adult probation officer, etc.

While there may be some local differences in what these professionals may be able to do in your jurisdiction, the point that is being made through this publication is the practice guidelines for responding to underage drinking offenders are the same whether you work with underage drinkers in the juvenile system or the adult system within a diversion program, probation department, or similar agency. Some of these guidelines, if not all, will be applicable to your role in addressing this population of young people more effectively whether you have a role in making decisions about either system-level response (e.g., warn and release, diversion, adjudication, informal probation, supervised probation) and/or individual-level interventions (e.g., fine, substance abuse assessment, community service, educational class, counseling, alcohol or drug testing, treatment) for underage drinking offenders. Many times, the application of these guidelines will not be the sole responsibility of one agency or one person; rather it will require an interagency response. So, it is important to be familiar with the purpose of the guidelines and understand the process in your local jurisdiction to move a case through the system in a more efficient and effective manner.

You may discover that your jurisdiction is not following these suggested guidelines. If that is the case, work with other appropriate agencies and system partners in your jurisdiction to consider how you can begin moving toward the implementation of the proposed approaches.

Jack and Jill are both detained by police at an underage drinking party. They are both 15-years-old, and this is their first offense. Given this information, what do you think happens to Jack or Jill in your jurisdiction?

The reality is that many times decisions are made about interventions to give Jack and Jill based on this type of information alone—which is typically what we can derive from a police report on the incident. Given these factors, most jurisdictions would do one of two things: Either (1) warn and release Jack and Jill to their parents or legal guardians and instruct them to refrain from this activity in the future; or (2) refer Jack and Jill to a diversion program. Depending on the type of diversion program offered in the community, they may be asked as a condition of diversion to pay a fee, attend a substance abuse awareness program, take a substance abuse assessment with a certified substance abuse professional, and/or perform community service.

## CASE STUDY:

### jack and jill

Both of these options could arguably adhere to the principles of working with the youth in the least restrictive setting, because both keep them out of the formal court process. They also could be the most appropriate intervention for Jack or Jill in the long run. But how do we really know if that is the case? Based on this information alone, we don't really know for sure if we are working with Jack and Jill in the least restrictive setting to protect public safety and if our intervention is going to be the most effective or promising way to address their behavior. Why? Because from this basic information alone, we know nothing about Jack's or Jill's likelihood of re-offending or whether or not Jack or Jill may have more serious issues that need to be addressed.

The only way to get that information is through conversations with Jack and Jill and their respective family members and through the use of screening and assessment tools. Therefore, to adhere to evidence-based practices, we would need to gather information about Jack and Jill before we determine what system-level response to make (e.g., warn and release, divert, send to court, place on informal or unsupervised probation, place on supervised probation, etc.) and what individual-level interventions (e.g., educational class, cognitive behavioral class, substance abuse assessment, substance abuse treatment, community service, etc.) will be apt to meet their needs more effectively.

## **PRACTICE GUIDELINE 1**

### **Conduct initial screening for alcohol problems at the first and subsequent contacts between underage drinkers and the justice system.**

To make these initial judgments, community corrections professionals often screen the youth or young adults about whom they must make decisions. *Screening* refers to brief procedures used to determine the presence of a problem, substantiate that there is a reason for concern, or identify the need for further evaluation (Crowe & Reeves, 1994). Screening for alcohol and other drug involvement is recommended for all youth who come in contact with the justice system, regardless of the offense with which they are charged. In particular, screening for alcohol-related problems should be conducted with any youth or young adult who is arrested for underage drinking or whose actuarial assessment indicates this is a risk/need for him or her. Screening might be performed at several points in the justice process, including arrest, pretrial release, diversion, presentence investigation, and probation intake or during supervision.

A variety of alcohol/drug screening instruments are available. Most screening instruments rely upon self-reports made by youth, which may or may not be truthful. To ensure accuracy, it may be desirable to consider other sources of information about the youth or young adult's drinking, including family reports, peers, law enforcement, schools, and reviews of previous records.

Exhibits V-a, b, and c are examples of screening instruments available in the public domain for screening youth and/or young adults for alcohol problems.

Exhibit V-a

### **CRAFFT TEST**

- C** Have you ever ridden in a car driven by someone (including yourself) who was "high" or had been using alcohol or drugs?
- R** Do you ever use alcohol or drugs to relax, feel better about yourself, or fit in?
- A** Do you ever use alcohol or drugs while you are by yourself, alone?
- F** Do you ever forget things you did while using alcohol or drugs?
- F** Do your family or friends ever tell you that you should cut down on your drinking or drug use?
- T** Have to ever gotten into trouble while you were using alcohol or drugs?

(Knight, Sherritt, Shrier, Harris, & Chang, 2002).

This instrument was originally developed for adolescents in health care settings. Two or more "yes" answers are reason for concern and further assessment.

Exhibit V-c

ALCOHOL USE DISORDERS IDENTIFICATION TEST (AUDIT)

1. How often do you have a drink containing alcohol?
  - 0 – Never
  - 1 – Monthly or less
  - 2 – 2-4 times per month
  - 3 – 2-3 times per week
  - 4 – 4 or more times per week
  
2. How many drinks do you have on a typical day when you are drinking:
  - 0 – None
  - 1 – 1 or 2
  - 2 – 3 or 4
  - 3 – 5 or 6
  - 4 – 7-9
  
3. How often do you have 6 or more drinks on one occasion?
  - 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily
  
4. How often during the last year have you found that you were not able to stop drinking once you had started?
  - 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily
  
5. How often during the last year have you failed to do what was normally expected from you because of drinking?
  - 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily

6. How often during the last year have you needed a first drink in the morning to get yourself going after a heavy drinking session?
- 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily
7. How often during the last year have you had a feeling of guilt or remorse after drinking?
- 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily
8. How often during the last year have you been unable to remember what happened the night before because you had been drinking?
- 0 – Never
  - 1 – Less than monthly
  - 2 – Monthly
  - 3 – Weekly
  - 4 – Daily or almost daily
9. Have you or someone else been injured as a result of your drinking?
- 0 – Never
  - 2 – Yes, but not in the last year
  - 4 – Yes, during the last year
10. Has a relative or friend, or a doctor or other health worker been concerned about your drinking or suggested you cut down?
- 0 – Never
  - 2 – Yes, but not in the last year
  - 4 – Yes, during the last year

Source: National Institute on Alcohol Abuse and Alcoholism, 2005

Add the numbers selected for each question. An AUDIT total score of 3 has been found to be indicative of alcohol problems among adolescents. (Clark et al. 2010)

Additional screening instruments that may be useful in juvenile or young adult settings include those in Exhibit V-d listed by Schwartz and Smith (2003).

Exhibit V-d  
Adolescent Screening Instruments

Instrument	Description	Source
Adolescent Drug Involvement Scale (ADIS)	12-item paper-and-pencil screening tool that takes about 4 minutes to complete and yields a brief measure of the adolescent's level of drug involvement.	D. Paul Moberg, Developer, Center for Health Policy and Program Evaluation, University of Wisconsin-Madison, 2710 Marshall Ct., Madison, WI 53705. Phone (608) 263-1304
Adolescent Drinking Index	24-item rating scale that takes about five minutes to complete and screens for potential alcohol use disorders. Requires a fifth-grade reading level. A degree in a psychology-related field and minimal training are recommended for administration.	Psychological Assessment Resources, P. O. Box 998, Odessa, FL 33556. Phone (800) 331-8378
Drug and Alcohol Problem Quick Screen	30-item, paper-and-pencil test can be completed in about 10 minutes. Requires a sixth-grade reading level. It screens for substance use disorders and behavioral patterns.	R. H. Schwartz, Developer, 410 Maple Avenue West, Vienna, VA 22160. Phone (703) 338-2244
Personal Experience Screening Questionnaire	40-item written screening tool that takes about 10 minutes to administer and requires a fourth-grade reading level. The instrument screens for the need for further assessment by providing a "red or green flag" problem-severity score. A range of mental health professionals can use this test.	Ken Winters or Tony Gerard, Western Psychological Services, 12031 Wilshire Boulevard, Los Angeles, CA 90025. Phone (310) 478-2061
Rutgers Alcohol Problem Index	23-item, self-administered paper-and-pencil screening tool that takes about 8 minutes to complete. It requires a seventh-grade reading level. It evaluates potential problem drinking in adolescents and negative consequences of drinking. It does not require training to administer.	Helene White, Developer, Center for Alcohol Studies, Rutgers University, P. O. Box 969, Piscataway, NJ 08855. Phone. (732) 445-3579. This instrument is free; no copyright.
Problem Oriented Screening Instrument for Teenagers (POSIT)	139-item, self-administered, yes/no screening questionnaire that takes approximately 20-25 minutes to complete. It screens adolescents ages 12-19 for life problems in 10 areas, including substance abuse. No special training is required to administer it.	National Clearinghouse for Alcohol and Drug Information (Stock #BKD-59), P. O. Box 2345, Rockville, MD 20847. Phone (800) 729-6686. This is a public document and there is no charge to use it.

Source: (Schwartz & Smith, 2003).

## CASE STUDY:

### jack and jill

## SCREENING

Jack and Jill are referred by the police to a community corrections professional in their county who will help make a determination about what should happen with their cases. When the community corrections professional administers the CRAFFT screening tool on Jack, he answers “no” to all six questions—indicating, that unless we get contradictory evidence elsewhere, he likely does not have a problem with alcohol abuse that would require further assessment. However, Jill answers “yes” to three of the six questions on the screening tool, which signals to us that she may have some more serious issues related to alcohol or other substance abuse.

What should your next steps be with Jack and Jill?

## PRACTICE GUIDELINE 2

### Assess the risk and needs of youth

An *actuarial assessment* of a youth’s risk and needs is considered the foundation of evidence-based practice. The purpose of this type of assessment in the justice system is to identify youth who are the most likely to reoffend and to identify their needs. In particular, if focuses on dynamic factors, that is, those factors in which the offenders can change throughout their lives.

Once the individual has been assessed and the community corrections professional verifies the information collected, youth can be classified according to risk, and the most intensive interventions can be directed to youth with the highest probability of reoffending (Crime and Justice Institute, 2004).

This type of assessment is a more objective way of collecting data than are the professional judgments that community corrections professionals make based on their experiences working with juveniles and young adults.

Actuarial assessments of risk are not unlike how an insurance company determines a driver’s level of risk for being involved in an accident to determine insurance rates. Insurance companies do not rely on professional discretion as the primary method to determine an individual drivers’ risk. Within a justice context, research shows that data gathered through a risk/needs assessment is more predictive of future problems than professional judgment alone (Bonta & Andrews, 2007).

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**Risk principle** tells us who we should target for intervention and services (i.e., high-risk offenders).

**Need principle** tells us what issues we need to target with services and programs to facilitate behavior change.

**Dynamic factors** are those factors in an individual’s life that can be changed (e.g., peer associations, current substance abuse).

**Static factors** are factors that are historical or not amenable to change (e.g., age, past criminal history).

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There are myriad risk and needs assessment instruments available—some in the public domain and some proprietary—and a variety of factors (e.g., ease of use, cost, validity, reliability, training for staff) need to be considered when choosing a tool. A good place to begin when researching the types of risk and needs assessment tools (as well as other types of assessment instruments) available is The Council of State Governments’ Reentry Policy Council’s Assessment Tools Tool Web site (<http://tools.reentrypolicy.org/assessments/chart>). See Exhibit V-e for more information.

Assessment instruments generally measure factors that are known to correlate highly with repeat offending including:

- Current and prior offenses (age, frequency, seriousness).
- Low education.
- Unemployment or underemployment.
- Family and living situation.
- Peer relationships.
- Substance abuse (history and current use).
- Antisocial attitudes.

#### Exhibit V-e

#### Council of State Governments Reentry Policy Council Online Assessment Tool

<http://tools.reentrypolicy.org/assessments/chart>

Community corrections professionals often want to improve their assessments of particular issues, such as recidivism risk or substance abuse, but do not have the time or resources to research instruments that are available for this purpose.

This tool provides a list of risk and needs assessment instruments commonly used in jails, prisons, and community corrections settings. The CSG Justice Center compiled this list based on the Report of the Re-Entry Policy Council and the advice of experts in the field. It is by no means exhaustive. The tool aims to serve as a resource for administrators, researchers, counselors, case workers, and other service providers to inform treatment and programming decisions in these settings.

Users of this list can search by type of issue, title of instrument, or through the whole list alphabetically. For each instrument, users will find a description of what types of issues the instrument is used to assess as well as its history, cost, and length of administration. Information about whether the instrument has been validated with criminal justice populations and whether it is used for screening or assessment is provided wherever possible. Each description includes contact information for the instrument’s publisher.

When choosing among assessment instruments, users of this tool should aim to use instruments that assess static and dynamic risk factors for recidivism; have been validated by research; can be normalized to the local population; are low in cost; and that staff can be easily trained to use reliably to inform treatment and programming decisions.

Source: <http://tools.reentrypolicy.org/assessments/instruments>

The need principle indicates that resources and services should be directed toward issues that will affect ongoing recidivism, such as antisocial attitudes, values and beliefs, low self-control, and criminal/delinquent peers. The use of alcohol and other drugs is highly correlated with unlawful behavior, which is why it is almost always part of an initial assessment of juvenile and young adult offenders. In addition to providing objective data to determine someone's level of risk, therefore, the assessment of risk and needs provides information on an individual's needs (which are correlated with a risk of recidivating) and facilitates the development of an individualized case plan to ensure that each young person's most critical needs are addressed in the assessment (King County, 2005).

There is often an assumption made that risk and needs assessment is only done when someone is placed on probation and is not necessarily needed or appropriate at the diversionary level. This is not necessarily true. Risk and needs assessment data—whether it is an initial assessment or re-assessment—is beneficial at any point in the justice system process. See Exhibit V-f for an example of how a program often used as a diversion option in San Diego County (CA) utilizes risk and needs assessment instruments to guide their decisions and interventions with young offenders.

From a practical standpoint, an agency may have limited resources and limited time, making it impractical to conduct a risk and needs assessment on every youth referred to the program or agency; but a risk and needs assessment could be used on certain youth. This is when professional judgment and discretion are needed. If the community corrections professional starts picking up on potential issues while interviewing a youth and/or his or her family, and if the youth's screening indicates a potential substance abuse problem, then a risk and needs assessment may be warranted. If, however, a youth is highly prosocial in other regards, is living in a stable environment, has no indication of risky behavior patterns, and has no previous delinquency history or indication of a substance abuse problem, then a full assessment may not be warranted. Where feasible, however, the use of assessment tools will yield more valid and objective data upon which to base decisions.

Data obtained from a risk and needs assessment also can be used as a gauge to assess the effectiveness of prescribed interventions. Therefore, periodic re-assessment is just as important as initial assessment when working with youth and young adults to ascertain whether the prescribed interventions are having a positive (or negative) impact on the youth and his or her circumstances.

## Exhibit V-f

### Community Assessment Team (CAT)

#### **San Diego County (California)**

The Community Assessment Team (CAT) is a multi-agency intervention and prevention program encompassing the greater areas of San Diego County. The San Diego County Probation Department contracts with five community based organizations that provide services to five regions within the county. CAT is designed for families with youth 5-18 years old who are at risk of entering or continuing in the juvenile justice system. The process focuses on the unique strengths and needs of individual youth, and teaches families how to access and receive services in the community in a timely fashion. The CAT program is composed of teams that include family support workers (case managers), alcohol and drug specialist, parent educators, therapists, probation officers, teachers, and other professionals linked to services in San Diego County. The teams provide assessments, prevention and intervention counseling, and referral services to at-risk youth and their families.

Referrals come from probation, the court, law enforcement, schools, community-based agencies, and self-referrals. The program serves youth who are referred to the program because they have received a formal charge or citation on an offense/behavior as well as youth and families who are referred and participate voluntarily without any formal justice system intervention. Youth are referred to CAT for various reasons. Those referred on formal charges/citations are most commonly referred for misdemeanor offenses such as curfew violations, truancy, petty theft, possession of a controlled substance, vandalism, battery, and prostitution.

If a youth is referred on an underage drinking-related issue, the program would begin—as it does with all referred youth—with an assessment of the youth and family. The assessment the youth and family go through includes screening for alcohol and other drug problems, the San Diego Risk and Resiliency Checkup instrument (which is the risk and assessment tool used by the San Diego County Probation Department), and substance abuse assessment by an Alcohol and Other Drug Specialist. The information gleaned from the assessment process is then used to determine the most appropriate level of services for the youth and to develop a case plan to assist the youth and family with addressing issues that led to the offense/issue that brought them to the program.

Because the CAT program is intertwined with agencies within the community that provide outreach services that will address most needs of youth referred to the program, it is easier to refer a youth for interventions and services that are based on his or her individual needs rather than on particular offenses or behaviors.

For more information on CAT in San Diego, contact Secorra Getty, Supervising Probation Officer, Community Assessment Team at [Secorra.Getty@sdcounty.ca.gov](mailto:Secorra.Getty@sdcounty.ca.gov).  
Source: (S. Getty, personal communication, May 18, 2009)

## **PRACTICE GUIDELINE 3**

### **Assess for strengths and assets**

Once risk level has been assessed, it is necessary to determine what strengths, assets, and tools are available for a given youth that can help build a more healthy and productive future for him or her. As summarized in Section I, the Search Institute (n.d.) has developed a list of 40 developmental assets based on many years of research. Finding out which of these a youth already has and looking for ways to build other assets must be a part of any assessment as well. Exhibit V-g contains the complete list of these assets with a description of each.

Exhibit V-g

Search Institute's Framework of Developmental Assets

#### **External Assets**

##### ***Support***

1. Family Support – Family life provides high levels of love and support.
2. Positive Family Communication – Young person and her or his parent(s) communicate positively, and young person is willing to seek advice and counsel from parents.
3. Other Adult Relationships – Young person receives support from three or more nonparent adults.
4. Caring Neighborhood – Young person experiences caring neighbors.
5. Caring School Climate – School provides a caring, encouraging environment.
6. Parent Involvement in Schooling – Parent(s) are actively involved in helping young person succeed in school.

##### ***Empowerment***

7. Community Values Youth – Young person perceives that adults in the community value youth.
8. Youth as Resources – Young people are given useful roles in the community.
9. Service to Others – Young person serves in the community one hour or more per week.
10. Safety – Young person feels safe at home, school, and in the neighborhood.

##### ***Boundaries & Expectations***

11. Family Boundaries – Family has clear rules and consequences and monitors the young person's whereabouts.
12. School Boundaries – School provides clear rules and consequences.
13. Neighborhood Boundaries – Neighbors take responsibility for monitoring young people's behavior.
14. Adult Role Model – Parent(s) and other adults model positive, responsible behavior.
15. Positive Peer Influence – Young person's best friends model responsible behavior.
16. High Expectations – Both parent(s) and teachers encourage the young person to do well.

## Exhibit V-g

### Search Institute's Framework of Developmental Assets, CONTINUED

#### **Constructive Use of Time**

17. Creative Activities – Young person spends three or more hours per week in lessons or practice in music, theater, or other arts.
18. Youth Programs – Young person spends three or more hours per week in sports, clubs, or organizations at school and/or in the community.
19. Religious Community – Young person spends one or more hours per week in activities in a religious institution.
20. Time at Home – Young person is out with friends “with nothing special to do” two or fewer nights per week.

#### **Internal Assets**

##### **Commitment to Learning**

21. Achievement Motivation – Young person is motivated to do well in school.
22. School Engagement – Young person is actively engaged in learning.
23. Homework – Young person reports doing at least one hour of homework every school day.
24. Bonding to School – Young person cares about her or his school.
25. Reading for Pleasure – Young person reads for pleasure three or more hours per week.
26. Caring – Young person places high value on helping other people.
27. Equality and Social Justice – Young person places high value on promoting equality and reducing hunger and poverty.
28. Integrity – Young person acts on convictions and stands up for her or his beliefs.
29. Honesty – Young person “tells the truth even when it is not easy.”
30. Responsibility – Young person accepts and takes person responsibility.
31. Restraint – Young person believes it is important not to be sexually active or to use alcohol or other drugs.
32. Planning and Decision Making – Young person knows how to plan ahead and make choices.
33. Interpersonal Competence – Young person has empathy, sensitivity, and friendship skills.
34. Cultural Competence – Young person has knowledge of and comfort with people of different cultural/racial/ethnic backgrounds.
35. Resistance Skills – Young person can resist negative peer pressure and dangerous situations.
36. Peaceful Conflict Resolution – Young person seeks to resolve conflict nonviolently.
37. Personal Power – Young person feels he or she has control over “things that happen to me.”
38. Self-Esteem – Young person reports having a high self-esteem.
39. Sense of Purpose – Young person reports that “my life has a purpose.”
40. Positive View of Personal Future – Young person is optimistic about her or his personal future.

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Research related to these 40 developmental assets has shown that higher levels of assets are linked to positive achievements and fewer problems by the youth in a variety of areas, including academic achievement or school difficulties, problem alcohol use, and violence (Search Institute, n.d.; Scales & Roehlkepartain, 2003). The Search Institute (n.d.) has developed a checklist that can be completed by youth to help assess developmental assets. It is shown in Exhibit V-h.

## Exhibit V-h

### An Asset Checklist

Many people find it helpful to use a simple checklist to reflect on the assets young people experience. This checklist simplifies the asset list to help prompt conversation in families, organizations, and communities. NOTE: This checklist is neither intended nor appropriate as a scientific or accurate measurement of developmental assets.

- 1. I receive high levels of love and support from family members.
- 2. I can go to my parent(s) or guardian(s) for advice and support and have frequent, in-depth conversations with them.
- 3. I know some nonparent adults I can go to for advice and support.
- 4. My neighbors encourage and support me.
- 5. My school provides a caring, encouraging environment.
- 6. My parent(s) or guardian(s) help me succeed in school.
- 7. I feel valued by adults in my community.
- 8. I am given useful roles in my community.
- 9. I serve in the community one hour or more each week.
- 10. I feel safe at home, at school, and in the neighborhood.
- 11. My family sets standards for appropriate conduct and monitors my whereabouts.
- 12. My school has clear rules and consequences for behavior.
- 13. Neighbors take responsibility for monitoring my behavior.
- 14. Parent(s) and other adults model positive, responsible behavior.
- 15. My best friends model responsible behavior.
- 16. My parent(s)/guardian(s) and teachers encourage me to do well.
- 17. I spend three hours or more each week in lessons or practice in music, theater, or other arts.
- 18. I spend three hours or more each week in school or community sports, clubs, or organizations.
- 19. I spend one hour or more each week in religious services or participating in spiritual activities.
- 20. I go out with friends with nothing special to do two or fewer nights each week.
- 21. I want to do well in school.
- 22. I am actively engaged in learning.
- 23. I do an hour or more of homework each school day.
- 24. I care about my school.
- 25. I read for pleasure three or more hours each week.
- 26. I believe it is really important to help other people.
- 27. I want to help promote equality and reduce world poverty and hunger.
- 28. I can stand up for what I believe.
- 29. I tell the truth even when it's not easy.
- 30. I can accept and take personal responsibility.
- 31. I believe it is important not to be sexually active or to use alcohol or other drugs.
- 32. I am good at planning ahead and making decisions.
- 33. I am good at making and keeping friends.
- 34. I know and am comfortable with people of different cultural/racial/ethnic backgrounds.
- 35. I can resist negative peer pressure and dangerous situations.
- 36. I try to resolve conflict nonviolently.
- 37. I believe I have control over many things that happen to me.
- 38. I feel good about myself.
- 39. I believe my life has a purpose.
- 40. I am optimistic about my future.

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## ASSESSMENT

What did you think your next steps should have been with Jack and Jill after the screening results? Already we are seeing that Jack and Jill have some pretty important differences in their personal circumstances that indicate they would not benefit from the same intervention.

### Jack

After interviews with Jack and his parents, we discover that Jack volunteers 1-2 times a week at his church tutoring young children and that he plays baseball in the spring and summer and basketball in the fall and winter for the city sports league. His parents report that Jack does not typically cause them any problems and this is the first time he has gotten into this type of trouble. Jack indicates he is sorry for what he has done and says he knew that it was wrong. He had gone to a party with some friends from school that he doesn't normally hang out with, and they offered him a beer. He knew he should have turned them down, but he didn't want them to tease him, so he accepted it. He figured he could drink off that one beer all night and avoid any possible ribbing from the guys he was with. He is not hanging out with these kids anymore and, after this experience, is sticking closer to his more positive peer group.

Questions to consider:

- In your jurisdiction, what do you think would be the likely system-level response (e.g., warn and release, diversion, probation) for Jack?
- Do you feel that is the most appropriate system-level response for Jack? Why or why not?
- What are Jack's identifiable strengths and assets?

### Jill

After interviews with Jill and her mother (and via results of a risk and needs assessment) we find out that Jill's mother has raised her on her own since Jill was 2 years old. Jill's mother is a recovering alcoholic with a history of relapses and has been in and out of treatment. Jill hasn't been a major problem outside of school until now, but she was diagnosed with ADHD when she was 9 and has had some behavior problems at school—mostly not paying attention and being disruptive in class, which has resulted in her to be in detention four times at school within the last two months. Jill doesn't have a lot of friends, just a couple of girls she is fairly close to. They don't go out a lot; they mostly hang out around the house. Jill reports that she doesn't drink with her close girl friends, but she does admit that she sometimes uses alcohol when she is alone at home to relax. The night she was arrested is the first time she went to a party and drank outside her home. Her two close friends were not with her at the party. The party was at her neighbor's house, and he had invited her that afternoon. She thought she would just go over there for a little while and see how she liked it.

Questions to consider:

- In your jurisdiction, what do you think would be the likely system-level response (e.g., warn and release, diversion, probation) for Jill?
- Do you feel that is the most appropriate system-level response for Jill? Why or why not?
- What are Jill's identifiable strengths and assets?

## CASE STUDY:

### jack and jill

## **PRACTICE GUIDELINE 4**

### **Assess for substance abuse problems**

If the actuarial assessment and earlier screening procedures indicate the juvenile or young adult may have an alcohol problem, then further assessment by a substance abuse professional is warranted. If at all possible, the professional selected to conduct assessments with juveniles and young adults should have special training and experience in working with this population. As discussed in Section I, underage drinkers may not meet the strict definition for alcohol abuse or dependence as outlined by the *Diagnostic and Statistical Manual of Mental Disorders Fourth Edition* (American Psychiatric Association, 1994), but they may still have significant alcohol abuse issues that are manifested somewhat differently in this age group.

Through a comprehensive assessment, a substance abuse professional evaluates the severity of alcohol use and related problems, elicits information about cofactors, and develops treatment recommendations. The assessment will gather information from a variety of sources and may need assistance from justice system professionals to obtain the most complete set of data possible (Crowe & Reeves, 1994). The following types of information should be gathered:

- Existing records including arrest, court, and corrections records.
- Educational records.
- Medical records.
- Mental health and substance abuse treatment records.
- Self-reports from and interviews with youth.
- Interviews with collateral contacts.
- Results of testing instruments.

Much of the information listed above is subject to confidentiality protection requiring that the individual, and his or her legal guardian if he or she is a minor, sign a release form before the information can be released to any entity.

Several factors that may be present in a youth's or young adult's life have been shown either to increase the risk of alcohol and other drug problems or provide a measure of protection against such problems. The protective factors or development assets were reviewed in Exhibit V-g under the previous guideline. The risk factors are summarized in Exhibit V-i. Throughout the screening and assessment process, information on both risk and protective factors should be collected. If justice system personnel or substance abuse professionals find the presence of risk factors, these should be taken into account in developing final conclusions and case plans. Similarly, the presence of protective factors or developmental assets can provide directions for working with alcohol-involved individuals and enhancing their resilience to withstand or overcome such problems.



Exhibit V-i  
Risk Factors for Adolescent Substance Abuse

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### **Community/Neighborhood Domain**

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- Low levels of bonding to neighborhood
- Deteriorated neighborhoods
- Neighborhoods with high population density
- High adult crime rates
- Neighborhoods with high rates of residential transience
- Attitudes favorable to drug use among neighborhood residents
- Cigarettes, alcohol, and other drugs are perceived to be readily available in the neighborhood
- Extreme poverty is present in the neighborhood

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### **School Domain**

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- Academic failure, especially beginning in late elementary grades
- Little commitment to school

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### **Family Domain**

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- Severe or inconsistent punishment for negative behavior
- Unclear behavioral expectations by parents
- Poor behavior monitoring
- High degree of family conflict
- Family history of alcoholism
- Parental attitudes favorable to the use of alcohol and other drugs

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### **Peer/Individual Domain**

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- Rebelliousness – youth do not feel part of society, are not bound by rules, do not try to be successful or responsible
- Early onset of antisocial behavior
- Beginning drug use before age 15
- Holding values favorable to substance use
- Association with peers who use alcohol and drugs
- Belief that peers and friends approve and admire substance use
- Engagement in risky and thrilling behavior
- Impulsive actions
- Feelings of rejection and dislike by peers

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Source: Arthur, Hawkins, Pollard, Catalano, & Baglioni, 2002.

After all data have been reviewed and analyzed, the substance abuse assessment professional must arrive at opinions about the extent and consequences of the individual's substance abuse problem, possible contributing factors, strengths and supports available to the individual, and his or her readiness for intervention (see Practice Guideline 6 for a discussion on readiness to change among offenders). If alcohol use is significant, the substance abuse professional may diagnose alcohol abuse or alcohol dependence (see page [enter page number here] in Section 1 for the criteria for each), both of which would indicate the need for treatment. Alternatively, the substance abuse professional may identify other significant alcohol problems that do not meet these diagnostic criteria but do require intervention.

### **CASE STUDY: JILL** **Substance Abuse Assessment**

Jill's initial alcohol screening indicated she could benefit from further assessment; therefore, she was referred to a substance abuse professional for a more comprehensive substance abuse assessment. Appropriate release forms were signed by Jill and her mother allowing the community corrections professional and the substance abuse professional to share information. Once completed, the community corrections professional provided the substance abuse professional with a summary of the results she had from interviews, the screening tool, and the risk and needs assessment instrument. The substance abuse

assessment professional administers a more comprehensive substance abuse assessment on Jill and prepares a recommendation report using findings from the assessment tool, collateral information from the community corrections professional, and additional information gathered through his interviews with Jill and her mother. That report is sent to the community corrections professional.

**CASE  
STUDY:**

jack and jill

The report indicates that Jill is at high-risk for an alcohol or substance abuse problem. Factors such as the familial/genetic link to substance abuse, Jill's pattern of drinking (drinking in isolation), and the connection between ADHD (which Jill has) and substance abuse all contribute to her high-risk status. Therefore, the substance abuse professional recommends that Jill be referred to an outpatient substance abuse treatment program, and that she be referred for family counseling with her mother.

What should the community corrections professional's next step with Jill be?

## **PRACTICE GUIDELINE 5**

### **Determine the most appropriate system-level response and individual-level intervention(s) and develop an individualized case plan.**

After screening, actuarial assessments, and alcohol-related assessments have been undertaken, community corrections professionals usually have the responsibility of determining or making a recommendation on what the most appropriate system-level and/or individual-level responses and interventions should be for the young person. In reality, the process and information used to make decisions about interventions, particularly the system-level response, is not always quite this linear. There are also variations in the extent and the type of recommendations that can be made depending on whether the case is still in the front-end of the system (e.g., diversion level) or has been moved forward and is being considered for or handled through the formal court process. But if a decision has not been made prior to this point about whether the case should be diverted or not, this is typically where that decision will be made.

### **System-Level Response**

Depending on the jurisdiction, many options are available for the system-level response in the case, and community corrections professionals may choose or recommend one or more of these options to the court. The response at this level must coincide with the purpose and goals of the agencies involved in the enforcement of underage drinking initiative. Overly ambitious or conflicting goals can create confusion (Boone & Fulton, 1995). For example, if a program has goals to hold youth accountable (or punish youth) and it also hopes to reduce recidivism rates, the two goals may be at cross-purposes, as more stringent supervision and enforcement may actually result in more violations and, thus, higher recidivism rates. The decision-making criteria for the types of system-level responses are often based upon factors such as (NCJJ, 2002, p. 44):

- Nature of the offense.
- Background and history of the juvenile.
- Harm suffered by the victim or community.
- Community views.
- State laws and local court policies.

Possible system-level responses include:

- Warn, Fine, Release: For first-time offenders who have committed relatively low level offenses (and are deemed to be low-risk with no apparent alcohol abuse issues), the recommendation might include paying a fine followed by release from further involvement with the justice system.

- **Diversion:** Another option for first-time offenders with low-level offenses who are deemed low-risk may be a juvenile or adult diversion program. Diversion decisions should bring the offender in contact with an alternative, non-judicial agency or program that can meet his or her needs effectively. Examples of diversion programs include teen courts (also called youth and peer courts), Community Accountability Boards, Family Group Counseling (NCJJ, 2002), and substance abuse treatment programs. These programs are designed to hold youth accountable for their behavior and to help address their needs without further formal involvement in the justice system.
- **Supervised Probation:** For a youth with previous justice system involvement and/or a more serious offense, or for a youth who may have more serious substance abuse issues that need to be addressed, probation supervision is likely to be an option presented to the court.
- **Split Sentence:** If the offense was even greater or the offender appears to need a stronger response from the justice system, a split sentence for both juvenile and adult offenders might be imposed, consisting of some limited time in jail coupled with a probation supervision term. In some cases, per the JJDP Act, incarceration may not be an option for juvenile offenders. Rather, juveniles may be better suited for a detention alternative weekend program when they violate a probation term. Another alternative would be a day center, where, as a sanction, juvenile offenders would report during the day and then return home at night. A split sentence for adult offenders may be used with adults who have jobs or are attending school. They might serve their time on weekends so they do not lose their jobs or fall behind in school.
- **Residential Placement:** A residential placement or secure confinement for juveniles or incarceration for adults would be the most restrictive type of recommendation and should be reserved for the most serious offenses and those who have not benefitted from previous justice system involvement. A residential placement for a youth with alcohol problems might include a substance abuse treatment program.

## **System Level Responses for College Students**

When working with college students, it is essential to coordinate efforts with the local institutions of higher education. Colleges and universities recognize the detrimental consequences of underage drinking for students and many have been working diligently to establish appropriate responses. Within the campus environment, there may be several individuals or groups involved in the enforcement of underage drinking prohibitions, including campus police, student health care providers, residence personnel, athletic coaches, academic advisors, and fraternity, sorority and other organization sponsors (Dahl & Hariri, 2004). Community corrections personnel should coordinate their responses with those options available through colleges and universities. These entities may have their own system-level responses when students are caught drinking underage on campus, including having students go before a review board composed of their peers or faculty or the imposition of honor code violations.

## Individual-Level Interventions

Once a decision has been made about what part of the system the youth or young person will be involved with, decisions also need to be made about the individual-level sanctions, services, and programs to which he or she will be subjected. Some of the services and programs in which the youth may become involved will be justice-system based; however, it is not uncommon for youth to be referred to programs within the social services system (e.g., treatment, counseling, etc.) that are designed to meet their individual needs more effectively. Unfortunately, the research on effective supervision and intervention with underage drinkers is sparse; therefore, community corrections workers and agencies must rely on general information about evidence-based strategies and apply these to underage drinking supervision. Community corrections professionals and agencies also must commit to data collection and analysis to evaluate the effectiveness of these interventions.

When indicated, treatment programs should be a fundamental part of the supervision/intervention process. Targeted and timely treatment interventions for high-risk youth will provide the greatest benefits to the offender, victim, and community in the long-term (Crime and Justice Institute, 2004). Interventions should focus on skill development necessary to achieve self-sufficiency through education and employment, and in social relationships (King County, 2005).

There is a high correlation between substance abuse disorders and mental disorders. According to the National Alliance on Mental Illness (n.d.), about 50% of adolescents and adults with severe mental disorders are also substance abusers. More than one-third (37%) of alcohol abusers also have at least one serious mental illness. Of those diagnosed with a mental illness, 29% abuse either alcohol or drugs. Intervention plans for underage drinkers, thus, may also need to include treatment for mental health issues.

## Effectiveness of Promising Approaches

While there may not be a wealth of research on specific interventions that work with underage drinking offenders, research has found that various prevention approaches are effective in curbing underage drinking among populations of young people. Many of these prevention strategies will affect young people who have not yet started drinking or whose drinking is minimal and has not caused them problems. It is important to remember that some individuals in the juvenile and adult justice systems also fall into these groups, and therefore, prevention programs may be helpful to them to preclude their movement toward the higher-risk groups with regard to underage drinking. Not only is prevention useful for them, but also for young people who are already underage drinkers. Therefore, justice system personnel, particularly community corrections professionals, should participate in the planning and implementation of prevention programs.

## ***Promising Prevention Programs at the Community Level***

Some prevention programs that are typically implemented to affect all young people in a community have been determined to be at least somewhat effective or promising (Bonnie & O'Connell, 2004). These include:

- Changing environmental factors that contribute to alcohol use and abuse including limiting access to alcohol, increasing costs, limiting exposure to high-use residential environments, changing factors that protect heavy drinking, and improving alcohol policies and enforcement procedures.
- Elementary and secondary school-based interventions to establish nonuse norms. These programs should include a number of key features, such as integrated components that stress parental monitoring and supervision and limitations on alcohol access.
- Programs that provide parents with skills and impetus to monitor and supervise their children vigorously.
- Programs on college campuses that screen and intervene or refer students for intervention.
- Alcohol education programs on college campuses, especially those working with parents and students together.
- Skills training using cognitive behavioral models to address problem or heavy alcohol use among college students.
- Normative feedback to challenge misperceptions about rates of alcohol use on college campuses.
- Motivational enhancement to assess college students' alcohol use and provide nonjudgmental feedback regarding their alcohol consumption.

## ***Promising Interventions for Offenders***

Cognitive behavioral therapy/treatment (CBT) is one intervention that has been shown by research to be effective with a range of juvenile and adult offenders (Lipsey, Landenberger, & Wilson, 2007), including those who are engaging in problem behaviors related to substance use and abuse. The underlying premise of CBT is that thoughts affect emotions, which, in turn, influences behaviors (OJJDP, n.d.). As such, cognitive behavioral interventions help youth learn skills to change the way they view the world. These approaches include techniques to change thought patterns, attitudes, values, and expectations that have resulted in problem behaviors and to instill more balanced thinking that promotes prosocial behavior (King County, 2005; Lipsey, Landenberger, & Wilson, 2007).

There are myriad programs based on the cognitive behavioral approach. To be successfully implemented, however, professionals serving as facilitators or trainers in these types of programs must understand antisocial thinking, social learning, and appropriate communication techniques (Crime and

Justice Institute, 2004). Cognitive behavioral interventions may include those focused on one or more of the following areas (King County, 2005; Lipsey, Landberger, & Wilson, 2007):

- Cognitive self-control;
- Anger management;
- Social perspective taking;
- Moral reasoning;
- Social problem-solving;
- Attitude change;
- Interpersonal skill building.

CBT interventions provide skill training and must include opportunities for participants to practice using new skills through role-playing and other means that allow staff to reinforce prosocial attitudes and behaviors (Crime and Justice Institute, 2004).

A summary of the essential elements of individual-level intervention programs, based on current research, is provided in Exhibit V-j.

#### Exhibit V-j

##### Intervention Programs Should Include the Following Elements

- Effective **assessment tools** should be used to match clients with appropriate levels of care.
- Treatment should be delivered in the **least restrictive setting**.
- **Comprehensive services** that address the problems identified by the assessment process should be delivered. Intervention should consist of a **continuum of care** with an array of **coordinated services** and supports.
- Treatment programs should be specific to the **developmental needs** of youth and young adults and help them make internal commitments to change.
- **Gender and culturally competent** programs should be implemented.
- **Involvement of the family** or a family substitute should be included in all aspects of intervention.
- **Family therapy** and **cognitive-behavioral therapy** should be incorporated.
- **Life skills, decision-making, and coping skills** education and training should be integrated in the intervention services provided.
- Efforts must be made to **engage and retain offenders** in treatment.
- **Relapse prevention** should be emphasized.

Source: King County, 2005, p. 37

## *Ineffective Approaches*

Programs that have been shown to be ineffective in preventing underage drinking include (Bonnie & O’Connell, 2004):

- Providing information alone.
- Fear tactics (e.g., scared straight programs).
- A message about not drinking until a person is “old enough.”
- Strategies focused on increasing self-esteem.
- Programs focusing on strategies to resist peer pressure.
- Recommended Conditions Specific to Underage Drinking Offenders

Depending on what program or agency the person is involved with at this point, there may be standard services or supervision conditions to which all people involved with that entity are required to adhere. If possible, however, additional services or conditions should be imposed that are relevant to the specific needs of the offender and the offense he or she committed. For example, underage drinkers might be ordered to:

- Abstain from alcohol or other drug use.
- Undergo alcohol or drug testing.
- Submit to a more extensive assessment by a substance abuse professional (if not completed previously).
- Participate in alcohol or other drug education and treatment.
- Be confined to home except for school, work, religious activities, or supervised community activities (e.g., theater, athletics).
- Abide by an early curfew.
- Lose driving privileges through license suspension or revocation.
- Pay restitution to victims injured or suffering losses as a result of the offender’s behavior.
- Participate in restorative justice programs to acknowledge and repair—to the extent possible—the harm they caused victims.
- Participate in cognitive behavioral programs or educational classes.
- Perform community service to repay the community for the harm caused.
- Pay fines and fees to the justice system for the additional burden caused by their unlawful behavior.



Colleges and universities have a natural setting for providing prevention education for both universal and indicated students. Many schools now notify parents in cases of disciplinary actions for underage drinking. Further responses by some colleges and universities include the imposition of fines, mandatory attendance at alcohol education classes, and mandatory community service (Weschler, Lee, Nelson, & Kuo, 2002). Additional consequences that may be imposed at the campus level include loss of scholarships, suspension from sports teams, and eviction from residence halls.

## **CASE STUDY: JACK AND JILL** **Individual-Level Interventions**

The community corrections professional in ABC jurisdiction decides not to warn and release Jack and Jill.

### **Jack**

Think back on what you know about Jack's case and circumstances. Looking at some of the possible options that can be imposed in ABC jurisdiction, as well as additional services and sanctions that might be considered for underage drinking offenders on pages [include page numbers here], what individual-level interventions do you think would be appropriate for Jack? Why?

### **Jill**

Think back on what you have learned about Jill's case and circumstances. Looking at some of the possible options that can be imposed in ABC jurisdiction, as well as additional services and sanctions that might be considered for underage drinking offenders on page [include page numbers here], what individual-level interventions do you think would be appropriate for Jill? Why?

The following are some of the possible individual-level interventions (i.e., sanctions and services) that can be imposed on juveniles in ABC jurisdiction:

- restitution
- court fees
- community service
- individual counseling
- family counseling
- educational classes
- referral for substance abuse assessment
- drug testing
- outpatient treatment
- inpatient treatment
- community supervision

**CASE  
STUDY:**

jack and jill

## Case Planning

Once the disposition or sentence and conditions have been established for a case, an individualized case plan should be developed. According to Carey et al. (2000, p. 30), “[Case] Plans are written, structured tools that direct the offender and the probation/parole agent toward targeted activities and outcomes.” The case plan should indicate the level of supervision required, specific needs to be addressed, and the interventions that will be implemented to produce desired outcomes (Carey et al., 2000). The utility of case plans, however, is not limited to probation and parole professionals. They also can be very beneficial tools for diversion staff.

Some jurisdictions do not require extensive assessments and investigations prior to case dispositions or sentencing, so more assessment and investigative work is required at the beginning of the supervision process. Even if a thorough assessment and investigation have been completed, assessment should be an ongoing process throughout case plan development and supervision.

The case plan is similar to a contract between the community corrections professional and the offender, providing a blueprint for how the case should be handled. In practice, case plans vary from a very brief and simple outline of requirements for completing the specified method of supervision (e.g., diversion, probation) to plans that identify risk and protective factors, strengths and assets, priority targets, goals, objectives, action steps, etc. It is suggested that at a minimum, a case plan should include (NCJJ, 2002, p. 74):

- Clear goals and meaningful objectives for the offender to achieve while on supervision.
- Activities the community corrections professional and offender should be involved in to accomplish those goals and objectives.
- A timeframe for completing each objective.

In the case of underage drinking offenders, case plans should specifically address issues of substance use and abuse including such goals as abstaining from alcohol use, staying away from situations in which alcohol is readily available, and repairing the harm caused by previous drinking. An array of activities might be planned to meet these goals such as alcohol treatment, substance use testing, curfews and limitations on activities, and community service or restitution.

The case plan is the first opportunity to put into operation the evidence-based practice of responsivity requiring that individual characteristics of youth such as problems and needs, culture, gender, motivational stage, developmental stage, and learning styles be matched to the services provided.

### *Focus on Resiliency*

It is also vital that the case plan include measures to enhance resiliency among youth. Resilience can be defined as “the capacity to spring back, rebound, successfully adapt in the face of adversity, and

develop social, academic, and vocational competence despite exposure to severe stress or simply to the stress that is inherent in today's world" (Henderson and Milstein, 1996, p. 7).

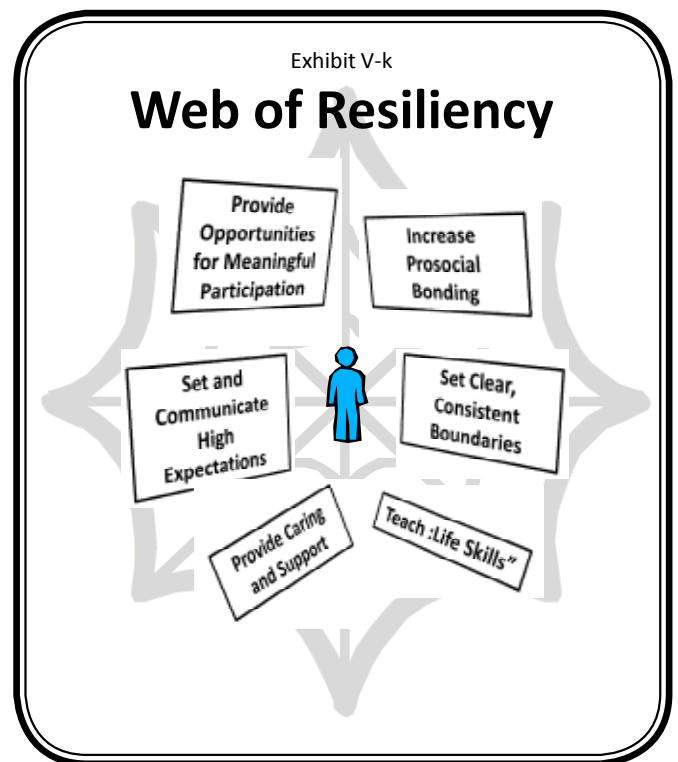
Starting the work with each youth with what Henderson refers to as "the resiliency attitude" can best foster resiliency. This attitude communicates to youth that the community corrections professional sees strengths and positive attributes within the youth. With this attitude, the worker must (Henderson, Benard, & Sharp-Light, 2007):

- Convey compassion.
- Validate the pain of a child's problems.
- Convey the belief that the youth can overcome his or her problems.
- Provide thoughtful and nurturing responses to the youth.

To stay focused on the strengths and assets of an individual youth, Henderson et al. (2007) suggest constructing a Resiliency Chart. Such a chart lists the problems or challenges the youth encounters in one column and the strengths or positive supports the individual has internally and his or her environment in the second column. As problems or challenges are resolved, they are removed from the chart, and new strengths and positive supports are added as they are developed.

Henderson et al. (2007) then go on to advocate building a web of resiliency-fostering environmental conditions around each child. This web, as depicted in Exhibit V-k should provide protection, support, and nurture to each youth. The strategies for moving youth toward resiliency include:

- Increasing bonding by improving connections with peers and adults who will foster resiliency and involve youth in prosocial activities such as sports, art, music, community service, reading, and other learning activities.
- Setting clear and consistent boundaries such as family rules, school policies, and community norms. These should be developed with input from young people, be clearly communicated, and have appropriate consequences that are enforced consistently.
- Teaching "life skills," including cooperation, conflict resolution, resistance and assertiveness skills, communication, problem solving, decision-making, and stress management.
- Providing care and support, including unconditional positive regard and encouragement. Each youth should have several adults to turn to for help.



- Setting and communicating expectations that must be both high and realistic to effectively motivate youth.
- Providing opportunities for meaningful participation in problem-solving, decision-making, planning, goal-setting, and helping others.

Finally, Henderson and colleagues (2007) recommend never giving up on a youth, because resiliency is a life-span process. To foster resiliency in youth, adults need to convey an attitude of optimism and encouragement, focus on strengths, implement the strands of the resiliency web discussed above, and persist in these approaches.

## **PRACTICE GUIDELINE 6**

**Identify each offender’s readiness to change and prompt him/her to make positive changes using motivational interviewing techniques.**

### **Stages of Change**

An important aim of any correctional program is behavior change on the part of the offender that fosters ongoing prosocial behavior and eliminates recidivism. To be effective in promoting offender change, one must be familiar with the processes individuals go through when they change a behavior. Whether one wants to start a new positive behavior (such as exercising) or stop a detrimental behavior (such as smoking), the process of change is basically the same. The Stages of Change Model was originally developed by Prochaska, DiClemente, and Norcross (1992) and applied to addictive behavior. The model has been well-researched and found to be accurate for those attempting to change unwanted behaviors. Altogether, there are five stages of change in the model:

1. *Precontemplation* is the time period in which a person does not intend to change and/or is unaware or denies that a problem exists.
2. *During contemplation* a person recognizes the problem and thinks about overcoming it, but he/she does not make a concrete commitment to “take action.”
3. *Preparation* is the stage in which a person begins to actively develop specific plans for making change within a clearly defined timeframe.
4. The *action* stage occurs when he/she begins to make overt, observable change in their problematic behaviors.
5. The *maintenance stage* is the effort to sustain the behavioral changes and avoid relapse

One of the hallmarks of this change process is that individuals may require several cycles through these stages before they fully succeed in long-term behavior change (Prochaska et al., 1992). In other words, relapse can be expected. It is, therefore, crucial to identify the stages at which youth are and work to move them to each following stage, rather than assuming that everyone is ready to make changes at the same time and at the same rate.

## CASE STUDY

### Jack Sample Case Plan

The community corrections professional considers information gathered on Jack: He participates in a city basketball league two nights a week; he has a part-time job working on his grandfather's farm Saturday mornings from 9:00 to noon; and there appears to be no major issues with his family or living situation. Most of Jack's peer group is positive, but he did have one instance where he succumbed to negative peer pressure. Jack shows considerable regret and remorse for what he has done. The community

corrections professional recognizes that Jack is very low-risk in his likelihood of re-offending and has considerable protective factors in his life that should be maintained (e.g., involvement in extracurricular activities, stable family and living environment, employment).

Therefore, the community corrections worker decides to require Jack to complete 10 hours of community service. This allows the community corrections professional to hold Jack accountable for his actions through a meaningful consequence, without subjecting him to unnecessary interventions that waste limited resources and possibly pull him out of activities that function as protective factors for him. The community corrections professional and Jack discuss his requirements and together they outline the following case plan:

**Goal:** To be held accountable for engaging in underage drinking.

**Objective:** To perform 10 hours of community service within 30 days.

#### Action Steps:

1. I will explore possible agencies at which I can perform my community service hours.
2. I will choose a site and establish a schedule for completing my hours.
3. I will provide the name and contact information for the community service site to my diversion worker within one week.
4. I will begin performing my community service hours within the next 10 days.
5. I will complete my community service hours within 30 days (by June 10).
6. I will bring my signed community service timesheet to the community corrections professional within 30 days (by June 10).

**Client Signature:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**Parent Signature:** \_\_\_\_\_

**Date:** \_\_\_\_\_

CASE  
STUDY:

jack and jill

## CASE STUDY: JILL

### Sample Case Plan

The community corrections professional working on Jill's case realizes that while Jill may be a first-time offender and she may have scored relatively low-risk on the risk and needs assessment, Jill has some significant needs that should be addressed. Therefore, it is determined that Jill will have the following individual-level interventions imposed upon her:

- Abstain from alcohol or other drug use.
- Undergo alcohol or drug testing.
- Participate in alcohol or other drug education and outpatient treatment, as outlined by the substance abuse counselor.
- Participate in family counseling, as suggested by the substance abuse counselor.
- Perform 10 hours of community service.

## CASE STUDY:

jack and jill

The community corrections professional works with Jill and her mother to outline the following case plan:

**Long-term goal:** To build competencies in risk/need areas by utilizing community resources.

**What incentives are there for achieving this goal and making change?** I want to avoid having a permanent juvenile court record. I love

horses and I have an opportunity to go to horse camp this summer. So, I don't want to do anything else to mess up my chances of going to horse camp.

**What barriers or problems may interfere with achieving this goal?** Program costs, no transportation on Saturdays because my mother works on Saturdays.

**What short-term goals (next 30 days) are related to the long-term goal above?**

1. Begin outpatient treatment within 30 days.
2. Begin family counseling within 30 days.
3. Begin community service hours within 30 days.

What are the specific action steps that need to be taken within the next 30 days (e.g., include target date, who is the person responsible for each step, what community resources may be helpful in achieving each step)?

**Short-term goal 1:** Begin outpatient treatment within 30 days:

- My mother and I will contact the outpatient treatment center my community corrections professional has referred me to and set an intake appointment within the next seven days.
- I will call my community corrections worker and let her know when my intake session is scheduled at the outpatient treatment center.
- I will attend the intake session at the outpatient treatment center with my mother.

**Short-term goal 2:** Begin family counseling within 30 days.

- My mother and I will contact the family counseling agencies on the list provided by my community corrections worker within the next seven days to find out about the cost, meeting schedules, and their expectations.
- My mother and I will choose a family counselor and schedule an intake appointment within the next two weeks.
- I will call my community corrections worker and let her know where my mother and I will be going for family counseling and will let her know the date and time of our intake session.
- I will attend the intake session for family counseling with my mother as scheduled.

**Short-term goal 3:** Begin community service hours within 30 days.

- I will review the list of possible community service sites and contact them within the next two weeks to determine their hours and ability to have me perform my hours with them.
- I will choose a community service site and call my community corrections worker and let her know where I will be performing my hours within the next three weeks.

**Client signature:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**Parent/guardian signature:** \_\_\_\_\_

**Date:** \_\_\_\_\_

Exhibit V-I  
Stages of Change Indicators

Stage	Indicators	Strategies to Support Progression	
<b>Precontemplation</b>	<ul style="list-style-type: none"> <li>• Unaware of the problem</li> <li>• Denies that change is needed</li> <li>• Resists change</li> </ul>	<ul style="list-style-type: none"> <li>• Avoids or changes the subject</li> <li>• Is poorly informed about the problem</li> <li>• Doesn't take responsibility – "It's not my fault."</li> <li>• Denial – "I don't have a drinking problem."</li> <li>• Rationalization – "It was my friend's fault for bringing the beer."</li> <li>• Projection – "Everybody drinks."</li> <li>• Resistant – "I don't need to change. I like things the way they are."</li> </ul>	<ul style="list-style-type: none"> <li>• Build rapport and trust</li> <li>• Refute denials, rationalizations, and projections in a moderate (nonconfrontational) way</li> <li>• Stay focused on problem issues</li> <li>• Point out the problems caused by drinking</li> <li>• Impose consequences for drinking as a means of helping underage drinkers accept responsibility for their behavior</li> <li>• Provide educational information about the hazards of underage drinking</li> </ul>
<b>Contemplation</b>	<ul style="list-style-type: none"> <li>• Recognizes the problem but makes no commitment to change</li> </ul>	<ul style="list-style-type: none"> <li>• Thinks about changing but takes no action</li> <li>• Puts off making changes</li> <li>• Is waiting for the perfect time and way to change</li> <li>• Still likes the experience of drinking and the feeling of intoxication</li> </ul>	<ul style="list-style-type: none"> <li>• Acknowledge that the offender has mixed feelings about changing his or her drinking behavior</li> <li>• Help youth see the harm they are causing to themselves and others</li> <li>• Use educational methods that help the offender confront his or her feelings about the behavior</li> <li>• Help youth think through their options and the consequences of each choice</li> <li>• Help the offender find ways they can experiment with making changes</li> </ul>
<b>Preparation</b>	<ul style="list-style-type: none"> <li>• Planning and getting ready to change</li> </ul>	<ul style="list-style-type: none"> <li>• A decision is made to change</li> <li>• The offender takes steps to prepare for action</li> <li>• May take initial steps like not wearing tee shirts with alcohol logos or staying away from peers who drink</li> </ul>	<ul style="list-style-type: none"> <li>• Help the offender take small positive steps toward change</li> <li>• Build the offender's confidence that he or she is capable of making changes</li> <li>• When ready, have the offender make a commitment to change (e.g., sign a behavioral contract, make a public affirmation to change)</li> <li>• Provide lots of positive reinforcement</li> <li>• Refer to treatment if needed</li> </ul>



Exhibit V-I  
Stages of Change Indicators, CONTINUED

Stage	Indicators	Strategies to Support Progression
<b>Action</b>	<ul style="list-style-type: none"> <li>• Stops drinking</li> <li>• Admits that drinking is not beneficial</li> <li>• Stays away from peers who engage in drinking</li> <li>• Stays away from places where drinking is likely to occur</li> <li>• Engages in treatment positively</li> <li>• Begins to have a different self-concept</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage and reward positive participation in treatment</li> <li>• Help youth design strategies to stay away from peers, places, and situations where they might be tempted to drink</li> <li>• Help youth realize and celebrate the progress they have made in changing their behaviors, thinking patterns, attitudes, values, and belief systems</li> </ul>
<b>Maintenance</b>	<ul style="list-style-type: none"> <li>• Consistently avoids drinking and people and places that might tempt one to drink</li> <li>• Sustains positive attitudes about not drinking</li> </ul>	<ul style="list-style-type: none"> <li>• Help youth anticipate possible pressures or temptations to drink and develop strategies for avoiding them</li> <li>• Frequently review the problems drinking caused and the benefits of not drinking</li> <li>• Develop strategies to help when temptation to drink is strong (e.g., calling a sponsor, walking away, changing locations and activities)</li> <li>• If relapse occurs help youth realize that this happens to many people, it is not an ultimate failure but a temporary setback, and they can again achieve success in overcoming a drinking problem</li> </ul>

Sources: Prochaska, Norcross, & DiClemente (1995); Walters, Clark, Gingerich, & Meitzer (2007).

## CASE STUDY: JILL

### Stages of Change

# CASE STUDY:

jack and jill

In Jill's case plan on pages [include page numbers here], she has a short-term goal to begin outpatient treatment within the next 30 days. What we haven't really explored in Jill's scenario is where she is in the stages of change. It could be argued that our case plan presumes that Jill is in either the preparation or action stage of change, and, in fact, that's when the plan would work best. Either of these stages would mean that Jill is close to being or is ready to admit her problem with alcohol and is ready to engage in treatment and get the help she needs.

But what if Jill is at the precontemplation stage? Would that change things? Review the information provided in Exhibit V-1 regarding the precontemplation stage. Would you change your approach or case plan with Jill? If so, what changes might you make in your approach with Jill or with her case plan to help her achieve her goals?

Justice system professionals need to match their strategies with the offender's stage of change. For example, it may be useless to refer a youth to a treatment program when he or she is still in the precontemplation or contemplation stage unless the treatment program has addressed this as a first step in the intervention. If the offender has reached the preparation or action stage, however, a referral to treatment is more likely to result in positive changes. Exhibit V-1 provides some key indicators of each of the stages of change and possible ways to encourage movement to subsequent stages.

## Motivational Interviewing

Motivational interviewing is a client-centered counseling style for bringing about behavior change by helping clients explore and resolve ambivalence—in other words, helping them want to make changes. Behavior change arises from the influences of internal values, goals, and sense of accomplishment and from external influences such as threats, incentives, and interpersonal pressure. When people change for internal reasons, they exert more effort, are more satisfied, and stick with the changes longer than when they change for external reasons. The technique includes four basic principles during the motivational interviewing process (Walters et al. 2007):

1. The interviewer must *express empathy* to the offender, which will allow the interviewer to draw out concerns and reasons for change from the offender, instead of relying on the preset agenda of the court or supervising agency as the sole persuasion strategy.
2. The interviewer must be able to *roll with resistance*; that is, he/she must effectively handle the offender's resistance to change through patience and diligence.
3. The interviewer must *develop discrepancy* by asking questions and making statements to help the offender identify his/her own reasons for change.
4. The interviewer must be able to *support self-efficacy* within the offender by doing such things as remaining optimistic, reminding the offender of personal strengths and past successes, and affirming efforts to change.

People are more likely to thrive and want to change when they receive praise and positive rewards than when they are criticized and punished. The affirmation of “positive talk” and positive behavior means providing feedback to the offender in order to enhance the likelihood that he/she will continue to engage in discussions and behaviors that are apt to result in behavior change. Affirmations may also be paired with incentives to increase the chances that the offender will repeat positive behaviors. Incentives might include praise, a written commendation, additional privileges, and decreased requirements. Reflective statements paraphrase what the offender has said or what the interviewer understands about the offender’s thoughts and feelings. This lets the offender know that the interviewer is really listening and trying to understand his or her thoughts, feelings, and actions.

### **CASE STUDY: JILL** **Motivational Interviewing**

When developing Jill’s case plan (see pages [include page numbers here]), the community corrections professional used a format and asked questions in a manner that encompassed motivational interviewing techniques. For example, the community corrections worker asked Jill, “What benefits or incentives are there for you to succeed in the program and make change?” This open-ended question gave Jill a chance to consider what she thinks she will get out of this program and why. Many times there are benefits and incentives built into programs (e.g., early discharge, avoid juvenile or criminal record, dismissal of charges); however, those may or may not be what actually motivates the individual involved in the program to change or succeed. It is important to see what is significant to Jill so we know what motivates her—whatever that may be.

## **CASE STUDY:**

### **jack and jill**

Jill’s initial answer to the question on her case plan was “I want to avoid having a permanent juvenile record, and I want to be able to go to horse camp this summer.” Jill’s plan also outlined specific short-term goals and action steps she is to complete within the next 30 days to stay on track. Suppose Jill comes for an office visit in 30 days and she did not follow through with some of her short-term goals (e.g., she didn’t show up for her intake appointment for treatment and she didn’t find a location to do her community service hours). One strategy the community corrections officer could use is to remind Jill about her initial personal goal to complete this program successfully (e.g., avoid a permanent juvenile court record and be able to go to horse camp this summer) and ask her how that goal can be achieved if she doesn’t meet her short-term goals for the program. This is one way to use the motivational interviewing technique of developing discrepancy when the young person’s behavior and his or her goals and values are not consistent with one another.

Recognize that Jill’s motivation for changing may evolve over time, so asking the same type of open-ended questions periodically throughout her involvement in the program can be useful to see where Jill is coming from and help keep her on track.

It also gives the offender a chance to make corrections if the officer has not understood him or her correctly. Reflective statements often help to deflect arguments and keep conversations focused on the offender's behavior (Walters et al., 2007).

## **PRACTICE GUIDELINE 7**

### **Refer underage drinking offenders with alcohol disorders to appropriate alcohol treatment and monitor their attendance and participation.**

For youth whose assessment indicates a need for substance abuse treatment, specific treatment for alcohol abuse should be integrated with justice system interventions. Alcohol treatment refers to specific strategies and programs delivered by qualified staff intended to help drinkers discontinue using alcohol, recover from its adverse effects, and achieve a more prosocial lifestyle. Justice system professionals seldom will be involved in delivering alcohol or substance abuse treatment. They must be knowledgeable, however, about the qualities and types of good treatment programs, and how to match the needs of youth for treatment with the most appropriate type of treatment program. Further, justice system professionals must monitor the fidelity of treatment delivery and the offender's progress in treatment.

Additional research and evaluation studies are needed on alcohol treatment for youth and young adults, but some general results have been documented (Brannigan, Falco, Dusenbury, & Hansen, 2004):

- Participation in any treatment is more beneficial than no treatment at all.
- The longer the period spent in treatment the more positive the outcome.
- Family participation in treatment is likely to garner more success.
- Skills training as part of the treatment results in more successful outcomes.
- Participation in continuing care activities, such as self-help and support groups, provides more positive treatment outcomes.

In terms of individual characteristics of youth and young adults in alcohol treatment, those who come from higher socioeconomic status, who are involved in school, and who started drinking at an older age have more positive treatment outcomes and are most likely to benefit from outpatient treatment. For youth who are delinquent or antisocial, the highly structured therapeutic community environment may produce the best outcomes (Brannigan et al., 2004).

Brannigan and associates (2004) conducted literature reviews to compile the list of effective treatment elements for adolescents shown in Exhibit V-m. Notice the similarity when compared with the EBP Principles for justice system interventions discussed throughout this document.

Exhibit V-m  
 Elements of Effective Adolescent Substance Abuse Treatment  
 Compared to Evidence-Based Practices

**Elements of Effective Adolescent Substance Abuse Treatment**

**Justice System Evidence-Based Practice Principles**

<ul style="list-style-type: none"> <li>• Assessment and Treatment Matching</li> </ul>	<ul style="list-style-type: none"> <li>• Assess actuarial risk</li> <li>• Target interventions – Responsivity principle, Risk principle, Need principle</li> </ul>
<ul style="list-style-type: none"> <li>• Comprehensive, integrated treatment approach</li> </ul>	<ul style="list-style-type: none"> <li>• Target Interventions – Treatment principle</li> <li>• Skill train with directed practice</li> </ul>
<ul style="list-style-type: none"> <li>• Family involvement in treatment</li> </ul>	<ul style="list-style-type: none"> <li>• Engage ongoing support in natural communities</li> </ul>
<ul style="list-style-type: none"> <li>• Developmentally appropriate programs</li> </ul>	<ul style="list-style-type: none"> <li>• Target Interventions – Responsivity principle</li> </ul>
<ul style="list-style-type: none"> <li>• Strategies to engage and retain teens in treatment</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance Intrinsic Motivation</li> <li>• Treatment Principle – Dosage</li> <li>• Increase positive reinforcement</li> </ul>
<ul style="list-style-type: none"> <li>• Qualified staff</li> </ul>	<ul style="list-style-type: none"> <li>• Skill train with directed practice</li> </ul>
<ul style="list-style-type: none"> <li>• Gender and cultural competence</li> </ul>	<ul style="list-style-type: none"> <li>• Target Interventions – Responsivity principle</li> </ul>
<ul style="list-style-type: none"> <li>• Continuing care</li> </ul>	<ul style="list-style-type: none"> <li>• Target Interventions – Dosage</li> </ul>
<ul style="list-style-type: none"> <li>• Measurement of treatment outcomes</li> </ul>	<ul style="list-style-type: none"> <li>• Measure Relevant Processes and Practices</li> <li>• Provide Measurement Feedback</li> </ul>

Sources: Brannigan et al., (2004);  
 Crime and Justice Institute (2004).

## Assessment and Treatment Matching

Assessment was discussed extensively under an earlier practice guideline where emphasis was given to the need to have qualified substance abuse treatment professionals conduct specific in-depth assessments of individuals who demonstrate significant alcohol problems when initial screening tools are administered. Professionals who conduct alcohol and other drug assessments on adolescents and young adults need to be knowledgeable about substance abuse and its course and ramifications in young people. As Brannigan and associates (2004, p. 699) note, “Prematurely labeling teens as abusers can be harmful and may actually promote their progression from use to abuse.” Further, they suggest that it may be appropriate to include a family assessment, as it may be important to identify and tailor treatment for youth and young adults with special circumstances, such as those who are children of alcoholics or those who are experiencing developmental delays because of their alcohol use.

Assessment is the first step in determining the type of treatment approach to which a youth or young adult may respond most positively. The options available for alcohol treatment programs will vary depending on many local factors. Some communities may have only one or two resources while others will have a multitude of programs. When programs are limited, justice system professionals may have to work with existing programs to expand their options or promote the development of additional resources. Some factors that should be investigated for treatment programs include the following (Crowe & Reeves, 1994):

- Program characteristics: What substances can be treated? What are the demographics of those in treatment, program cost and location, and eligibility criteria for admission to the program?
- Program proficiency: Does the program deliver treatment in the intended manner, quantity, and intensity? Are there outcome data indicating positive results for the majority of clients?
- Program strategies: Individuals in treatment are held accountable for attendance, punctuality, and abstinence. Programs use an array of possible consequences appropriate for the individual and the infraction, when needed. Referrals are made for participants’ other identified needs.
- Staff competency and attitudes: The program employs sufficient staff for the number and needs of program participants. Staff are experienced and trained in providing the services for which they are responsible. Staff provide strong leadership but show compassion and model positive personal characteristics. Staff exhibit attitudes that require responsibility and accountability.
- Willingness to coordinate with the justice system.

Similarly, characteristics of individuals needing treatment should be evaluated to match them with treatment programs. The following areas should be considered (Crowe & Reeves, 1994):

- Readiness and motivation for treatment: Individuals will have more successful treatment experiences if they are ready for and want to change their behavior.


- Presence and severity of psychological problems: If individuals have a concomitant psychological problem, they should be placed in treatment programs that will address both the alcohol and mental disorder. If the individual needs to be placed in separate programs for each problem area, the treatment providers should be willing to work collaboratively to provide the person with comprehensive and consistent care.
- Ethnic and gender considerations: Individuals may remain in treatment longer if most others in the program are of the same gender and ethnic group. The ethnicity and gender of staff also should be similar to that of the participants in the program.
- Family involvement: Effective programs should be able to develop working relationships with, and gain the cooperation and participation of, family members.

Many treatment models have been developed; however, not all of them have been thoroughly researched and found to be effective. Although more research is needed in every case, treatment approaches that have been found to improve positive outcomes for adolescents include the following:

- Twelve-step approaches are highly structured programs that involve detoxification, psychological evaluation, general and individualized treatment planning, group therapy, lectures, and individualized counseling. Examples of this approach include the Minnesota Model and Twelve-Step Facilitation. Group therapy is a key ingredient of this approach because those who are further along in the recovery process pass on knowledge, experience, and values to new people in the group. Participants are referred to Alcoholics Anonymous programs after completing treatment to help stem the possibility of relapse.
- Therapeutic communities focus on re-socializing individuals with drug and alcohol problems. Substance use disorders are viewed as symptoms of broader life problems. The treatment is delivered in long-term residential settings in which peers and professionals emphasize that individuals are responsible for their own addiction and recovery.
- Cognitive behavioral therapies are structured approaches that focus on individuals' thoughts and behaviors. Strategies include teaching individuals about the internal and external cues that prompt them to drink. This is based on the theory that individuals' beliefs and urges generate their actions. Individuals learn coping strategies and skills to deal with problems they encounter and prevent relapse.
- Family therapy includes several specific approaches and is based on the assumption that alcohol use is influenced by a youth's environment, including family, peers, and the community. Treatment strategies include both individual and family therapy sessions through which adolescents are helped to build essential skills, improve communication with their families, and enhance coping mechanisms for dealing with stress. Sessions with parents address parenting styles and focus on having a more positive influence on their children. Many programs combine two or more of these approaches (Brannigan et al., 2004).

The types of treatment strategies just described may be delivered in a variety of settings. Exhibit V-n depicts the possible settings for the delivery of alcohol treatment to youth and young adults ranging from the least intense (bottom) to the most intense.

Exhibit V-n  
Treatment Settings

Setting	Intensity	Description
Detoxification	Most Intense	Generally a three- to five-day period of intensive medical monitoring and management of withdrawal symptoms. Seldom needed for adolescents. May be included as part of or followed by inpatient treatment.
Inpatient Treatment		Provides a safe and controlled temporary living arrangement for the individual with structure to help the individual make major life changes while limiting access to alcohol and other drugs. Some programs provide 24-hour professional supervision for initial treatment. Group homes and halfway houses are less intensive and provide a sober living environment for longer periods.
Day Treatment or Partial Hospitalization		Usually includes a combination of individual, group, and family therapies delivered in structured treatment programs after school, in the evenings, and/or on weekends.
Outpatient Treatment		Provides therapy with less supervision—often two to three hours per week or more. Approaches usually include cognitive behavioral therapy and family therapy.
Brief Interventions	Least Intense	May be delivered by physicians, counselors, and others who do not specialize in alcohol treatment. These interventions encourage self-help and self-management. These strategies are appropriate for those who have not yet developed serious alcohol problems or dependence.

Source: Brannigan, Falco, Dusenbury, & Hansen (2004).



## Comprehensive, Integrated Treatment Approach

Treatment for adolescents is more effective if it is fully integrated into all aspects of their lives, including school, home, family, peer groups, workplaces, and justice system agencies (Brannigan et al., 2004). For example, treatment programs should help students keep up with school work, help families learn better communication skills, and encourage associations with peers who do not drink. When a youth or young adult is involved in the justice system, treatment and justice professionals may need to work together to make various decisions when needed. For example, a treatment professional may view relapse as an expected part of the treatment process for which the youth or young adult may need additional treatment services and support. Justice system professionals, however, may view an incident of relapse as a violation of supervision conditions for which sanctions are warranted. Lack of coordination among various systems serving a youth may result in confusion and frustration for the youth and all involved in providing services to them. For those reasons, it is important for both treatment and probation staff to work together in managing a youth's case in order to have the most effective impact on the youth's behavior.

## Developmentally Appropriate Programs

People tend to view adolescents as a homogeneous group, but there may be as much difference—in years and in developmental progress—between an 18-year-old and a 13-year-old as there is between a 3- and 8-year-old. As some youth begin drinking by age 12 or earlier, and young adults are prohibited from drinking until age 21, the range of those involved in the justice system because of underage drinking may cover 10 years or more. In addition to the large age range involved, the use of alcohol or other drugs may impede developmental progression. Therefore, it is vital to assess developmental progress in these areas and not rely just on age as an indicator of maturity.

Treatment programs need to be able to modify content, activities, and approaches to the developmental level of those in the program. For example, youth in an earlier developmental stage may think much more concretely than those in later developmental stages who can think more abstractly. Younger adolescents are more focused on family and same-sex peers, while those in later developmental stages are striving to achieve independence from their families and engage in dating relationships. The treatment, therefore, needs to be focused on their developmental needs and skills.

## Engage and Retain Youth and Young Adults in Treatment

For youth and young adults who are diagnosed with a substance abuse problem, the longer they participate in substance abuse treatment programs, the greater the likelihood that the treatment will be effective. Therefore, programs should implement strategies to engage and retain them in treatment. Strategies that may be helpful in treatment retention include (Brannigan et al., 2004):

- Using motivational interviewing and implementing other motivational techniques.
- Giving positive reinforcement.
- Developing trusting relationships between youth and therapists.
- Helping youth address specific life problems they encounter.
- Engaging parents.
- Providing good case management.
- Qualified Staff

Staff providing alcohol treatment for youth and young adults must possess a broad range of knowledge, skills, and attitudes. Among the most vital assets of treatment staff are (Brannigan et al., 2004):

- Knowledge of adolescent development.
- Knowledge of and ability to recognize psychiatric problems.
- Ability to work effectively with families.
- Knowledge and skill in working with youth with delinquency problems.
- Understanding of and ability to work with those with learning problems.
- Positive, caring attitudes.
- Professional training and credentials.
- Gender and Cultural Competence

Both the precipitating factors and the experience of underage drinking are likely to be different for males and females and among those from different cultural groups. There is a high correlation between childhood trauma—especially sexual abuse—and chemical use by girls and women. Girls are more likely to be the victims of sexual abuse and experience abuse over a longer period than boys. Besides the connection with previous abuse, girls are also likely to begin alcohol use in dating relationships. Further, girls often use alcohol as a means of self-medicating troubling feelings and emotional states. On the other hand, boys are more likely to begin alcohol use with their male peers. Boys often use alcohol as a rite of passage and as a means to increase pleasure and excitement.

Because their reasons for using and the contexts within which they consume alcohol are different, it is not recommended that boys and girls be placed together in treatment programs. Further, during adolescence and young adulthood, male and female sexual development is a strong influence and may impede the treatment process if they are placed together (Brannigan et al., 2004).

Culture encompasses a range of values, beliefs, experiences, and traditions shared by groups of people. Cultural groups may have varying beliefs and customs about the use of alcohol and problems related to it. Therefore, it is crucial that treatment professionals and justice personnel be attuned to the cultural experiences of youth and young adults and seek or adapt treatment programs accordingly.

As discussed in Section II, underage drinking offenders should be held accountable for their behavior regardless of cultural backgrounds and special needs. Specific treatment methods and justice system interventions, however, should be chosen carefully so that they are most likely to be effective in helping youth and young adults become healthy, law-abiding individuals. Cultural beliefs and traditions often can be incorporated into the treatment setting to bolster the youth's commitment and engagement.

## **Continuing Care**

Substance abuse is often defined as a chronic, relapsing disorder. Thus, the likelihood of young people with an alcohol disorder being able to maintain sobriety without additional support after completing treatment is minimal. Good treatment programs should have plans and ongoing services to assist young people to remain alcohol-free.

Continuing care options may be problematic for youth and young adults who receive initial treatment in one locale and then live elsewhere. This might happen with a person who is sent away from his or her community for treatment or for students who leave home to attend college elsewhere. Further, justice system professionals may encounter youth and young adults returning from confinement in juvenile or adult facilities who need ongoing supportive services. Justice system professionals may need to assume a case management role in these situations to find appropriate sources of ongoing care and refer individuals to them. For example, those who have received treatment elsewhere might be matched with Alcoholics Anonymous programs or other types of support groups in their current communities.

## **Treatment Outcomes**

Finally, those who supervise youth and young adults in the justice system and are responsible for making referrals with regard to their cases, and monitoring them over the duration of their supervision must be aware of each program's treatment outcomes. Treatment programs should gather and analyze data on treatment effectiveness, and they should be able to document that this information is used to improve or enhance their treatment strategies (Brannigan et al., 2004).

## **PRACTICE GUIDELINE 8**

### **Engage family and social networks of support in the supervision process.**

One of the principles for evidence-based practice in community corrections recommends engaging ongoing support in natural communities (Crime and Justice Institute, 2004). Family and social networks are the most influential and powerful context in which all of us—including youth and young adults—exist. The coordination of social networks is also one of the goals specified in *Call to Action* (U.S. Department of Health and Human Services, 2007) to prevent and reduce underage drinking. Studies have consistently shown that informal agents of control (e.g., family and social networks) are more powerful than formal agents of control (e.g., probation, parole, law enforcement) in helping those under community supervision achieve and maintain behavior change (Petersilia, 2003; Sampson, 1988; Gottfredson & Hirschi, 1990). Therefore, if supportive individuals can be recruited to provide positive feedback for desired behavior, there is a much stronger probability that the young person will be successful in changing his or her behavior (Crime and Justice Institute, 2004).

Parents and legal guardians of youth under age 18 have a legal obligation and responsibility to financially support and supervise their children. Therefore, community corrections professionals should make sure that they become involved in the supervision process on some level. At a minimum, this may mean parents or legal guardians must agree and sign forms allowing their child to participate in a diversion program or attend their child's court hearing. Other times, depending on what type of program or system-level response has been imposed upon the youth, parents may be required to be directly or indirectly involved in programming or services with their child (e.g., family counseling, parenting classes). Some parents and legal guardians participate willingly, while others do so with less enthusiasm or only through coaxing or requirement by the court.

It is important to realize, however, that family and community support is no less needed or important for young adults between ages 18 and 21. The ways that family and social controls can be activated will differ among jurisdictions for this subset of young people because they are considered in many respects to be adults. After an individual reaches age 18, there is no longer the legal requirement that parents financially support and otherwise supervise their children. There is, however, usually a social expectation that they do so. For example, colleges and universities have grappled with the practice of parental notification when an underage student is involved in drinking alcohol. Parental notification is becoming a more common practice as part of a campaign to increase monitoring of college students, and limited research has indicated this has proved somewhat effective in reducing high-risk drinking behavior and associated disciplinary problems (Bonnie & O'Connell, 2004). EBP principles indicate that working with adult offenders to help them identify and leverage the support of their families and social networks can be beneficial for reinforcing positive change and, in the case of young adults with substance abuse problems, for preventing relapse.

The basic reality is that family members often have responsibilities toward each other, and most families continue to demonstrate their loyalty even during tough times. Individuals involved in the juvenile or criminal justice system often appear in court with someone. People attending drug treatment can almost always name a loved one who is willing to provide support. Finding ways to activate and leverage that mutual loyalty and support, and reminding individuals involved in the justice system that their actions affect other members of their network, can motivate and facilitate change (Mullins & Toner, 2008).

The Family Support Approach for Community Supervision, as developed by Family Justice and in partnership with the American Probation and Parole Association, provides a framework and tools (see Exhibit V-o) that community corrections professionals can use to engage families and social networks by helping a youth or young adult identify and leverage the support of their families and social networks to help them meet their community supervision (or diversion) goals and objectives (Mullins & Toner, 2008). In the context of the Family Support Approach, family is broadly defined. It includes, but is not limited to, blood relations. It also encompasses the network of people who are significant in an individual's life (e.g., positive peers, roommates, teachers, coaches, neighbors, work associates, counselors, religious leaders, 12-step sponsors, workers at a youth service organization).

One way the families and social networks can be called upon to help is by monitoring and supervising the behavior of youth. The amount of time that community supervision professionals spend with youth or young people under supervision is fairly limited, when compared to the amount of time that these young people spend with their families and social networks of support. Therefore, these individuals are in a unique position to provide support that a government entity cannot. They can also take note of warning signs that the youth may be engaging in activities contrary to his or her supervision conditions or program requirements that could ultimately lead to a violation or revocation if not addressed promptly.

For example, parents or legal guardians or other supportive adults of youth under the age of 18 can and should participate in monitoring and supervising the behavior of youth including such practices as (Bonnie & O'Connell, 2004):

- Knowing the youth's friends.
- Making sure youth are always supervised by adults.
- Knowing a youth's plans for the day or evening.
- Knowing what youth are doing when away from home.
- Enforcing evening curfews.
- Being involved together with youth in projects and activities.
- Using appropriate punishments for inappropriate behavior and rewards for positive behaviors.

## Supportive Inquiry

Supportive inquiry is a complement to motivational interviewing that provides a means of asking and listening that helps individuals identify strengths and social supports that may be tapped to increase successful compliance with supervision and to facilitate positive behavioral change. The goals of supportive inquiry are to stimulate insight, collect information, enhance self-efficacy, and forge and strengthen connections. For example, some sample questions that can be used when engaging in supportive inquiry to help find solutions to problems include: “What is working best in your life right now? Who among your family or friends are in recovery? What is important to you now? Whom do you help? What are your goals? Who asks you for help? What are you good at, and what do you like to do?”

## Mapping Tools

*Genograms* are essentially a family tree (limited to blood relationships) that shows elements of a family and the nature of its relationships. Traditionally, genograms have been used to highlight problems and deficits, but within the Family Support Approach information about the person’s and his or her family members’ strengths (e.g., education level, car ownership, employment, job skills, home ownership) are also included.

*Ecomaps* are a visual representation of valuable resources outside the blood family. Visually, an ecomap resembles a diagram of a solar system or atom—family or persons with whom the young person resides are in the center, and other important people or institutions are depicted with circles around the center like planets around the sun or electrons around the nucleus. Once the resources are identified lines are drawn between the persons in the center circle and the entity to indicate the nature of the relationship (i.e., neutral, strong positive, challenge), as well as lines drawn between agencies/entities to illustrate the nature of their relationship with one another. Ecomaps help community corrections staff and the young person identify sources of support that might be tapped in new ways, and they can show the various systems with which the young person interacts. This can aid the young person in beginning to see and understand the number of systems that are not of his or her choosing with which he or she must interact because of his or her actions. It also helps the community corrections professional begin to recognize the myriad constraints (and conditions) under which the young person is living that may affect his or her ability to meet his or her program or supervision requirements.

(Mullins & Toner, 2008)

Probation officers, diversion staff, treatment professionals, and others may need to work with parents and other supportive individuals in the community to guide their parenting practices in a more constructive direction. Some may need to be taught the positive parenting practices listed above, and they may need encouragement or persuasion to change parenting habits that are unproductive or harmful.

A family-focused approach is dependent on a genuine partnership between the community corrections professional and the families of the youth or young person, who likely share the same goal—to help the young person stay out of trouble (Shapiro & Schwartz, 2001). It is important, however, to be clear about the role of the family and be cognizant of how families are “engaged” in the supervision process. Engaging families in supervision as part of the Family Support Approach does not mean deputizing them. Involving families can make a community corrections professional’s job easier by giving him or her another set of eyes; however, the type of information that is sought and the purpose for which it is sought from families can make a huge difference within the Family Support Approach (Mullins & Toner, 2008).

For example, engaging families should not focus exclusively on finding out what the young person is doing wrong. Some families are tired of what the youth under supervision has put them through and are looking for ways they may be able to manipulate the situation so they can get the community corrections professional to solve the family’s problems for them. Keeping these factors in mind, it is important that community corrections professionals strive to avoid setting up a dyad in which the family and community corrections professional are in essence acting against the individual under supervision (e.g., “Call me when he starts drinking again.”).

Under the Family Support Approach, the goal is to set up a triad in which the community corrections professional and family are working together to support the young person and facilitate behavior change (e.g., “Call me if you are concerned he is starting to relapse so we can determine what intervention is warranted.”). In practice, this can be difficult to execute, particularly for families who may be reluctant to contact a community corrections professional with information about their family members because they are concerned about how the information may be used (Mullins & Toner, 2008).

Engaging families and social networks should extend beyond the mere “enforcement” aspect of community supervision. Families and social networks also can be tapped to bring attention to what the young person is doing right, identify the young person’s strengths and resources, and help find solutions to problems or obstacles when the young person is not meeting his or her program or supervision goals or objectives (e.g., not attending educational class, not paying restitution, not performing community service). In general, solutions that mean the most are the ones developed by the young person or the people who support the young person (Mullins & Toner, 2008).

## **CASE STUDY: JILL** **Engaging Family and Social Networks of Support**

One of Jill's sanctions is to perform 10 hours of community service. After about two weeks of searching for a site to do her hours, Jill called and informed her community corrections worker that she was having trouble finding a community service site. The only agencies that she had found that were willing to let her perform her community service with them wanted her to do her hours on Saturday mornings. But Jill's mother works on Saturdays and is not able to transport Jill to any of the potential community service sites she has found so far. Jill loves animals, and the Humane Society was one of the sites with which Jill was the most interested in doing her hours, but they, like the other agencies she called, could only accommodate her on Saturday mornings.

### **CASE STUDY:**

jack and jill

Recognizing that Jill would really like to do her hours at the Humane Society and that being able to perform her hours there would be a way to capitalize and build on one of Jill's strengths, the community corrections officer began to use supportive inquiry and motivational interviewing techniques to help Jill determine if there are other people in her social network of support that she might be able to ask to transport her to the community service site. The community corrections officer recalled from a previous conversation with Jill that she had two other relatives in the area—her grandfather and her aunt. Through the conversation, Jill reveals her grandfather is in a nursing home and would not be able to transport her. Her aunt lives about 10 minutes away and she doesn't see her very often—mostly on special occasions. Jill's mother and aunt have a regular dinner date each month and talk quite frequently on the phone. The community corrections officer asks if Jill knows if her aunt works on Saturdays, and Jill says she doesn't know. Given Jill's mother's apparently close relationship with her aunt, the community corrections officer suggests Jill talk with her mother to see if she believes her aunt might be willing to help transport Jill for two Saturdays to the Humane Society so she can complete her hours.

Review the information on the tools of the Family Support in Exhibit V-o. In addition to supportive inquiry or motivational interviewing techniques, what other tool(s) do you think might have been helpful to use when helping Jill find a solution to her problem in this case study?

## **PRACTICE GUIDELINE 9**

### **Monitor compliance with supervision conditions and case plan expectations.**

To protect the community, promote youth development, and restore victims to the extent possible, community corrections programs must carefully monitor youth to ensure that they are in compliance with program requirements or court-ordered supervision conditions and case plan elements. Effective monitoring begins with building cooperative and coordinated interactions with other agencies and individuals to facilitate gathering accurate, timely information about each offender's behavior.



Community corrections staff should aggressively pursue information needed to instruct case management decisions. Officers will need to establish and maintain sufficient contacts with youth and others involved with them to monitor each offender's activities and gain direct and collateral information to accurately ascertain his or her compliance with supervision conditions and expectations. Collateral contacts for monitoring might include family members, school personnel, employers, and others directly involved with youth.

Arrangements should be made by community corrections personnel to receive an immediate notification from any programs in which a youth is enrolled about a youth's unexcused absence or noncompliance with program expectations. Supervising officers also need to arrange to obtain information from other agencies in the juvenile, criminal, or civil justice system (e.g., law enforcement, prosecutors, courts), if they have further contact with a youth who is under supervision, as well as obtaining information from collateral contacts such as family members and schools.

It is vital when working with justice system personnel to flag new arrests, 911 calls, and other incidents involving a youth under supervision, regardless of the risk level of the offender. Requests for information can be expedited if agencies enter into formal agreements about how such exchanges will occur. If requesting information about specific individuals, the community corrections should have signed release of information forms for such purposes.

## **Alcohol and Drug Testing**

If the youth is placed on probation, an essential element of monitoring underage drinking offenders should include screening them for ongoing alcohol and other drug use. If the young person is placed on diversion—especially if the diversion program is operated by a nonprofit organization that is not subject to the same level of authority or resources as a government entity might be—the agency operating the diversion program should carefully investigate the pros and cons of administering drug tests before making this part of their program's requirements.

Those youth under probation supervision should be subject to explicit conditions that prohibit alcohol or other drug use and require random testing. At the beginning of supervision, and occasionally throughout, youth should be tested for the presence of any illegal substances, including marijuana, cocaine, methamphetamine, opiate drugs, alcohol, and any other substances that may be used frequently in the local area.

The period during which alcohol use can be detected is relatively brief. Therefore, screening tests may need to be performed at times when youth and young adults are most likely to have been drinking, such as on weekends, evenings, and early mornings. Community supervision staff may want to consider conducting tests at locations where youth are, rather than waiting until they are in the community corrections agency office.

## **CASE STUDY:** **Jack and Jill Monitoring Compliance**

### **CASE STUDY:**

jack and jill

#### **Jack**

Jack brings his signed community service form to his community corrections worker showing he worked 10 hours. To assure the authenticity of the form, the community corrections worker calls the supervisor at the community service site to verify that Jack did indeed complete his hours. The community corrections officer also asks if the site was satisfied with Jack's work or if they have any questions or concerns.

#### **Jill**

The following are some of Jill's program conditions:

- Abstain from alcohol or other drug use.
- Participate in alcohol or other drug education and outpatient treatment, as outlined by the substance abuse counselor.
- Participate in family counseling, as suggested by the substance abuse counselor.
- Perform 10 hours of community service to repay the community for the harm caused.

What measures would you put into place to monitor Jill's compliance with these conditions?

When drug tests are conducted on location, efforts should be made to be discreet to avoid unnecessary labeling of juveniles and to protect their confidentiality and privacy. However, any field-testing should be done only with proper safety precautions in place for both supervision staff and youth. Some youth may try to alter their test results through adulteration of the sample or other means; therefore, it is important for community corrections professionals to stay abreast of current strategies that young people may use for this purpose.

Onsite testing for alcohol is most frequently carried out using either a Breathalyzer or oral fluids (saliva) testing. Breath analysis is accurate and gives a reading of the actual amount of alcohol in one's system. A Breathalyzer can be expensive initially, but there are very minimal ongoing costs for supplies and maintenance. Breath tests are easy to administer, as the offender only has to blow into a disposable mouthpiece and a numerical result is displayed on the apparatus.

Oral fluids tests identify the presence of alcohol in one's system through a chemical reaction between oral fluids and certain reagents used in the test. Oral fluids tests can simply tell whether the person has consumed alcohol, or they can give a quantitative reading of the alcohol level, with the latter usually being a more expensive test. Since any alcohol use by those under age 21 is illegal, it

may be sufficient just to determine whether alcohol is present through oral fluids tests. Alcohol can be detected through urine testing as well. Unless tests are simultaneously being conducted for other drugs, however, this method is more invasive than breath analysis or oral fluids testing.

Some manufacturers have developed sweat patches for alcohol testing. These are worn on the skin for several days and when removed and analyzed can determine whether any alcohol was consumed during the period the patch was worn. The advantages of this type of testing are that it can capture alcohol use over time, and the testing does not have to take place right after the person consumes alcohol for detection. The disadvantage is that it takes time to analyze the test and receive the results, so there cannot be an immediate response given to the offender.

Continuous transdermal alcohol testing is another valid way to determine whether a youth has consumed a small, moderate, or large amount of alcohol. It is designed to be used as a screening device to determine alcohol use and not to produce a specific BAC reading. The monitoring device is a passive, non-invasive tool that monitors alcohol consumption 24 hours a day, seven days a week for an extended time. The tamper- and water-resistant bracelet captures transdermal alcohol reading from continuous samples of vaporous or insensible perspiration collected from the air above the skin (Robertson, Vanlaar, & Simpson, 2006). Cost for the continuous transdermal alcohol testing device is usually charged to the offender, which often denies indigent youth access. Indigent funds should be established to allow access for those who are unable to pay. Any information gathered through this compliance monitoring process should be shared appropriately and expeditiously with all who should have access to it, including the court when circumstances merit court action, treatment, and other program providers involved with the offender and victims when their safety may be at risk.

## CASE STUDY:

jack and jill

### CASE STUDY: JILL

#### Alcohol and Drug Testing

Another one of Jill's program requirements is to undergo alcohol and drug testing. Considering the information above, what method(s) would you use? Where would you conduct the tests? Why?

## **PRACTICE GUIDELINE 10**

### **Apply sanctions for noncompliance, when necessary, and increase positive reinforcement.**

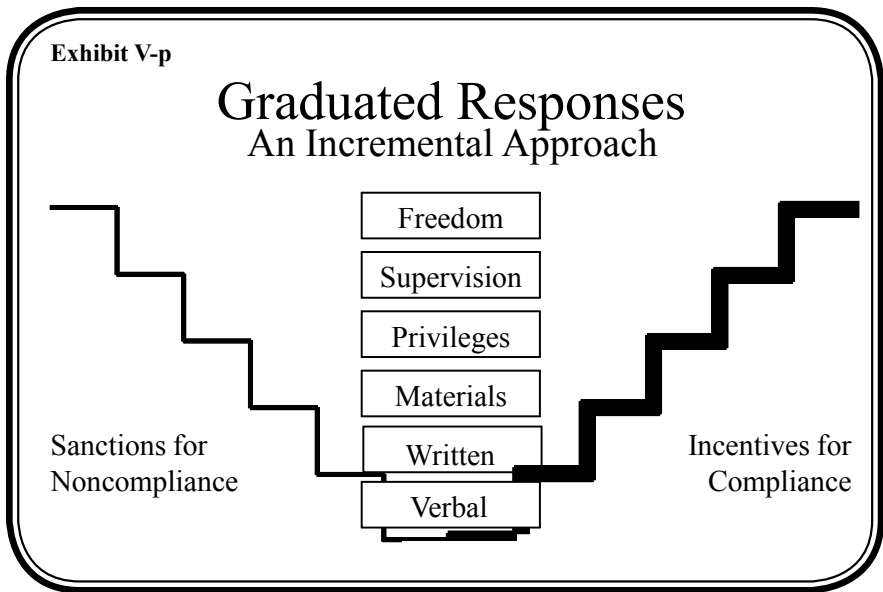
Swift, certain, and consistent sanctions should be applied for unacceptable behavior, particularly instances of drinking or engaging in activities that are a danger to the offender or others. When this is necessary, however, it becomes increasingly vital to reward constructive behaviors positively. People respond better to incentives than to punishment. Research has shown the optimal ratio to be four positive reinforcements for every one that is negative (Andrews, Bonta, & Hoge, 1990). Positive reinforcements are crucial because (Maryland Division of Parole and Probation, 2001):

- People respond better to positive reinforcement than to sanctions.
- Timely, consistent responses help youth change to prosocial behaviors.
- Clear expectations and definite boundaries guide youth toward behavioral goals.

A continuum of sanctions and incentives should be available so that youth can receive the appropriate level of response. This continuum, or graduated response model, is predicated on responding to lesser infractions with lesser penalty and responding to greater infractions (or ongoing lesser infractions) with greater penalty. Similarly, continued compliance or a particular accomplishment, or notable positive behavior, would merit increasing reward. Exhibit V-p provides a graphic representation of a graduated response model. The bolder line for incentives corresponds to the greater emphasis that should be placed on giving positive responses.

A cogent, well-designed system of responses can influence the level of cooperation or resistance presented by the offender. Taxman, Soule, and Gelb (1999) examined several research projects to identify the features necessary to a graduated sanctions model. Those features can be applied as well to graduated incentives and are:

- **Certainty:** Respond to every infraction or compliance.
- **Celerity:** Respond swiftly. Sanctions or incentives are most effective if they closely follow the behavior being disapproved of or rewarded.
- **Consistency:** Respond to similar infractions or levels of compliance with similar responses.
- **Parsimony:** Respond at the least level that is likely to produce the desired result.
- **Proportionality:** The level of response should equal the level of the offense or compliance.
- **Progressiveness:** Continued noncompliance results in increasingly severe responses and continuing compliance merits increasing rewards.
- **Neutrality:** Responses are an objective, impartial reaction to an offense or compliance.



Ultimate sanctions include the revocation of supervision resulting in incarceration, while an ultimate reward or incentive is the successful completion of supervision. There are, however, incremental and intermediate responses that can be employed and can serve to guide the offender to behavior change and subsequent successful achievement of supervision goals. Jurisdictions may opt to generate a structured sanctions and incentives menu to delineate responses to noncompliance and compliance.

This structured menu can make responses more consistent, more equitable, and more proportional to the seriousness of the violation or the level of compliance, as well as more certain and more swift. Each agency must develop its own menu of sanctions and incentives, and these may need to be modified further for particular youth on a case-by-case basis. Often, youth can help define effective sanctions and incentives that are meaningful for them.

Based on the graduated response model shown in Exhibit V-p, the options shown in Exhibit V-q are provided as examples of possible sanctions and incentives.

As Exhibit V-q demonstrates, not every instance of noncompliance merits a return to court, but agency supervisors and courts should be kept informed through regular reports about noncompliance by youth and the responses to it by officers. Community supervision officers must establish a clear understanding of the court’s position on enforcement and should neither promise nor threaten what the court cannot or will not deliver. Officers should work with the court to develop a common understanding of and system for responses from the court that are most likely to achieve the defined goals of community supervision. For example, both community supervision officers and the court should be well-aware of the fact that, in accordance with federal guidelines vis-à-vis the JJDP Act, incarceration may be an option for adult offenders (i.e., between the ages of 18-20), but should not be considered as an option for juvenile status offenders, which is more than likely where juveniles charged with underage drinking will fall.

Exhibit v-q  
Examples of sanctions and incentives

<b>Sanctions</b>		<b>Incentives</b>
Revocation; noncompliant termination from diversion; incarceration; residential program; or a more intensive level of supervision	Freedom	Discharge from supervision or diversion program
Increased supervision contacts; increased alcohol testing; increased community service hours	Supervision	Less frequent supervision contacts; decreased alcohol testing
Restricted privileges for leisure activities or earlier curfews	Privileges	Additional time for leisure activities or later curfews
Monetary fine	Materials	Tickets to an entertainment event or certificates for a restaurant
Written reprimand; written report to referral agency; written report to judge	Written	Letter of commendation; positive report to judge or referral agency
Oral reprimand	Verbal	Oral praise

## CASE STUDY: JACK AND JILL GRADUATED SANCTIONS

### Jack

Suppose Jack only completed 5 hours of community service within his 30-day deadline. What would be an appropriate response?

### Jill

Initially, Jill was required to come to the community corrections agency for an office visit every two weeks. She was also subject to random alcohol and drug test every two weeks. Suppose after 45 days that Jill has been complying with all her program requirements and her mother and treatment provider report Jill has maintained a consistently positive attitude. What incentives might be appropriate in Jill's case?

**CASE STUDY:**

jack and jill

# CONCLUSION



In moving away from a one-size-fits-all approach to responding to underage drinking offenders, it is important to recognize that effective intervention with all juvenile and adult offenders, including those who drink underage, begins with good assessment and case management practices. Screening young people to determine if there could be a more substantial substance abuse issue that needs to be addressed is a crucial first step in responding appropriately to underage drinking offenders. Additional assessment of risk and needs and substance assessment (if warranted) also will yield objective information that can be used to validate community corrections professionals' assumptions about young people and give them more direction on the young person's needs that can be targeted for services and change. Assessment data can also be used as a gauge to assess the effectiveness of prescribed interventions (as a pre/post test) used with underage drinkers in an effort to evaluate what is and is not working with individual youth and with this population as whole. Therefore, assessment is not only done at the start of a young person's involvement in diversion or probation, but it should be done throughout his/her involvement with diversion or probation services.

Developing a well-thought-out case plan, with input and assistance from the young person also can increase the young person's understanding of, and buy-in to, their program requirements or conditions. It is important to recognize, however, that a significant number of underage drinking offenders may not see a need or want to change. Thus, determining their readiness to change and motivating them to progress through the change process is a key role for justice system professionals. In carrying out the elements of case plans, officers should incorporate evidence-based practices calling for matching

interventions with the needs of youth, engaging them in cognitive behavioral interventions and skill training, and referring them to appropriate alcohol treatment programs, as needed. Family involvement and community support is also vital in helping underage drinkers change their behavior. Finally, it is the job of community corrections professionals to monitor the compliance of youth with supervision conditions and apply sanctions, if necessary, for noncompliance. It is important, however, to include greater incentives than sanctions in responding to youth, as they are more likely to change and maintain positive behaviors with this approach.



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# APPENDIX A

## ENFORCING UNDERAGE DRINKING LAWS (EUDL) PROGRAM COMMUNITY COALITIONS



### OREGON LEADERSHIP FOR ALCOHOL-FREE KIDS

(see [www.orphnership.org/web/services/underagedrinking.asp](http://www.orphnership.org/web/services/underagedrinking.asp))

- By utilizing both public and private resources, this coalition has worked to combat underage drinking by:
- Launching a statewide media campaign, involving the Governor's Public Information Office, aimed at adult audiences;
- Being comprised of leaders independent of state government but includes representation from state government and endorsement of the governor;
- Assessing the progress on combating underage drinking and other public health issues via the Oregon Healthy Teen Survey, which monitors risk behaviors and other factors that influence the health and well-being of Oregon's children and adolescents (see <http://www.dhs.state.or.us/dhs/ph/chs/youthsurvey/aboutoht.shtml>);
- Combating alcohol-related advertisements that are attractive to or target youth, encourage unsafe practices, or are offensive to ethnic or other community members;



- Encouraging the state government to improve the monitoring and enforcement of underage drinking laws; and
- Working with community-based programs that work with youth to address the issue of underage drinking.

Community corrections is one of many partners involved in this coalition. For instance, if a juvenile is found adjudicated of an alcohol-related charge, the local juvenile justice agency will work with the child's parents to take action in finding appropriate resources to address any potential substance abuse problems of the child. Depending on funding availability, agencies may even be able to provide direct services to an offender without the need of external agencies or programs.

## **UNDERAGE DRINKING COMMUNITY TASK FORCE IN CEDAR RAPIDS, IOWA**

(see [www.asac.us/PDFs/UnderageDrinking.pdf](http://www.asac.us/PDFs/UnderageDrinking.pdf))

- Created in May 2003 by the Area Substance Abuse Council on behalf of the Linn County Partnership on Substance Abuse, the Underage Drinking Community Task Force is represented by multiple community sectors, including students, parents, school personnel, law enforcement, and various community organizations and individuals. It has three areas of focus with regard to underage drinking:
- To educate both parents and community members about the health effects of alcohol on young bodies, the legal consequences of underage drinking, and social norms.
- To partner with school officials, law enforcement, juvenile court and the community to promote support services and encourage consistent enforcement of laws and policies concerning the use of alcohol by minors.
- To educate youth on making low risk choices and strengthen support systems for youth not engaging in high risk behaviors.

Community corrections is involved in this task force mainly through the Community Corrections Improvement Association (CCIA), whose mission is to support community-based corrections with community involvement, acceptance, and financial resources to establish and embrace pro-active programs that break the cycle of dysfunction for the family. CCIA works with members of the task force to promote healthy lifestyle choices for young people, including not using alcohol and other drugs.

## **YOUTH IN ACTION (YIA) IN DEWITT COUNTY, ILLINOIS**

(see [www.udetc.org/documents/success\\_stories/IL0708.pdf](http://www.udetc.org/documents/success_stories/IL0708.pdf))

- Since 2005, the Youth in Action (YIA) group, comprised of 18 high school students, has worked with the Dewitt County Mothers Against Drunk Driving (M.A.D.D.) coalition and the EUDL Rural Project to implement a variety of environmental strategies that educate their community on the dangers of underage drinking. The YIA group has accomplished a great deal in its community to combat underage drinking, including:
- YIA worked collaboratively with local law enforcement on planning and implementing compliance checks of all retail liquor license establishments in the community. The group's efforts revealed that the establishments had compliance rates of only about 83%, meaning that alcohol was quite accessible to minors in the area. In the end, the community implemented more stringent underage drinking policies for establishments.
- YIA worked with local retailers to design and implement a "Sticker Shock" project. The sticker read: "WARNING!!! It is illegal for anyone under the age of 21 to purchase or consume alcohol. PLEASE HELP US SAVE THE LIVES OF OUR FRIENDS!!!! Dewitt County Youth in Action Team." The group achieved an 87% rate of retailers participating in the project.
- YIA also worked as decoys on "shoulder tap" operations, where minors ask adults to purchase alcohol for them. In the first year, a baseline compliance rate of 92% was established. In the second and third years, however, many more adults were surveyed (i.e., more than 175 each year) in the study. The results revealed that only three adults offered to purchase alcohol for minors in each of these years, yielding a compliance rate of 98%.

## **COMBATING UNDERAGE DRINKING COALITION IN BALTIMORE COUNTY, MARYLAND**

(see [www.baltimorecountymd.gov/Agencies/health/healthservices/substanceabuse/prevention.html](http://www.baltimorecountymd.gov/Agencies/health/healthservices/substanceabuse/prevention.html) or [www.udetc.org/documents/success\\_stories/MD0708.pdf](http://www.udetc.org/documents/success_stories/MD0708.pdf))

- Administered by the Baltimore County Department of Health's Substance Abuse Prevention Services, the coalition is comprised of many partners, including but limited to, juvenile services, local law enforcement, the state's attorney's office, the local liquor board and licensed beverage association, parks and recreations department, and faith-based organizations. It works to provide events, services, information, and education in efforts to reduce the accessibility of alcohol to minors. In one particular example, the coalition began a collaborative enforcement effort to address the commission of nuisance crimes (e.g., excessive noise disturbance, illegal

parking, destruction of property, and public urination) by impaired students both on and off campus of Towson University, the second largest public university in the state with an enrollment of more than 21,000 students. These efforts included:

- Forming a two-man special alcohol enforcement unit to monitor student behavior off campus. Officers worked to increase student and community awareness by patrolling the most problematic areas on weekends and college party nights.
- Instituting university policy to address students' disorderly and disruptive behavior off campus and informing students that the university would take judicial action for inappropriate off-campus behavior.
- Implementing responsible server practices among liquor licensees in the community and increasing penalties tenfold for licensees who repeatedly violated liquor laws.

## **PARENTEMPowered.ORG IN UTAH**

(see [www.parentsempowered.org](http://www.parentsempowered.org))

Led by the Utah Department of Alcohol Beverage Control, this is a media and education campaign to prevent and reduce underage drinking in Utah by providing parents and guardians with information about the harmful effects of alcohol on the developing teen brain, along with proven skills for preventing underage alcohol use. Many state agencies and other organizations are partners in the campaign, including: Attorney General's Office, Department of Health, Department of Public Safety/ Highway Patrol and Highway Safety Office, Division of Substance Abuse and Mental Health, Juvenile Court, State Office of Education, Mothers Against Drunk Driving (M.A.D.D.)/Utah Chapter, Utah Prevention Network, and Utah Substance Abuse and Anti-Violence Coordinating Council. With regard to community corrections' involvement in the campaign, the Utah Juvenile Court works to combat underage drinking among youth offenders who enter the court system on alcohol-related charges or through substance abuse treatment and educational prevention services. In either case, juvenile court workers will have to supervise such offenders during the course of their involvement in the court system. Supervision includes making referrals to treatment programs on behalf of the offenders, as well as ensuring that offenders comply with the conditions set forth by the judge.

# APPENDIX B

## ADDITIONAL INFORMATION ON ADOLESCENT BRAIN DEVELOPMENT



### ALCOHOL AND ADOLESCENT DEVELOPMENT

Adolescence is a period of biological, psychological, and sociological changes. Girls usually achieve physical maturity by their late teens while boys often continue growing even into their early 20s. Recent research also indicates that brain development continues into the mid-20s. In this document, therefore, young people between ages 18 and 21 are included in this description of adolescence, even though they are legally considered adults for some purposes. They still are undergoing developmental changes.

Exhibit 1 depicts the interactive course of adolescent development and illustrates some of the factors that influence youth development. The circular arrows represent the reciprocal nature of each system that surrounds a youth. The individual adolescent is viewed as the center of our consideration and is situated within progressively larger spheres of influence, including the family, environment, and social context. Within each of these spheres are various elements that affect a youth's development. Beginning in the center, a youth's genetic makeup and biological processes, as well as nutrition, are among the individual factors that influence development. Next, the family (or family surrogate) forms the most immediate realm of influence around the individual child. The degree of family accord or conflict affects the youth, as do family values and religious beliefs. Family income affects the housing and neighborhood in which the family is able to live. This environmental context then determines many opportunities and services available to youth, including schools, health care, social welfare, and employment opportunities. Neighborhood and school factors also largely determine peer group associations. Finally, at the outer level, the social context—made up of laws and policies, social structures, and economic conditions—shapes all layers within this sphere. Institutional racism, sexism, classism, and ageism are rooted in the social context and affect the composition of the environment and the opportunities available to families and youth.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

Underage drinking is intertwined with the biological, psychological, and social factors at work during youth development. The use of alcohol and other drugs by individuals under 21 appears to have a greater effect on young people when compared with its effect on adults. Alcohol use among family members, peers, and neighbors also can influence young people to begin drinking at earlier ages. Inherited biological factors interact with environmental influences to determine physical growth and development of adolescents. Genetic makeup determines when glands and hormones trigger the

Exhibit 1

# The Biopsychosocial Process of Adolescent Development

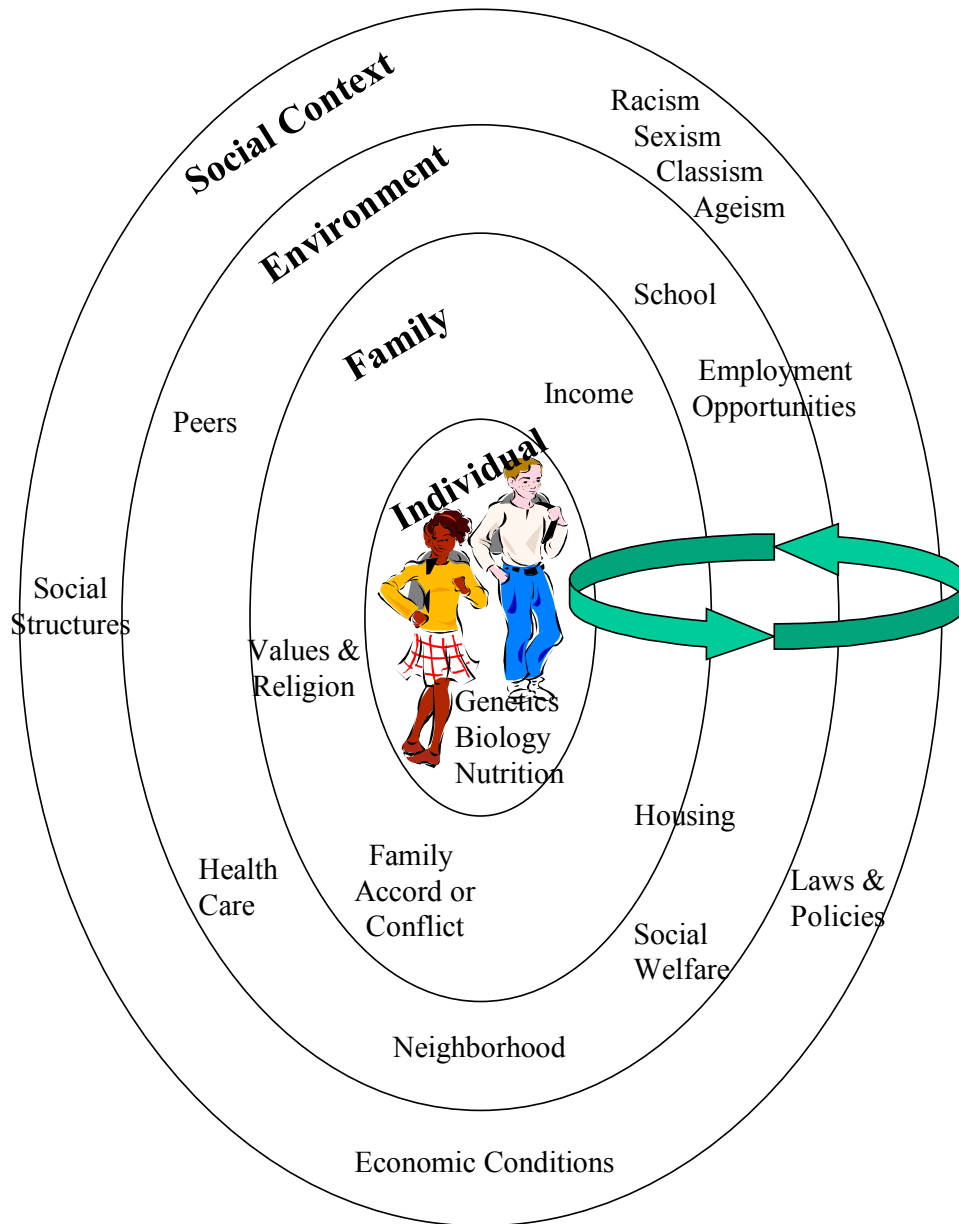
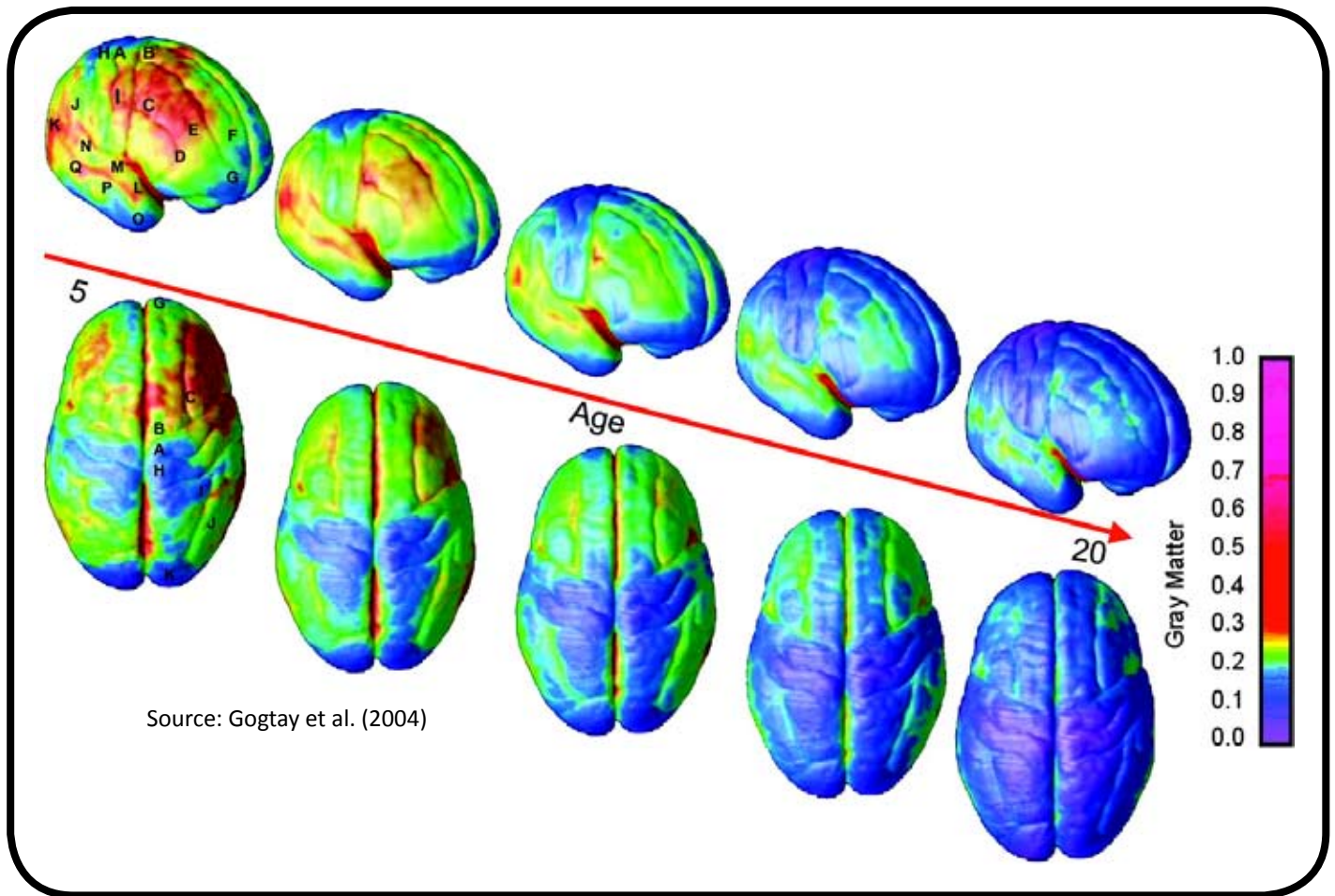




Exhibit 2: Brain Basics



beginning of puberty, but external factors, such as nutrition, stress, and exercise levels, may also affect this internal timing device.

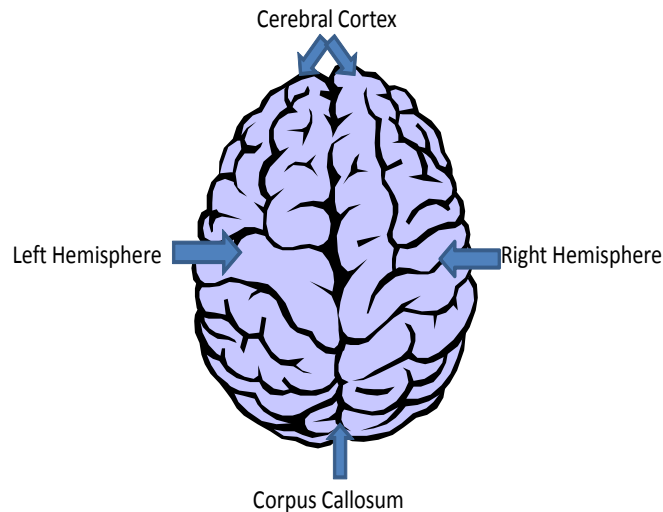
A holistic view of adolescent development, such as that depicted by the ecological model in Exhibit 2, is important. It is important to understand the fundamentals of brain structure and functioning to recognize how alcohol affects the brain and, therefore, adolescent behavior and development. The brain continues to develop during adolescence. Brain structures and development affect the ability of young people to think and reason and their emotional responses to situations. Various factors influence a youth's development and behavior. Those who work with youth must consider this array of factors, implement approaches that encourage positive development, and apply strategies to change inappropriate behavior. Thus, preventing or changing problem behaviors may require interventions at the family, neighborhood, community, and societal levels, in addition to interventions targeted to individuals.

The human brain, which weighs about three pounds, contains more than 10 billion neurons and 100 billion other cells. It is the most complex part of the human body. The brain controls body movements and behavior in, interpret messages from the senses here, and is the seat of intellect (National Institute of Neurological Disorders and Stroke, n.d.; Weinberger, Elvevag, & Giedd, 2005).

Exhibit 3

## Brain Structure

### Cerebrum



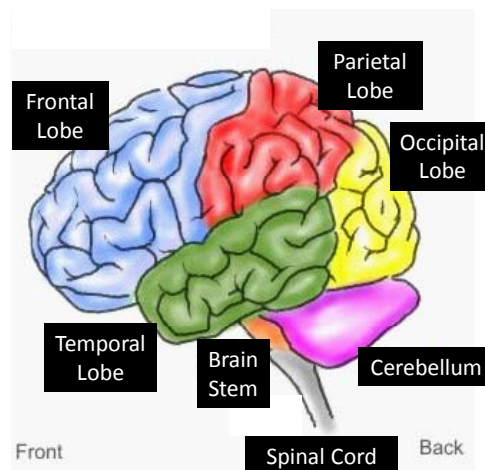
The largest portion of the brain is the cerebrum, which is made up of two cerebral [hemispheres](#) united by the [corpus callosum](#), as shown in Exhibit 3. The cerebral cortex is the outer layer of the cerebrum (see [www.brainexplorer.org](#)). The corpus callosum is a band of nerves that connects the right and left sides of the brain (Van der Meer & Dudink, 1996).

The two hemispheres of the brain serve unique functions. The right hemisphere controls the left side of the body and the left hemisphere controls the right side of the body. The right hemisphere is the seat of creativity, while the left hemisphere controls language and rational and analytical thought (see [www.brainexplorer.org](#); Van der Meer & Dudink, 1996).

Exhibit 4

## Brain Structure

### Regions of the Human Brain



Adapted from image by [Fedak Illustration and Graphics](#)  
Available at <http://www.science.ca/scientists/scientistprofile.php?plD=343>

A side view of the brain, illustrated in Exhibit 4, shows the four lobes of the cerebral cortex:

- The frontal lobe is located behind the forehead and is important in controlling movement and in decision-making. Within the frontal lobe is the prefrontal cortex. This area of the brain specializes in planning complex [cognitive](#) behaviors and in the expression of personality and appropriate social behavior.
- The parietal lobe controls bodily sensations.

- The occipital lobe is positioned toward the back of the head and primarily controls vision.
- The temporal lobe is located near the temples and controls hearing. It also helps us recognize objects and faces.

- The cerebellum is a walnut-shaped structure located at the base of the brain, and is responsible for motor coordination, posture, and maintaining equilibrium (see [www.brainexplorer.org](http://www.brainexplorer.org)).

The four lobes of the brain depicted in Exhibit 4 and the corpus callosum connecting the two hemispheres of the brain are known as the brain's neocortex.

The limbic system of the brain is depicted in Exhibit 5. This system is a series of nerve pathways incorporating structures beneath the corpus callosum and within the temporal lobes of the brain. This system controls mood and emotion, processes and stores recent memories, and controls appetite and emotional responses to food. Specifically, the amygdala controls autonomic, emotional, and sexual behavior, the hippocampus is important in the formation of memories, and the thalamus relays sensory information to the [cerebral cortex](#), among other functions. These pathways form connections with the cerebral cortex and brainstem (see [www.brainexplorer.org](http://www.brainexplorer.org)).

The basic functional unit of the brain is a neuron shown in Exhibit 6 (next page). Neurons receive, process, and transmit information through their highly specialized structure. Sensations, movements, thoughts, memories, and feelings result from signals that pass through neurons. The soma is the cell body that contains the nucleus where molecules needed for the neuron to survive and function are manufactured. Neurons have two types of projections. Most [neurons](#) have many dendrites, which typically are short and have many branches. Dendrites receive information and communicate with the receptors of other cells as they release chemical neurotransmitters that link to the axons of other cells to carry nerve impulses. These chemical messages are converted to electrical currents and carried from the dendrites through the cell body and down the axon to another cell. Axons are long, thread-like parts of the nerve cell that extend from the cell body. Axons are covered by myelin, a soft, white material that insulates the axons. This substance helps nerve signals travel faster and farther. A synapse is a tiny gap between neurons. When a signal reaches the end of the axon, it stimulates the release of chemical neurotransmitters that cross this synapse and attach to receptors on another cell. A message may continue to be passed in this fashion from one cell to the next (see [www.brainexplorer.org](http://www.brainexplorer.org); National Institute on Drug Abuse, n.d.; National Institute of Neurological Disorders and Stroke, n.d.).

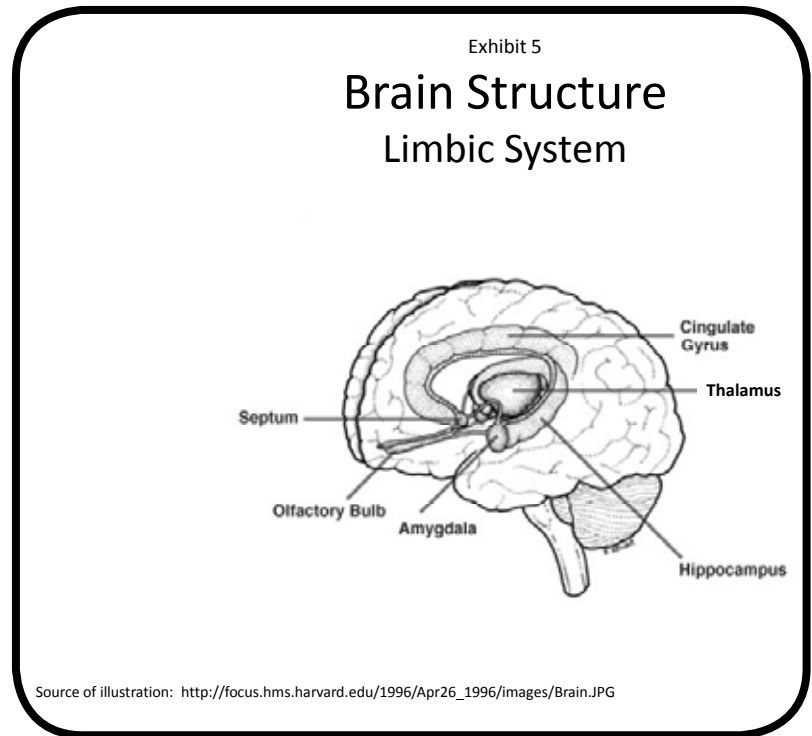
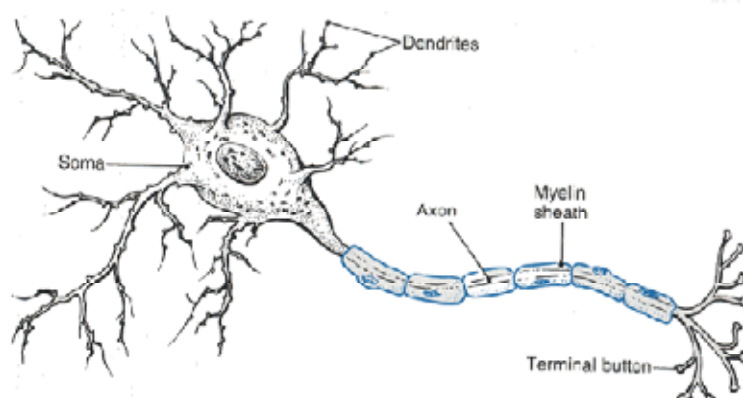




Exhibit 6

## Brain Structure Neurons



Source: [http://www.mindcreators.com/Images/NB\\_Neuron.gif](http://www.mindcreators.com/Images/NB_Neuron.gif)

To understand this neurotransmission process, imagine a busy municipal transportation center. This transportation center constantly receives passengers, baggage, information, parcels, and other items by plane, trains, busses, personal vehicles, telephones, and radio transmissions. These passengers, information, and other items move through the transportation center via roadways, walkways, train tracks, escalators, elevators, telephone and electrical lines, and other mechanisms and then are dispatched to

other destinations. Depending on the purpose and final destination of a passenger or other item traveling through the transportation center, various routes and conveyances are used. To work as efficiently as possible, the transportation center installs many aids such as signs, announcements, driving regulations, and methods of keeping roads, tracks, and sidewalks clear. This keeps passengers and other items moving as quickly as possible. If something happens to slow down or disrupt the movement of passengers and other items (e.g., bad weather, a security breach, downed power lines, computer failures, or equipment malfunctions), the progress of passengers and other items moving through the transportation center may be slowed significantly or come to a complete halt. Alternate pathways and transmission methods may be needed to adapt to slowed or disrupted passages.

## ADOLESCENT BRAIN DEVELOPMENT

Scientists once thought that human brains reached their maximum growth in childhood, but new methods of viewing the brain and recent research indicate that brain development continues at least into early adulthood. At the beginning of adolescence, the brain is only about 80% developed (Ruder, 2008). During adolescence, the brain undergoes its final stages of maturation, and this development continues until about age 25 (Coalition for Juvenile Justice, 2006). There are several ways the structure and function of the brain change throughout adolescence and young adulthood. These changes are important to consider for a better understanding of both the cognitive development of youth and the effects of alcohol use for this population.

The progression of development of the various lobes of the brain advances from back to front. Thus, the frontal lobe containing the prefrontal cortex, which controls reasoning, advanced thought, and impulses, is the last area of the brain to mature (Coalition for Juvenile Justice, 2006; Ruder, 2008).

Various changes that occur in the brain during adolescence include (ACT for Youth, 2002; Coalition for Juvenile Justice, 2006; Spinks, 2002):

- Significant restructuring of the frontal lobe.
- The corpus callosum, the seat of intelligence, consciousness, and self-awareness doesn't reach full maturity until after age 20.
- The parietal lobes that integrate auditory, visual, and tactile signals remain immature until about age 16.
- The temporal lobes, where emotional maturity develops, are still evolving after age 16.
- Changes in the brain's neurotransmitters occur during adolescence. For example, dopamine, which influences memory, concentration, problem-solving, and other mental functions, is not yet at its most effective level in adolescence.

The restructuring of the frontal lobe that occurs during adolescence and affects the cognitive abilities of youth includes:

- Death of a series of cells.
- Breaking of synaptic connections.
- Creation of new synaptic connections.
- Completion of myelination in the prefrontal lobe.

Typically, some brain cells die during childhood and adolescence. When this occurs, it changes the pattern of brain circuitry. In other cases, brain cells do not die, but they become disconnected from adjacent cells by the pruning of connections between cells (synapses). Thus, some messages can no longer travel the same paths they did previously, and functions may change. As the adolescent brain matures, new synaptic connections are forged and old ones are eliminated. The formation of these new connections and reduction of old ones may be influenced by genetic factors, experiences and behavior, or chemicals. Connections among brain neurons that are not used may wither away, while those that are used remain. That makes adolescent activities especially important, as this is the period when new connections are being formed. It also makes the brain especially vulnerable to the effects of alcohol and other substances during adolescence that may interfere with the formation of these new connections.

The dendrites at the end of neurons also may increase their number of branches, which increases the potential for greater numbers of connections and increasingly complex brain networks. Several

different neurons might be connected by the passage of messages from the dendrites of multiple cells to the axon of the same cell. This growth and pruning process strengthens the most often used connections in the brain and eliminates the clutter of unused connections, thus making the brain more efficient. Such a restructuring process of neuronal networks results in changes to the brain's systems and processes from a more generalized, immature organization to a more specific organization in the mature brain (ACT for Youth, 2002; Newton, 1995; Spinks, 2002; Weinberger et al., 2005).

Myelination involves sheathing the axons of neurons with soft, white, fatty protein insulation. Increased myelin helps to strengthen and stabilize signals and to move them along the axons of neurons at a faster pace. The increased production of myelin continues during adolescence and is particularly prominent in the prefrontal cortex and temporal and parietal areas (Giedd, 2004; Weinberger et al., 2005). These parts of the brain carry out many of the executive functions of the brain such as planning, verbal fluency, attention, and regulation of behavior (Newton, 1995).

Cognitive processes such as controlling impulses, planning, and making decisions are important aspects of mature thinking. Controlling impulses requires complex functions such as the ability to pay attention, plan, reason, and imagine future consequences. These functions require temporary mental workspace (working memory) in the frontal lobes of the brain. Mature thinking requires the ability to consider possible alternatives and results of various behaviors, to plan the sequential strategy of one's actions, and to weigh the possible risks and benefits of particular choices. All the parts of a plan or decision must be kept in mind at the same time, requiring working memory. Since the frontal lobes and neuronal networks are still developing in adolescents, sufficient temporary workspace or working memory is not available. This often makes it difficult for youth to control impulses, make and carry out plans, and make good judgments (Weinberger et al., 2005).

The amygdala, an almond-shaped structure in the limbic system, becomes more active during adolescence than during other life stages. The amygdala has many functions, including to control arousal (e.g., sexual behavior), autonomic responses associated with fear (e.g., faster heart rate, sweating, faster breathing), emotional responses (e.g., "fight or flight" reaction), and hormonal secretions. Increased levels of testosterone at puberty swell the amygdala in both sexes, but especially in boys. This may account for the rise in aggressiveness and irritability during adolescence. The hippocampus that helps with emotional memories and social relationships, on the other hand, is larger in girls. Scientists believe that while the prefrontal cortex is still under construction during adolescence—developing the capacity to control impulses, plan, and make decisions—teenagers' behavior may be more likely to consist of emotional instead of reasoned responses (Brownlee, Hotinski, Pailthorp, Ragan, & Wong, 1999). Impulsiveness, thrill-seeking, anger, fear, and depression are some of the responses that may be influenced by the amygdala and hippocampus.

Neurotransmitters are chemicals that are stored in tiny sacs at the end of the axon projections of each neuron. When a message or signal reaches the end of the axon, these neurotransmitters are released into the synapse between the neuron and adjoining cells. These chemicals find receptors on the dendrites of receiving cells that are specifically designed to receive that type of chemical. Through this process, messages are passed from one cell to the next.

Different types of neurotransmitters regulate various functions, such as thinking, feeling, reacting, breathing, and digesting. Diverse types of cells secrete specific neurotransmitters. These brain chemicals work in specific brain locations. Although more than 60 types of neurotransmitters have been identified, some of the most important ones are:

- Dopamine, which influences memory, concentration, problem-solving, and other mental functions.
- Serotonin, which stabilizes moods and anxiety.
- Acetylcholine, which is related to attention, learning and memory.
- Noradrenaline, which elevates mood.
- Endorphins, which reduce stress and promote calm.

The levels of some neurotransmitters have been found to be lower in adolescents and thus do not provide the same level of control in the adolescent brain as they do for adults. For example, the release of dopamine produces pleasurable feelings. When an action is taken that satisfies a basic need or desire, dopamine is released and individuals experience feelings of pleasure. Decreased levels of dopamine may result in teenagers being more likely to seek thrills to achieve a desired reward level. Levels of serotonin also may decline temporarily in adolescents, providing less stable moods and more impulsive behavior (Brownlee et al., 1999)

As the brain matures, these changes in structures and functions allow it to work faster and more efficiently. Information can be transferred from one part of the brain to another with greater speed, which improves reaction time (Bonnie & O'Connell, 2004). Healthy brain maturation involves a shift from concrete to abstract thinking abilities. This transition is gradual and may vary from one context to another (Berk, 1996). Paying attention, verbal fluency, self-talk, goal-setting, regulating behavior, motor sequencing, and complex planning are skills that adolescents develop as the prefrontal lobe of their brains mature. Adolescents become more capable of self-monitoring, self-inhibition, goal-directed behavior, delayed gratification, and sustained activity. With cognitive development, youth gradually change from emotional responses to a cognitive anticipatory control system for their behavior—their ability to think ahead and recognize possible consequences of their behavior improves. They are able to think more logically. The maturing adolescent is able to think about a situation and respond to it based on a thoughtful analysis and recognition of the potential consequences of his or her behavior. Increased cognitive maturity also allows youth to observe phenomena and discover theories or rules to explain how events take place (Newton, 1995). Individuals who experience problems with the development of abstract thinking abilities also may encounter problems with social, emotional, and other aspects of their development. Youth whose cognitive abilities remain primarily at the concrete end of the continuum may have diminished abilities to think ahead, make good judgments, reason adequately, solve problems, and enjoy mental flexibility. It is important, therefore, to help youth develop more abstract cognitive thinking abilities.

**Judicial and Probation Outreach Project Closeout Report**  
**Grant # 2007-AH-FX-K003**  
**Appendix C**

**Adolescent Behavior**

[Underage Drinking Research Initiative \(NIAAA\)](#)

[Understanding Teen Drinking Cultures in America \(George Mason University\)](#)

[Why Do Adolescents Drink, What Are the Risks, and How Can Underage Drinking Be Prevented? \(NIAAA\)](#)

**Adolescent Development**

[Age of Drinking Onset and Injuries, Motor Vehicle Crashes, and Physical Fights After Drinking and When Not Drinking](#)

Alcoholism: Clinical and Experimental Research, Volume 33 Issue 5, Pages 783 - 790. Published Online: 6 Mar 2009, Hingson, Edwards, Heeren, and Rosenbloom

Earlier age of drinking onset has been associated with greater odds of involvement in motor vehicle crashes, unintentional injuries, and physical fights after drinking. This study explores whether early drinkers take more risks even when sober by comparing potential associations between age of drinking onset and these outcomes after drinking relative to when respondents have not been drinking.

[Binge Drinking May Hamper Information Relay System in Teen Brain](#)

Alcoholism: Clinical and Experimental Research, 2009

A study of adolescent binge drinkers has found that even relatively infrequent exposure to large amounts of alcohol during the teen years may compromise the integrity of the brain's white matter, which is critical for the efficient relay of information within the brain.

[How multiple childhood maltreatments lead to greater adolescent binge drinking \(Boston University\)](#)

[Is the physical availability of alcohol and illicit drugs related to neighborhood rates of child maltreatment? \(Child Abuse and Neglect\)](#)

Child Abuse and Neglect, vol. 29, issue 9, pgs. 1049-1060 (2005) Freisthler, B.; Needell, B.; and Gruenewald, P.J.

This study found that higher concentration of bars ( $B = 6.66, p < .05$ ) and higher numbers of incidents of drug possession ( $B = .53, p < .001$ ) were positively related to rates of child maltreatment in neighborhoods when controlling for neighborhood demographic characteristics. Thus, areas with more bars and drug possession incidents per 1000 population have higher rates of child maltreatment.

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[Protecting you/protecting me: effects of an alcohol prevention and vehicle safety program on elementary students \(Journal of School Health\)](#)

Journal of School Health, vol. 75, issue 5, pgs. 171-177 (2005) Bell, M.L.; Kelley-Baker, T.; Rider, R.; and Ringwalt, C.

This paper describes an evaluation of Protecting You/Protecting Me (PY/PM), a classroom-based, alcohol-use prevention and vehicle safety program for elementary students in first through fifth grades developed by Mothers Against Drunk Driving. PY/PM lessons and activities focus on teaching children about (1) their brains (why their brain is important, how their brain continues to develop throughout childhood and adolescence, what alcohol does to the developing brain, and why it is important to protect their brain); (2) vehicle safety (what to do to protect themselves should they ever ride with an impaired driver); and (3) life skills (decision making, stress management, and media literacy).

### **Data and Statistics**

[Quick Stats on Underage Drinking \(CDC\)](#)

[Societal Costs of Underage Drinking](#)

### **Legal**

[A Model for Judicial Leadership](#)

[Effect of 14 Underage Drinking Laws on Youthful Deaths National Institute on Alcohol Abuse and Alcoholism \(NIAAA\)](#)

National Institute on Alcohol Abuse and Alcoholism (NIAAA) (4/12/2005 - 3/31/2008), Fell, J Perhaps no alcohol safety measure has attracted more research and public attention or shown more consistent evidence for its effectiveness than the federal minimum legal drinking age 21 (MLDA 21) law in the United States. The proposed study will make use of the NIAAA Alcohol Policy Information System (APIS) data set and will augment that information with data from the National Liquor Law Enforcement Association (NLLEA), the National Transportation Safety Board (NTSB the Insurance Institute for Highway Safety (IIHS), and other sources that provide information on 14 underage drinking laws and regulations (e.g. possession, consumption, purchase, furnishing, age of servers, etc.) to construct a measure of the relative strength of each state's overall control program for underage drinking.

[Evaluation of Alcohol Factors in Custodian Arrests - Wyoming 2007](#)

[Juvenile Probation Officers Call for a New Response – to Teen Drug and Alcohol Use and Dependency](#)

[Legal Barriers to Alcohol Screening in Emergency Departments and Trauma Centers \(NIAAA\)](#)



# Case Studies from the Judicial-Probation Outreach Project

March 2009 to March 2011



**T**he Judicial Probation Outreach Project is a program of the Pacific Institute for Research and Evaluation and is supported by Grant No. 2007-AH-FX-K003 awarded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP is a component of the Office of Justice Programs. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the United States Department of Justice.

## RHODE ISLAND FAMILY COURT IMPLEMENTS ALCOHOL CALENDAR



Chief Judge  
Jeremiah S. Jeremiah

Tragedy has a way of advancing public policy agendas rapidly and in 2007 the Town of Barrington, Rhode Island experienced their second tragedy in as many years when 17 year old Jon Converse died and three others were injured in a crash in which the underage driver was charged with driving under the influence.

This heartbreaking death was the last straw for Judge Jeremiah S. Jeremiah Jr., Chief Judge of the Rhode Island Family Court. In light of this tragedy and other high profile incidents involving juveniles and alcohol abuse, Judge Jeremiah used the power of the Court to bring about a diverse approach to the complex problems related to underage alcohol use in Rhode Island. With a full appreciation of the power of the bench, Judge Jeremiah convened local and state partners to construct a statewide response to the increasing incidents of high-risk behaviors. The result would be the development of an alcohol calendar with which the Court could employ a state-wide/system-wide response to the problem. .

Judge Jeremiah's plan to address the mounting problems needed a strong evaluation component at intake and the introduction of a high level of prevention, intervention strategies and resources to concentrate on the problem of juvenile alcohol abuse. While Rhode Island operates a unified court system there was no centralized process in place for law enforcement to address criteria for alcohol referrals and no system that could verify if a juvenile had been arrested in another judicial district.

Judge Jeremiah established a centralized process and record system that allows police across the state to check on the offender's history and determine whether the juvenile is a candidate for diversion or should be processed in a more traditional fashion. The approach blended the need for centralized records while still allowing local communities to retain discretion for referrals to the alcohol calendar

During the assessment phase, the court took an inventory of local substance abuse providers and cataloged what type of specialized treatment would be available to juvenile on the alcohol calendar. It was important for specialized providers that would be part of the program to be aware of the reporting requirements used by the Court. The Court took advantage of the expertise found at Rhode Island's Brown University and formed a partnership with the Brown University Center for Alcohol and Addiction Studies. This partnership has expanded the opportunity for alcohol intervention beyond the offending juvenile alone to include the family of the juvenile and their home environment producing a more comprehensive result.

As with many specialty court strategies Chief Jeremiah made participation in the alcohol calendar program voluntary and the youth must adhere to a list of conditions imposed as part of participation in the program including alcohol screens to ensure compliance with the program conditions. Supervision of the conditions is by trained court personnel rather than probation services. Rhode Island's unified court system has allowed the alcohol calendar to function in



such a way as to allow the juvenile to efficiently move within the system to receive evaluations, counseling, specialized treatment and supervision under the direction of a single court.

Juveniles who participate in the 3-month long alcohol calendar program are expected to complete all three of the specialized programs that make up the courts case management program. These programs include the Reducing Youthful Dangerous Driving Program (RYDD), the Teen Alcohol Prevention Program (TAPP) and participants have the option to involve themselves in the Special Community Out-Reach Education (SCORE) run by the Rhode Island Department of Corrections, which provides a reflective overview of how certain actions can lead to incarceration.

Judge Jeremiah's vision has become reality in Rhode Island as he continues to engage the public on the topic of underage alcohol abuse and power of the Family Court as a catalyst for change. For more information on the Rhode Island Family Court's Alcohol Calendar Project, please contact Aidan Moore, PIRE/OJJDP Judicial Project Program Director at 603-369-1766 or at [amoore@pire.org](mailto:amoore@pire.org).

*Special thanks to now retired Judge Jeremiah S. Jeremiah Jr. and Mr. Kevin P. Richard, Director of Juvenile Services/Specialty Courts for the Rhode Island Family Court in the preparation of this overview.*

**Please visit our project website to read more about this case and to listen to the companion program materials. [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp)**



## **Clackamas County Juvenile Department's Use of Diversion Programs and Specialty Courts to Effectively Address Underage Drinking Offenses in Oregon**

Like many communities, underage drinking in Clackamas County, Oregon, had often been viewed as a harmless “rite of passage.” Law enforcement tended to pour out alcohol that was found in possession of underage youths. Those youths who were cited for more egregious alcohol-related offenses, other than “mere” possession and consumption, were processed in a regular circuit court setting. Criminal Justice System (CJS) professionals soon realized that underage drinking behaviors were quickly changing, alcohol-related crimes by youth were on the rise, and a “one-size-fits-all” court approach to address this multifaceted issue was not effective.

In 1995, a new program for Minor in Possession (MIP) of Alcohol was developed by the Clackamas County Juvenile Department to more effectively address first-time MIP violations through diversion and/or specialty court approaches.<sup>1</sup> The philosophy of the program is to ensure that youth are held accountable for their actions, that their treatment needs are assessed, and that their risk to the community is addressed.

The approach is intended to provide a balanced, consistent, and commonsense method for dealing with the youth and his/her referral. This is accomplished by requiring standards of treatment and consequences for all referral levels. These standards are equally applied to all cases that indicate sufficient grounds to proceed in court.

The following is an overview of how various youth alcohol-related offenses are handled by the Clackamas County Juvenile Department to more effectively address the offense and reduce recidivism rates.

1) ***First-time MIP offenders*** are referred to a Clackamas County Juvenile Department Diversion Specialist who reviews the case, conducts an alcohol-risk assessment, determines whether the youth may be eligible for diversion, and informs the youth and family of potential consequences for the youth's behavior. The youth is then provided with an opportunity to decide whether he/she wants to participate in a Diversion Panel or wants to contest the MIP charge.

a. If eligible for diversion, a Diversion Panel reviews the case (within a month of the referral) and a Formal Accountability Agreement (FAA) is established with the youth and family. Once in the program, conditions of the FAA include, at a 2 minimum, a drug-and-alcohol evaluation, participation in a Driving Under the Influence of Intoxicants (DUII) Victim's Panel (required by all youth aged 13 years and older); an abstinence clause requiring the youth to remain “clean and sober” while participating in the program; weekly contact with a Diversion Specialist for at least 8 weeks; submission to random urinalysis upon request; community service; and at the discretion of the Diversion Specialist, the youth's attendance at education classes and parent sessions that outline parental rights and responsibilities and possible liabilities for their child's use of chemicals.

The diversion program also provides youth and parents/guardians with information about what to expect should another alcohol-related violation occur.

b. If a Diversion Panel is unavailable, the youth is referred to a Juvenile Department Counselor where a formal accountability agreement is offered and a chemical dependency assessment is administered. If the youth does not accept the offer, then the case could be taken to court.

2) **Second-time MIP offenders** appear in MIP Court where their case is heard by a MIP judge. Sanctions may range from a suspended /restricted driver's license and right to apply for a license for up to one year, to a chemical dependency assessment, random urinalysis testing (UA), assessment talk classes (education), community service work, formal probation, and frequent check-ins with the Juvenile Department. According to Judge Warren Oster, "the biggest deterrent for youth[s] is the potential of losing their driver's license or ability to get a license for up to a year."

3) **Repeat MIP offenders (i.e., more than two violations)**, are referred to a Juvenile Court where the youth can receive increased sanctions that could include a fine. The MIP Diversion Specialist provides the court with a brief summary about each youth, which may also include recommendations to the court.

4) **Youth Impaired-Driving** cases are now handled by the Juvenile Court and, in most instances, are referred to a DUII Diversion Program that was launched in 2005. Court conditions of release include supervision by an assigned Juvenile Counselor, urinalysis testing, treatment services specifically designed for adolescents, participation in a DUII Impact Panel (otherwise known as a Victim's Impact Panel), active family involvement, and numerous resources to support successful completion of the program. If a youth is not diversion eligible or the youth has his/her diversion revoked, then he/she is placed on formal probation. If a youth successfully completes the diversion program, the petition is dismissed, but the DUII stays on his/her juvenile record for 10 years from the date the file is closed. This allows the Juvenile Department to track youth recidivism post-diversion. If a youth gets another DUII within 10 years, he/she will not be eligible for diversion again until 10 years later. Early evaluation findings show 3 to 5 percent recidivism rates for new youth DUIIs.

5) **Drug Court Program** involvement does not necessarily mean that the youth has had a previous substance abuse offense, but it is a program for youth with substance abuse issues and a history of delinquency. The drug court is housed within the Clackamas County Juvenile Department and is a collaborative community effort to reduce criminal recidivism, reduce or eliminate substance abuse, increase the clients' success in obtaining their personal goals, and increase the ability of the family to be effective problem solvers.

Youth who have entered the drug court program report their primary drug of choice as being marijuana (65%), alcohol (13%), meth (12%), cocaine (3%), opiates (2%), and heroin (1%). The most common drugs of abuse by youth in drug court are alcohol and marijuana, however; the percentage of youth who report having used or abused alcohol, or both, prior to drug court is 95 to 100 percent. In addition, youth in the program often abuse alcohol even though it is not their

drug of choice because it is harder to detect in urinalysis testing than marijuana. According to Jay Arzadon, Juvenile Drug Court Coordinator, “a young person does not begin his/her career as a substance abuser by starting with meth use. It starts with alcohol, much more so than marijuana or inhalants.”

The unique diversion and specialty court options available in Clackamas County for youthful alcohol offenders is not only tailored to address the various levels of alcohol-related violations from less serious to more serious offenses, but also provides important assessment and treatment services to address potential substance abuse issues *early* in the substance abuse continuum. Ultimately, the diversion and specialty court options contribute to healthier and safer community environments through reduced recidivism rates. In the last year alone, MIP referrals were down 12 percent, and DUII referrals were down 30 percent.

For more information about the Clackamas County Juvenile Department Diversion Programs and Specialty Court approaches to addressing underage drinking-related cases, visit their Web site at [www.clackamas.us/juvenile](http://www.clackamas.us/juvenile) or contact Judge Warren Oster at 503-655-8342 extension 7127, or via email at [WarrenOs@co.clackamas.or.us](mailto:WarrenOs@co.clackamas.or.us).

*Special thanks to Judge Warren Oster, Allison Butterfield, and other members of the Clackamas County Juvenile Department in the preparation of this overview.*

**Please visit our project website to read more about this case and to listen to the companion program materials. [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp)**



## **Engagement of the Criminal Justice System: The Zero Adult Provider Project Focusing on Social Providers**

Minnesota's Enforcing Underage Drinking Laws (EUDL) program has a strong focus on reducing underage access to alcohol and creating environmental change. Since EUDL began, Minnesota has funded work to increase compliance checks, provided responsible beverage service training and promoted youth and coalition involvement in underage drinking prevention. Minnesota's challenge was identifying successful strategies to reduce social access to alcohol such as youth getting alcohol at parties or from other non-licensed providers. In 2003, Minnesota's EUDL program decided to expand its support of the Zero Adult Providers (ZAP) model that had begun in 1999 as a local effort in St. Paul. They now provide mini-grants and technical assistance to counties across the state to implement this program. To date, 17 of 87 counties have undertaken ZAP with an average 253 percent increase in illegal provider arrests in the first year of the project.

### **What is ZAP? "It Starts Before the Door Knock"**

ZAP started as a partnership among the St. Paul Police Department, City Attorney and the Ramsey County District Court, including probation services. Sgt Jim Ramstad explains how ZAP improved law enforcement tactics in responding to underage drinking parties. "In most communities, responding to a party starts with a door knock. In St. Paul we'd knock on the door and tell them to turn down the music and stopping bothering neighbors." Under ZAP we changed our mindset", Ramstad continues. "Once we agreed that an underage drinking party is a crime scene, every officer knew exactly how to handle it." Eventually city leaders in St. Paul began to connect the dots between underage drinking parties and the myriad of problems that can result from what sometimes is viewed as "just a nuisance."

When implementing ZAP, officers surveil a party scene to determine how many officers are needed. They call in additional on-duty and off-duty officers as needed. Only once they have enough people to control the scene do they approach. Officers also know that finding the source of alcohol is the priority. They gather evidence, interview people at the party, identify suspects and go through the routine investigative steps of handling a crime scene. They have overcome the misperception among many officers that identifying providers is nearly impossible.

### **Enforcement is More Than Cops**

Another critical aspect of ZAP is the involvement of prosecutors, judges and probation. "Many communities feel stuck. Until everyone is in the same room, it's easy to point the finger elsewhere and say 'If only judges would...' 'If only probation would...'" We get everyone on board from the start," said Sheila Nesbitt, ZAP community organizer at the Minnesota Institute of Public Health, who works with communities across the state.

Judges play an important role by sending the message that they'll take illegal provider cases seriously. Judges have also changed the standard sanctions against underage consumption to provide chemical use pre-assessments. Chisago County has found over six years of ZAP nearly

one-third of underage consumers need further assessment or treatment. The late Judge Douglas Swenson often stated that identifying and helping youth who need chemical dependency services is one of the main successes of ZAP.

Judge Donna Dixon of Roseau County is known for insisting that youth appearing in her courtroom divulge the source of their alcohol. If they refuse, she will hold them in contempt of court. Word spread like wildfire and now youth more frequently and easily provide information on their source. Experience has shown that when judges take underage drinking and provision of alcohol seriously, it changes expectations and behaviors in communities very quickly. Court Services and probation have also been strong partners in several ZAP communities. In most communities they are responsible for administering the chemical use pre-assessments and supervising community service and other conditions of probation. They also have the best insight about what sanctions are effective with providers and underage drinkers. In some communities courts have worked with youthful clients to give law enforcement information about upcoming parties, which, in turn, counts toward their community service hours.

### **ZAP in action**

In August 2006, law enforcement officers in Freeborn County, MN, responded to a report of a possible burglary. A neighbor had been asked to watch a home while the family was out of town. Late on a Friday night, he saw several men climb a fence and enter the property. Law enforcement approached the home. They saw movement at a window. Officers entered the house with weapons drawn prepared for a burglary in progress. What they found instead were four 20-year-olds having an underage drinking party.

“Those kids had no idea how serious the situation was. Anytime we approach a scene with guns drawn, the stakes are pretty high,” said the late Lt. Phil Bartusek of the Albert Lea Police Department. “Not to mention the inherent danger of the party itself, the risks to themselves and the property were significant.”

The youth were cited for underage drinking. Because of ZAP, the story didn’t end there. Law enforcement was prepared to investigate the source of alcohol. Prosecutors and judges had also made illegal provider cases a priority for the court system. In the first year of their project, Freeborn County achieved a 500 percent increase in charges against the illegal providers of alcohol.

When Albert Lea officers found those four underage youth drinking, they began an investigation into the source of the alcohol. At first, the youth wouldn’t provide any information. Freeborn County officers kept at it. They questioned the youth individually. They reminded the men of the seriousness of a fourth-degree burglary charge. One by one they each provided detailed information about the 22-year old that purchased the alcohol for them. The next day, the alleged provider was interviewed at the police station. He gave a full confession and was charged with a gross misdemeanor for providing alcohol to a minor.

Because of the partnership with prosecutors, officers know what is needed to form a solid case. They also know that judges will take this provider case seriously. If found guilty, the provider will likely serve 30 days in jail with an additional 180 to 360 day suspended sentence. He will

pay a fine close to \$1000 and will be on probation for one to two years.

ZAP projects participate in evaluation to provide useful information that will likely lead to future project improvements. Evaluation findings may be viewed in the ZAP Project Highlights document that may be found on the Minnesota Institute of Public Health website.

**For more information**

*More information on ZAP, including downloadable materials, is available on the Minnesota Institute of Public Health website at <http://www.miph.org/projects/eudl/zap> or contact Sheila Nesbitt at [snesbitt@miph.org](mailto:snesbitt@miph.org) or 800-782-1878 x128.*

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**Community Assessment Team (CAT)  
San Diego County (California)**



**How do courts and diversion/probation programs work with youth and young adults charged with underage drinking offenses? Are the interventions assigned by the court and/or diversion or probation worker appropriate for tackling this often multi-faceted problem?**

Courts, diversion, and probation programs across the nation employ different strategies in working with youth and young adults charged with underage drinking and related offenses. However, no matter the diversity in strategies used, almost all practitioners agree that effective interventions begin with good assessment practices. Reliable and validated assessment practices support effective case management of the underage drinker, regardless of the charged offense. Accurate assessments of the offender's alcohol use, risk level, and need for services provide objective information that can be used to target interventions and allow for better resource allocation in difficult economic times. In addition, by targeting identified needs with the right resources, courts and diversion/probation programs have the potential to redirect a youth from a negative path onto a positive life path. The Community Assessment Team (CAT) in San Diego, California offers an example of how screening and assessment practices have been implemented within a diversion program to better target interventions to young offenders and their families.

The Community Assessment Team (CAT) is a multi-agency intervention and prevention program encompassing the greater San Diego County area. CAT is designed for families with age appropriate youth (between 5 and 18 years old) who are either at risk of entering or at risk of progressing into the juvenile justice system. The process focuses on the unique strengths and needs of individual youths and teaches families how to access and receive services in the community in a timely fashion. The CAT program is composed of teams that include family support workers (case managers), alcohol and drug specialists, parent educators, therapists, probation officers, teachers, and other professionals linked to services in San Diego County. The teams provide assessments, prevention and intervention counseling, and referral services to at-risk youth and their families.

The CAT program receives referrals from various sources including probation, the courts, law enforcement, schools, community-based agencies and self-referrals. Youth referred on formal charges/citations are most commonly charged with status or misdemeanor offenses such as curfew violations, truancy, petty theft, possession of a controlled substance, vandalism, battery, and prostitution. Although the program does not get many youth referred solely for underage drinking offenses (e.g., minor in possession of alcohol, underage consumption of alcohol), it is not uncommon to discover that youth referred for other offenses were under the influence of alcohol or drugs at the time of the offense.

When a referral is received, a risk and needs assessment is conducted on the youth and his/her family using the San Diego County Probation Department's Risk and Resiliency Checkup instrument. In addition, the youth and family are screened for alcohol and other drug problems, and a substance abuse assessment is conducted by an Alcohol and Other Drug Specialist. The



information gleaned from the assessment process is then used to determine the most appropriate level and type of services needed, and to design a case plan with the ultimate goal of assisting the youth and family to address the factors that led to the offense/issue that brought them into the CAT program.

The San Diego County Probation Department contracts with five community-based organizations that provide services to five regions within the county (North Inland, North Coastal, South, Central, and East). The services available through these organizations are capable of addressing most of the identified needs of the youth and families that are referred to the program. Through the use of good assessment strategies, youth and families receive referrals for interventions and services based on their individually identified needs rather than solely on the type of offense or behavior initiating the referral.

*For more information on the Community Assessment Teams used in San Diego County, contact Secorra Getty via email at [Secorra.Getty@sdcounty.ca.gov](mailto:Secorra.Getty@sdcounty.ca.gov).*

### **Additional Resources**

If you are looking for information on various assessment tools (e.g., recidivism risk, substance abuse, etc.), the Council of State Governments Reentry Policy Council has developed a website that provides an overview of various assessment instruments and includes information and links for additional information.

You can access this resource at the following link:

<http://tools.reentrypolicy.org/assessments/chart>

For more information on the San Diego Risk and Resiliency Checkup Instrument, contact Secorra Getty via email at [Secorra.Getty@sdcounty.ca.gov](mailto:Secorra.Getty@sdcounty.ca.gov).

To read an evaluation on the CAT program, go to

[http://www.sandag.org/uploads/publicationid/publicationid\\_1406\\_8965.pdf](http://www.sandag.org/uploads/publicationid/publicationid_1406_8965.pdf).

The review of the program begins on page 13 .

### **Acknowledgements**

*A special thanks to the American Probation and Parole Association (APPA) team for authoring this case study; and special thanks to retired Judge Linda Chezem for her review and feedback contributions.*

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## Utah's Strategy to Address Underage Drinking

The Utah Juvenile Court receives more than 43,000 referrals each year, with alcohol-related offenses the second most frequently referred to the court. Most of these referrals (90%) are for alcohol possession and consumption. Before implementation of Utah's risk assessment and case management process, youths were handled in a myriad of ways. For example, many received a citation requiring the payment of a fine, some were ordered to perform community service work, and others were put on probation. The consequences for each youth were determined by a subjective analysis of his or her prior history (if any), a Sentencing Guidelines matrix, and the probation officer's best professional appraisal.

Today, each youth referred to Utah's Juvenile Court has an actuarial prescreen risk and needs assessment completed by a probation officer. If the youth scores moderate or high risk, the Protective and Risk Assessment tool is administered. The assessment contains 91 questions and identifies the youth's level of risk, level of need, and protective factors across 10 domains. Nearly half (48%) of the youths referred for alcohol-related offenses are low risk; however, 31 percent are moderate risk and 21 percent are high risk. Based on the assessment results, the probation officer now has a much better idea of what recommendations to make to the court if the case is petitioned. The officer also has some discretion to handle the case non judicially for first-time offenders who commit minor offenses. A nonjudicial agreement often involves the payment of a fee and can include performing community service hours, attending an alcohol education program, or going to counseling.

In 2008, 42 percent of the alcohol referrals were handled through nonjudicial agreements. Youth who see a judge can receive multiple dispositions. A small percentage of youth (8.5%) are given probation; however, most receive a fine and community service hours. Some are ordered into an alcohol education class, and almost 20 percent receive a driver's license sanction, either suspending or delaying their license. New legislation, effective July 1, 2009, extends the suspension period for an alcohol related offense from 90 days to 1 year for a first alcohol possession or consumption offense. For a first driving-under-the-influence (DUI) offense, youths now lose their licenses until age 21. Although these sanctions are severe, they communicate a community standard that drinking and driving in Utah is not acceptable, especially for underage youth.

Is Utah's strategy working? Alcohol-related referrals are at their lowest point in the last 7 years. Although this downward trend is reflected across all referral types, the 20 percent decline from 2007 to 2008 in alcohol-related referrals is a significant drop that cannot be explained by the overall trend. Further analysis of the data is needed, but the overall picture indicates that Utah's comprehensive strategy is making a difference.

*Submitted by Susan Burke, Assistant Juvenile Court Administrator, Utah Administrative Office of the Court.*

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## **Reno Judges Pilot Alternative Sentencing Options to Address College Drinking:**

University of Nevada Reno (UNR) students report that involvement with the local judiciary system is often less of a concern in comparison to the university student conduct system, and is punitive as to behavioral changes and inconsistent in the penalties assigned each individual. To address this disparity, Reno Municipal Court Judges and Justice Court Judges met with UNR representatives to discuss court practices involving local college students and to establish informal agreements to pilot alternative sentencing options for first-time and repeat alcohol-related offenses committed by college students. The change in court practices was launched in fall 2009 and is being evaluated locally to determine effectiveness of the court-appointed programs and their impact on reducing alcohol-related crimes and recidivism rates of this young population.

### **College Drinking: A Community Problem**

Most college administrators deal with a variety of problems related to the availability of alcoholic beverages and consumption of alcoholic beverages by students younger than 21. UNR is no exception. Of the approximately 16,000 full-time students at UNR, an average of 42 percent is under the age of 21.

UNR lies within blocks from Reno's downtown business district, which includes the majority of casinos and other adult entertainment venues in the city. This proximity creates challenges in restricting student access to alcohol and in changing the social norm that encourages alcohol use within the community, as most vendors operate 24-hours a day with no cut-off time for alcohol service. The campus property borders two neighborhoods: the "Old Northwest" and the "Northeast." A significant proportion of university students reside in apartments, Greek (fraternity and sorority) housing, rental homes, and private residences located within these two neighborhoods. On-campus housing is limited to 1,700 students per school year.

One of the challenges for university administrators is enforcing alcohol laws and sanctions for students whose drinking behavior spills over into the surrounding communities where college authorities and university police have limited jurisdiction. Current university student conduct policies are written only for those behaviors occurring on-campus or at university-sponsored events.

According to the 2006 CORE Alcohol and Drug Survey, which is administered every other year at UNR:

- 75.6 percent of UNR undergraduate students (18 to 24 years of age) reported 30-day use of alcohol;
- 69.9 percent of UNR underage students (through age 20) reported 30-day use of alcohol;
- 36.0 percent of UNR students reported driving under the influence (DUI) of alcohol (but only 1.7 percent were arrested);
- 12 percent of UNR students reported having been in trouble with police or other college authorities;
- 46.3 percent of UNR students reported binge drank (5+ drinks in a single sitting) within 2 weeks of the survey; and
- 70 percent of UNR students who identified themselves as fraternity/sorority members reported binge drinking in the last 2 weeks.

Law enforcement data collected from the Nevada Department of Transportation and the Washoe County Sheriff's Office during this same reporting period indicated the following:

- |   |                                   |
|---|-----------------------------------|
| ▪ 70 alcohol-related crashes – ages 16-20 | ▪ 124 DUI arrests – ages 16 to 20 |
| ▪ 79 alcohol-related crashes – ages 21-24 | ▪ 212 DUI arrests – ages 21-24    |

Washoe County had the highest proportion of alcohol-related deaths compared to the State as a whole.

In addition, judges and local public attorneys from Nevada over the past 8 years have expressed

frustration in dealing with alcohol-related cases for the 18- to 20-year-old population statewide. This age group is responsible for a significant number of minor in possession/consumption cases, as well as providing alcohol for youth under the age of 18.

### **Reno Rolls the DICCCE**

In 2008, the “Developing Initiatives with Community Coalitions, Campuses, and Enforcement (DICCCE)” coalition was established to build upon the successful partnership to address underage drinking that was already in existence among the three local law enforcement agencies—Washoe County Sheriff’s Office, Reno Police Department, and University Police Services; the UNR Student Conduct Office; and the Join Together Northern Nevada (JTNN) coalition. The three goals of DICCCE are to (1) change the social norms that encourage or support underage student drinking behaviors; (2) reduce the availability of alcohol to underage students on and off campus through enforcement; and (3) enhance existing alcohol laws, policies, and practices addressing underage student drinking behaviors. These environmental management practices are supported with funds from the Nevada Department of Human Resources, Juvenile Justice Program Division, under a 2008 grant award from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) for the Enforcing Underage Drinking Laws (EUDL) Discretionary Program: University/College Initiative. The goal of this 3-year effort is to reduce the availability of alcoholic beverages to and consumption of alcoholic beverages by university/college students younger than age 21.

In addition to underage drinking law enforcement practices, policy development, and education/awareness building to prevent underage drinking, DICCCE works closely with law enforcement, legal representatives, campus officials, students, community leaders, concerned citizens, and others to identify gaps in services/programs to effectively address alcohol-related offenses committed by underage students. A significant part of the campus adjudication process is to ask students “what happened in court.” Information gathered suggests that few students received the same cumulative penalties. For example, community service hours ranged from 10 to 110 hours and fines ranged from \$0 to \$200. Additionally, feedback from those students assigned to the court-facilitated behavior

modification workshop was negative. It is surmised that the behavior modification education penalty (Victim Impact Class) may not be effective with this population, as they cannot connect the relevance of this impaired driving sanction to their minor in possession (MIP)/minor in consumption (MIC) offense. This anecdotal information supports the Join Together Northern Nevada's (JTNN) 2007 Comprehensive Community Prevention Plan (CCPP) analyses that a "gap in services" exists in programs targeted for youth who are involved in the local criminal justice or probation systems or even those youth in lesser trouble.

### **Reno Judges Pilot B.A.S.I.C.S. and OnTRAC Programs**

In fall 2009, the city attorney opened the door for representatives of the UNR Student Conduct Office to engage Justice Court and Municipal Court Judges in discussions about the dangers of underage drinking, alcohol-related violations/incidence data of underage students on/off campus, and developmentally appropriate and coordinated community and campus-based adjudication practices for alcohol-related offenses by college students. As a result, the Reno judges agreed to immediately pilot uniform and consistent sentencing practices for first time and repeat student offenders to rectify disparities between adjudication of on-campus and off-campus violations of alcohol laws and policies.

The new sentencing options to be piloted for 1 year are intended to enhance current court mandates. They include mandated individual interventions, such as the *Brief Alcohol Screening Intervention for College Students (B.A.S.I.C.S.)* program as a diversion option for first-time student alcohol-related offenses and/or the *OnTRAC (Treatment, Responsibility, and Accountability on Campus) Program* as a mandated sanction for repeat student alcohol-related offenses. Although these intervention programs have been used on college campuses to address alcohol-related violations committed in on-campus settings, this may be the first time they have been used and evaluated in community court settings. The following is an overview of the two programs.

*B.A.S.I.C.S.* is a preventive intervention program for college students 18 to 24 years old who drink alcohol heavily and have experienced alcohol-related problems. *B.A.S.I.C.S.* is comprised of a

two-session alcohol assessment and education program that prompts students to change their drinking patterns and reduce alcohol-related harm to themselves and others. The first session assesses the student's alcohol-consumption patterns, history and related issues, and assigns homework relevant to the session's topic. The second session provides personalized feedback based on assessments and the homework assignment and focuses on ways the student might reduce future health, social, and legal risks. According to research conducted by the University of Washington, it appears that brief individual preventive interventions for high-risk college drinkers can achieve long-term benefits, even in the context of maturational trends. Those who received *B.A.S.I.C.S.* reported fewer consequences and more rapid change. Following is a summary of national results:

- Students had significantly greater reductions in negative consequences that persisted over a 4-year period than their control group counterparts.
- Individual change analyses suggest that for those receiving the brief intervention, dependence symptoms are more likely to decrease and less likely to increase.
- Control group participants reported slight increases in drinking frequency over time, particularly at the 3-year follow-up when many students had reached 21 years of age, while drinking frequency declined minimally over the 4-year period among *B.A.S.I.C.S.* students.
- Post-intervention students often commented that they responded differently to friends because of participation (Dimeff, 1999).

UNR piloted the *B.A.S.I.C.S.* intervention in 2008 and has since instituted the program into sanctioning practices for on campus alcohol violations. The results from UNR's pilot follow:

- 260 students were referred to the campus program between fall 2008 and spring 2009.
- 250 students completed the program.
- UNR retained 78.8 percent of the students who participated in the program.
- Recidivism was 5.7 percent.

*OnTRAC* applies the principles and components of the drug court model to the college environment. It holds substance-abusing students (i.e., those at a dependency level) to a high level of accountability while providing individualized treatment and compliance monitoring. It operates within the confines of existing resources without interrupting a student's educational process, and unites campus leaders, judicial affairs personnel, treatment providers, and health professionals with their governmental, judicial, and treatment counterparts in the surrounding community. This program has not been formally evaluated, was piloted at UNR in 2005, and is now a standard sanctioning option for repeat alcohol-related offenses on campus. For more information about the intervention program in general, visit <http://www.judges.org/backontrac/> or copy and paste the link to your Internet browser. The following are UNR program results between 2005 and 2009:

- 35 students were referred to the program.
- 51 percent of students completed the program.
- Recidivism was 11.4 percent.

Judge Kenneth R. Howard's response to the pilot sentencing practice is positive. He states, "I am very appreciative of the fact that there is now an additional sentencing alternative available for University of Nevada students who have been adjudicated for alcohol-related offenses. It is unfortunate that there is ready availability of alcohol for young and underage drinkers in our community. Reno is an active city, which is open 24/7. Many of the university students that run afoul of the criminal justice system are binge drinkers and/or those with surprisingly high blood alcohol levels. I believe that this youth population can benefit greatly from the services provided by the UNR Office of Student Conduct. I have referred several students to this office for sentence completion of either the *B.A.S.I.C.S.*, *ACT*, or *OnTRAC* Program. It is my hope and belief that these individuals will be provided substance abuse education, intervention and treatment, which will afford them life-long guidance."



## **Adjudication Practices Mirrored for On-Campus and Off-Campus Alcohol Offenses**

At UNR, the current student code of conduct only allows for interventions of alcohol-related incidents that occur on campus property. The new sentencing pilot with local judges helps create a unified approach to adjudication of on-campus and off-campus alcohol-related violations and is managed by the court's Alternative Sentencing Unit. According to Judge James Van Winkle, "The problem of underage drinking is a huge one, especially within the University community. Prior to the inception of the *B.A.S.I.C.S.* and *OnTRAC* programs, we did not have the appropriate tools to deal with the underage, university student abuser of alcohol. These programs now give us the appropriate tools."

Through evaluation, UNR will determine whether reduced recidivism rates are achieved, and whether these sentencing options affect alcohol-related offenses committed by students in off-campus environments.

### ***For more information***

*For more information, contact Carol Millie, EUDL Discretionary Local Site Coordinator/UNR Code of Conduct Officer, at 775-784-4388 or [cmillie@unr.edu](mailto:cmillie@unr.edu), or Matthew Fisk, Court Administrator, at 775-334-2290.*

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## Vermont's Teen Alcohol Safety Program



The mission of Vermont's Court Diversion Program is to engage community members in responding to the needs of crime victims and the community, while holding those who violate the law accountable in a way that promotes responsible behavior. Youth who violate Vermont's alcohol laws are referred by law enforcement to the Teen Alcohol Safety Program (TASP) as an alternative to a civil violation ticket.

The Vermont legislature established TASP in response to a series of alcohol-related teen traffic fatalities and the startling statistic of the State having one of the highest alcohol-related traffic fatality rates in the country. Eleven years later, that rate has dropped significantly. The success in reducing youth drinking and driving is due to the diverse and collaborative effort of counselors in Vermont schools' Student Assistance Program, community coalitions, law enforcement, and early intervention (an important feature of TASP). TASP holds youth accountable for violating Vermont's underage drinking laws, educates youth about the consequences and risks of future use, and identifies youths who might need treatment because of substance abuse problems.

The Vermont law directs law enforcement to provide a notice of civil violation to youth aged 16-20 who violate the State's possession/consumption laws. The notice directs the individual to contact the county Court Diversion Program, which runs TASP. The youth has the option of participating in TASP, contesting the ticket, or accepting a \$300 fine and 90-day suspension of his/her driver's license.

TASP participants pay a fee (\$175), meet with a licensed substance abuse counselor for a screening or assessment (and must follow the recommendations of the counselor), and may participate in an educational program and perform community service. Some variation exists among county programs; for example, education may be individualized, Web-based, or in a group setting. In one county, all TASP participants meet with a board of local volunteers to develop their contracts. All programs, however, follow statewide standards developed by the Vermont's Association of Court Diversion Programs. If an individual fails to complete the contract, the ticket is sent to the Vermont Judicial Bureau, which levies the fine and informs the Department of Motor Vehicles, which suspends the driver's license of the offender.

In most counties, the State's attorney (county prosecutor) has directed law enforcement to issue a civil violation for a second infraction; subsequent violations are a criminal charge. A youth charged under the criminal statute is typically referred by the State's attorney to the criminal Court Diversion Program. Youth under age 16 who receive a citation for possession/consumption of alcohol are often referred to Court Diversion by Family Court. Criminal Court Diversion contracts are more rigorous than TASP and include referral to a licensed substance abuse counselor. Successful Court Diversion participation leads to a

dismissal of the criminal or delinquency charge. These repeated opportunities for someone to participate in a voluntary diversion program recognize that one intervention may not lead to the desired behavior change, especially for youth who have an established alcohol problem.

Vermont's Court Diversion program was established 30 years ago to divert youth out of the court system and, within 2 years, was expanded to include adult offenders. When the Vermont legislature created the civil TASP, the Court Diversion Program was a natural home. Vermont Court Diversion follows a restorative justice approach; the program's mission is to engage community members in responding to the needs of crime victims and the community, while holding those who violated the law accountable in a way that promotes responsible behavior. County Court Diversion/TASP agencies are active members of local START Teams (Stop Teen Alcohol Risk Team), which use EUDL funds to increase enforcement efforts, and of local substance abuse prevention coalitions.

Each year, approximately 3,000 youth participate in TASP, and 80 percent of them complete the program successfully. (About 10 percent opt for a ticket, and two larger municipalities issue local ordinances for underage drinking violations.) TASP staff report a wide variation in youth's behavior and previous experience with alcohol. Following screening or assessment, approximately 15 percent of participants are referred to treatment.

Vermont's population of approximately 625,000 people ranks 49th in the country; approximately 175,000 of Vermont residents are younger than age 21. The State is also home to more than 20 colleges. The Vermont Department of Health reports Vermont is higher than the national average on all alcohol consumption indicators for 18- to 20-year-olds and 4<sup>th</sup> highest in the Nation on the rate of adult heavy drinking. Although 40 percent of students in grades 8 to 12 report never having consumed alcohol, one in five report binge drinking within the past month (2009 Youth Risk Behavior Survey). Researchers do caution that we should not draw too many conclusions about the alcohol-fatality rate given Vermont's small population. One multiple fatality crash could change Vermont's ranking dramatically.

These data point to the challenges of reducing underage drinking within a broader culture that condones and supports heavy drinking by adults – a challenge not unique to Vermont! Although we know that Vermont's TASP is informed by research on what works in the fields of youth justice and substance abuse, no formal evaluation has assessed the effectiveness of TASP in changing the behavior of individual youth.

*For more information:* <http://www.atg.state.vt.us/issues/tasp-database.php>

**Please visit our project website to read more about this case and to listen to the companion program materials.** [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp)



## **Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections**

Great progress has been made in reducing underage drinking and its many serious and sometimes tragic consequences. Community supervision professionals, particularly probation and diversion workers, can play an important role in maintaining and advancing this progress.

With funding and support from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the American Probation and Parole Association (APPA) has collaborated with the Pacific Institute for Research and Evaluation (PIRE) to develop a publication titled *Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections*, which will be released to the field in late 2010 or early 2011.

This document, developed from evidence-based practices, is designed to assist community corrections professionals in developing and implementing practices that will allow them to respond more effectively to underage drinking offenders once they are placed on diversion or probation.

The document is divided into five sections. The first four sections discuss the problem of underage drinking and provide a foundation and context for the practice guidelines. The last section outlines 10 guidelines that direct the practices of community supervision professionals—whether these professionals work in diversion, probation, or some other aspect of community corrections with underage drinking offenders.

The following is a more detailed overview of the document sections:

- Section One: Overview of the effects and consequences of underage drinking on individuals and communities.
- Section Two: Legal issues related to supervising underage drinking offenders.
- Section Three: Key assumptions that propel the need to examine, develop, or refine policies, procedures, and practices for addressing underage drinking more effectively.
- Section Four: How community corrections personnel should address underage drinking, and a high-level review of the evidence-based practices literature related to community corrections (which serves as a basis for the practice guidelines).
- Section Five: Guidelines that direct the practices of community supervision professionals.

This resource is one of the first to provide this type of instruction to community corrections professionals on how to work with this specific population of young people. Once the publication is released to the field, APPA will publish the document online at [www.appa.org](http://www.appa.org) and [www.udetc.org](http://www.udetc.org).

In addition, APPA has developed a 1-day training program based on this publication that is being pilot tested. The training will be delivered in up to four interested jurisdictions in the coming year.

*To learn more about the guidelines publication and/or the new training opportunity available through APPA, please contact Tracy Mullins at 859-244-8215 or via email at [tmullins@csg.org](mailto:tmullins@csg.org).*

**Please visit our project website to read more about this case and to listen to the companion program materials. [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp)**

## Multnomah County Juvenile Court Procedures to Effectively Address Underage Drinking Offenses in Oregon



From November 2007 until September 2009, the Multnomah County Circuit Court and Department of Community Justice, Juvenile Services Division dually operated a program to address underage drinking offenses. The program was referred to as the Minors in Possession (MIP)/Less than an Ounce (LTO) docket. The docket rotated through four referees and was heard twice monthly with a cap of 15 youth per docket. Prior to implementing the program a review of MIP referral data revealed roughly 10% of those youth cited for MIP in any given year were referred for a second or subsequent MIP.

The following is an overview of how various you alcohol-related offenses were handled by Multnomah County to more effectively address the offense and reduce recidivism rates:

- 1) ***First-time MIP/LTO offenders*** received a Warning/Resource Letter as a sanction without a Legal Sufficiency Review.
- 2) ***Repeat MIP/LTO offenders*** were petitioned in court. Only legally sufficient allegations were considered when determining whether the referral was a repeat offense. Both Probation and Parole youth went through the same diversion hearing process as any other youth. Youth who were placed far from Portland or at Hillcrest or MacLaren appeared via telephone.
  - a. ***Juvenile Court Counselors (JCCs)*** were assigned to the MIP/LTO docket. Through this process, the JCCs provided case management and oversight of the MIP/LTO court docket, including: reviewing for Probable Cause, filing petitions, scheduling trials and court reviews, notifying attorneys, serving summonses, assisting families in the A/D referral process, tracking treatment progress, and obtaining assessment/treatment verification for court proceedings.
  - b. ***Youth denies allegation and requests a trial.*** During the trial, they could represent themselves or hire a private attorney as MIP/LTO allegations do not qualify for a Court appointed attorney.
  - c. ***Youth admits to the petition and agrees to delay any formal action for 120 days while completing assessment and treatment (diversion).*** During this process, the Court would schedule two further proceedings hearings within approximately 60 days and 120 days of the initial appearance, with the same referee, during the scheduled MIP docket time. The JCCs provided the families/youth with treatment options after the initial court proceeding. The purpose of the 60 day hearing was to ascertain the youth's treatment progress. At the 120 day mark, the youth's petition would be dismissed if s/he complied with all treatment conditions and successfully completed treatment. If the youth did not succeed in treatment, the

youth's petition – previously admitted to - would be adjudicated, and the youth's driving privileges suspended. Or, if the youth was enrolled in treatment and needed more time to complete, the Court would schedule a further proceeding hearing on a future MIP docket.

- d. ***Youth admits to the petition but does not want to participate in diversion and agrees to have driving privileges suspended.*** If it was the youth's first order denying driving privileges, DMV suspends the driver's license for one year, or until the person so suspended reaches 17 years of age, whichever is longer [809.280(7) (a)]. If it was the youth's second or subsequent order denying driving privileges, DMV suspends for one year or until the person reaches 18 years of age, whichever is longer [809.280(7) (b)]. If the youth's driving privileges were denied, DMV suspends the driver's license for six months [809.280(10)].
- e. ***If youth failed to appear (FTA)*** at the first MIP/LTO docket and was properly summoned, the youth would be defaulted and the petition adjudicated. If youth failed to appear at a further proceeding – 60 day review hearing, the Court will set over the matter to the 120day review hearing. If the youth failed to appear at the second further proceedings, 120 day review hearing, the Court would adjudicate the petition. Fines were assessed at the discretion of the referee, and according to ORS 475.864(3), 471.430(4), and 153.018(2) (b).
- f. The adjudication model implemented in 2007-09 was successful in the sense that youth referred for a second or subsequent MIP were ultimately referred for a substance abuse assessment and treatment as necessary. Loss of driving privileges resulted for those youth who failed to complete recommended treatment. No follow-up evaluation of youth participating in the program has transpired to determine whether those youth adjudicated for a second or subsequent MIP had more, less or the same number of subsequent referrals as youth with a single referral. If these results proved positive then replication would be recommended elsewhere.

Table 1 provides data from the MIP/LTO docket. As you will read, over half of youth on the docket participated in diversion, with over half of those youth successfully completing the diversion program. Most notably, the recidivism rate of MIP/LTO youth offenders was 7.5 percent during the allotted period.

<b>Table 1: MIP/LTO Data</b>	
Reporting Period <b>11/2007 – 06/2009</b>	
<b>Total of Number of youth served</b>	<b>173</b>
Number of youth participated in Diversion Program <sup>1</sup>	98 (57%)
Number of youth Not in Diversion Program <sup>2</sup>	75 (43%)
Number of youth Successfully Completed Diversion	55 (56%)
Number of youth Failed Diversion	43 (44%)
Number of MIP recidivism (youth receives another MIP/LTO while in Diversion)	7.5%

3. ***The end of the initiative.*** This initiative ended in 2009 due to funding reductions at the county level. When conceived and implemented in 2007, the program was cobbled together by re-prioritizing existing resources; no new funding streams were available. Following funding reductions and re-prioritization of resources the program model reverted to the former standard of issuing Warning/Resource letters to all youth issued citations for MIP/LTO. There's been no evaluation of recidivism rates with those youth participating in the MIP adjudication program. Such an evaluation is possible as all data required are readily available; given limited evaluation resources this evaluation has not been undertaken.

*For additional information contact David Koch (503) 988-4171 or [david.m.koch@multco.us](mailto:david.m.koch@multco.us)*

**Please visit our project website to read more about this case and to listen to the companion program materials. [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp)**

<sup>1</sup> A youth may have more than 1 referral/petition.

<sup>2</sup> Youth who refused Diversion, FTAs, Trials, and Other Reasons





March 2009

### Judicial Action on Underage Drinking:

#### Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

#### Jeff Slowikowski

Office of the Administration  
Acting Administrator  
Office of Juvenile Justice and Delinquency Prevention

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Please visit our enhanced website at [www.udetc.org](http://www.udetc.org) for the latest information on underage drinking and judicial resources.



#### Rhode Island Family Court Alcohol Calendar

In response to high profile incidents involving juveniles and alcohol abuse, Judge Jeremiah used the power of the Court to bring about a diverse approach to the complex problems related to underage alcohol use in Rhode Island. His efforts resulted in the development of an alcohol calendar with which the Court could employ

a state-wide/system-wide response to underage drinking-related cases through a centralized process and record system that allows police across the state to check on an offender's history and determine whether the juvenile is a candidate for diversion or should be processed in a more traditional fashion. Rhode Island's unified court system has allowed the alcohol calendar to function in such a way as to allow the juvenile to efficiently move within the system to receive evaluations, counseling, specialized treatment and supervision under the direction of a single court. To read more about this promising court practice, [click here](#)

### Case Spotlight on Underage Drinking:

#### West Virginia High Court: Insurer Not Liable in Underage Drinking Case, December 19, 2008

The West Virginia Supreme Court says a homeowner's insurance company should not be liable for paying damages stemming from a fatal alcohol-related accident involving underage drinkers. [Click here to read the entire article.](#)



### Upcoming Electronic Seminars:

#### Judicial Education—Looking through the Glass Darkly at Underage Drinking

**Date:** Thursday, March 26, 2009

**Time:** 3:00-4:15 p.m. EST

**Speakers:** Linda Chezem, J.D., Purdue University; Claudia Fernandes, National Association of Judicial Educators; and Sean O'Connor, M.D., Indiana University School of Medicine.

**Description:** *This program is the first in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judiciary and the issues related to underage alcohol abuse.*





According to the National Association of State Judicial Educators, the goal of judicial branch education is to "enhance the performance of the judicial system as a whole by continuously improving the personal and professional competence of all persons performing judicial branch functions."

Underage alcohol cases remain a large part of a court's docket. This presentation will explore the knowledge base available to judges in this area and discuss what resources need to be developed to assist judicial educators and the judicial community they support. The presenters will discuss why underage alcohol cases are such a great concern for the courts, the newest research in the area of youthful consumption of alcohol and its effect on adolescent brain development, and how judicial education plays a significant role in delivering both science and education to the judicial community.

[Click here to register and to see a schedule of upcoming audio conferences.](#)

### Connecting to the News:

[Mock trials Give Portsmouth Youths Sobering Lessons \(Published November 29, 2008, New Hampshire\)](#)

[Alleged Party Host \(age 18\) Gets Rebuke \(Published February 4, 2009, Massachusetts\)](#)

[North Shore Mom To Pay \\$2.5 Mil For Underage Drinking Party \(Published February 12, 2009, Illinois\)](#)

### Useful Data:

#### **Legal Barriers to Alcohol Screening in Emergency Departments and trauma Centers**

*Chezem, L.* Legal barriers to alcohol screening in emergency departments and trauma centers. [Journal Article] *Alcohol Res Health* 2004-2005; 28(2):73-9.

[Click here to view the publication.](#)



### We Want to Hear from You:

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial

and probation communities about best and promising court practices on underage drinking-related issues.

The views expressed in this publication do not necessarily represent the views of the Office of Juvenile Justice for Delinquency Prevention (OJJDP) or the Pacific Institute for Research and Evaluation (PIRE) and are solely those of the author/source.



May 2009

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

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Court Feature: Clackamas County Juvenile Department's Response to Underage Drinking

Like many communities, underage drinking in Clackamas County, Oregon, had often been viewed as a harmless "rite of passage", law enforcement tended to pour out alcohol that was found in possession

of underage youth, and those youth who were cited for more egregious alcohol-related offenses other than "mere" possession and consumption, were processed in a regular circuit court setting. Criminal Justice System (CJS) professionals soon realized that drinking behaviors by youth were quickly changing, alcohol-related crimes by youth were on the rise, and a "one size fits all" court approach to address this multi-faceted issue was not effective.

In 1995, a new program for Minor in Possession (MIP) of Alcohol was developed by the Clackamas County Juvenile Department to more effectively address first time MIP violations through diversion and/or specialty court approaches. The philosophy of the program is to ensure youth are being held accountable for their actions, their treatment needs are being assessed, and their risk to the community is addressed.

To read more about Clackamas County's promising diversion/court practices approach to underage drinking click here

Case Spotlight on Underage Drinking:

There is an ill wind blowing (Published October 15, 2008; Authored by Judge Neal C. Lemery, OR)



There is an ill wind blowing through our town....

We don't talk about the elephant in the living room, and we quickly sidestep the difficult questions it raises as we go about our lives, and step around the corpses of its victims. If this ill wind was the Black Death, or an oil spill on our beaches, or another Tillamook Burn, we would rise up in the streets, and fight this disaster head on, with all of our collective energies and resources.

But we don't. Once in a while, after one of our youth is killed in an alcohol-soaked crash, or there is a serious assault or homicide caused by booze, we wring our hands and bemoan the prevalence and power of alcohol abuse in our town. But, a few weeks later, the topic of conversation changes, and we go on.

To read the entire article, click on: http://www.udetc.org/documents/judicial/0509eNews/lemery.pdf, or copy and paste the link to your internet browser to access the article on-line.

## Upcoming Electronic Seminars:

### **The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws**

**Date:** Wednesday, May 27, 2009

**Time:** 3:00-4:15 p.m. EDT

**Speakers:** Carl Wicklund, Executive Director, American Probation and Parole Association; Raymond Wahl, Juvenile Court Administrator, Salt Lake City, UT; and Judge Thomas Bamberger, State of New Hampshire District Court System.



**Description:** *This program is the second in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*

The judicial and probation systems are important elements in any community system designed to reduce underage drinking and its consequences; yet, these systems each face unique concerns and challenges when working with offenses related to underage drinking. This presentation will provide an overview of guiding principles that probation agencies should consider when responding to and addressing underage drinking offenders; discuss ways Utah is incorporating evidence-based practices regarding screening, assessment, and interventions for underage drinking offenders; and describe the role of the judiciary in facilitating and supporting more effective responses and sanctions for underage drinking offenders.

To register [click here](#).

### **Communities Working with the Judiciary to Address Underage Drinking**

**Date:** Wednesday, July 22, 2009

**Time:** 3:00-4:15 p.m. EDT

**Speakers:** TBA



**Description:** *This program is the third in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*

Nationally, the costs of underage drinking are in excess of \$60 billion dollars; and of those costs, approximately 80 percent are crime-related (Miller, T., et. al, 2006). Underage drinking is not a harmless "rite of passage", but rather a serious public health and safety issue requiring engagement of the entire community to resolve. Judges play a vital role in this process. Learn how various community leaders have appropriately engaged judges in their work to prevent youth access to alcohol and reduce youth consumption of alcoholic beverages; and how judges have set the "bar" for community responses to underage drinking, including promising court practices.

\*Visit <http://www.udetc.org/judicial/judicialaudio.asp> to see a schedule of upcoming audio conferences, and to register for calls that may be of interest to you.\*

## Connecting to the News:

[Booze-party Sentence \(Published October 18, 2008, NJ\)](#)

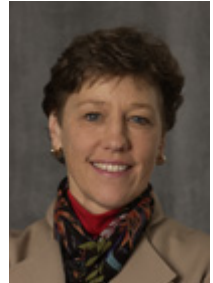
[Judge Fights Back Against Underage Drinking \(Published March 17, 2009, TX\)](#)

[Facebook Photo Convicts School Aide of Drinking Charge \(Published March 17, 2009, OH\)](#)

## Useful Data:

### **Underage drinking parties open door to liability (Published March 19, 2009, KY)**

*By Lucinda Masterton, Judge for the 5th Division of the Fayette Circuit Court*



What can be done about underage drinking? The idea of playing host to gatherings that involve underage drinking as a means of controlling them has become more common, although often with devastating results....

But exactly how safe are the kids, or the condoning adults?

Before parents open their homes to underage drinking parties, it's important to consider the potential consequences, including the host's potential criminal liability, the host's potential civil liability, and most importantly, the danger to the kids.

To view the entire article that includes useful legal references, click on <http://www.udetc.org/documents/judicial/0509eNews/liability.pdf> or copy and paste this link to your internet browser in order to locate the information.

## Announcements:

We want to share some exciting details with you about this year's **11th Annual Enforcing Underage Drinking Laws (EUDL) National Leadership Conference: Beyond Boundaries: Timely Trends and Technology!**



### **General Conference Information:**

This year's conference will take place **August 13-14, 2009 in Dallas, Texas**. The conference will officially begin on Thursday, August 13th at 9:15am with an exciting Conference Opening Plenary and end on Friday, August 14th at 4:30pm with our special Closing Session. Pre-conference meetings will be held on Wednesday, August 12, 2009 (by invitation only). There will be numerous interactive workshops, plenary sessions, and networking opportunities. This conference continues to be the preeminent Underage Drinking Conference specially suited to offer the most innovative tools, resources and data to EUDL State/Territory Coordinators, enforcement officers, executives, youth, government officials, staff of community-based organizations, legal professionals, and all other individuals concerned with underage drinking. You will leave with a host of practical ideas from the most prominent experts in the field, new found partners

through various networking opportunities and advanced knowledge that can be put to use immediately in your.

For more information about the conference including registration and hotel accommodation information, visit the Underage Drinking Enforcement Training Center's (UDET) website at [www.udetc.org](http://www.udetc.org) or contact the UDET at 1-877-335-1287 or via email at [udetc@udetc.org](mailto:udetc@udetc.org)

### We Want to Hear from You:

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and probation communities about best and promising court practices on underage drinking-related issues.

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July 2009

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



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Engagement of the Criminal Justice System—The Zero Adult Provider (ZAP) Project



What is ZAP? "It Starts Before the Door Knock"

ZAP started as a partnership among the St. Paul Police Department, City Attorney and the Ramsey County District Court, including probation services.... Under ZAP we changed our mindset", Ramstad continues. "Once we agreed that an underage drinking party is a crime scene, every officer knew exactly how to handle it." Eventually city leaders in St. Paul began to connect the dots between underage drinking parties and the myriad of problems that can result from what sometimes is viewed as "just a nuisance."

Enforcement is More Than Cops

Another critical aspect of ZAP is the involvement of prosecutors, judges and probation. "Many communities feel stuck. Until everyone is in the same room, it's easy to point the finger elsewhere and say 'If only judges would...' 'If only probation would....' We get everyone on board from the start," said Sheila Nesbitt, ZAP community organizer at the Minnesota Institute of Public Health, who works with communities across the state.

Judges play an important role by sending the message that they'll take illegal provider cases seriously. Judges have also changed the standard sanctions against underage consumption to provide chemical use pre-assessments...

To read more about Minnesota's engagement of the Criminal Justice System to address underage drinking, click here.

Case Spotlight on Underage Drinking:

Dram Shop & Tort Liability: New Jersey Supreme Court's Decision In Bauer v. Nesbitt (New Jersey)



Generally, dram shop and tort liability laws are of limited state interest.

Richard Blau / Gray Robinson
May 8, 2009
Source: Iowa ABD E-NEWS May 15th, 2009

After all, like alcohol regulation generally, every state sets its own standards in terms of whether to have a dram shop law and if so how to define it. Every once in a while, though, a case comes along that has relevance for all of us, no matter where we live, work or drink. The New Jersey Supreme Court's recent decision in Bauer v. Nesbitt is such a case.

To read the entire article and discussion, click http://www.udetc.org/documents/judicial/DramShop.pdf; and http://www.udetc.org/documents/judicial/0709eNews/YourNJlawyer.pdf or copy and paste the links to your internet browser to access the articles online.



## Upcoming Electronic Seminars:

### Communities Working with the Judiciary to Address Underage Drinking

**Date:** Wednesday, July 22, 2009

**Time:** 3:00-4:15 p.m. EDT

**Speakers:** Ted Miller, Ph.D., Pacific Institute for Research and Evaluation; Sheila Nesbitt, B.A., Minnesota Institute of Public Health; and Kevin Richard, M.A., Rhode Island Family Court



**Description:** *This program is the third in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*

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## Connecting to the News:

[Parents combat underage drinking: Advocates seek better enforcement of social hosting law \(Published April 12, 2009, KS\)](#)

[Judge condemns underage drinking after teens kick student to death \(Published June 12, 2009, UK\)](#)

[Woman sentenced for giving her underage cousin alcohol \(Published June 17, 2009, MN\)](#)

## Useful Data:

### Underage Drinking Laws Reduce Fatalities (Published April 8, 2009, MD)

CALVERTON, Md., April 8 (UPI) -- Underage drinking laws reduce fatal accidents, saving an estimated 732 lives per year, U.S. researchers said.

James C. Fell of the Pacific Institute for Research and Evaluation in Calverton, Md., said that the study further shows that if every state adopted "use and lose" laws -- suspending the license of anyone under 21 cited for possession, consumption or attempt to purchase alcohol -- an additional 165 lives would be saved.



To view the entire article that includes useful legal references, click on <http://www.udetc.org/documents/judicial/0709eNews/UnderageDrinking.pdf> or copy and paste this link to your internet browser in order to locate the information.

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### General Conference Information:

This year's conference will take place **August 13-14, 2009 in Dallas, Texas.**

The conference will officially begin on Thursday, August 13th at 9:15am with an exciting Conference Opening Plenary and end on Friday, August 14th at 4:30pm with our special Closing Session. Pre-conference meetings will be held on Wednesday, August 12, 2009 (by invitation only). There will be numerous interactive workshops, plenary sessions, and networking opportunities. This conference continues to be the preeminent Underage Drinking Conference specially suited to offer the most innovative tools, resources and data to EUDL State/Territory Coordinators, enforcement officers, executives, youth, parents, government officials, leaders and members of community-based organizations, legal professionals, health professionals and other individuals concerned with underage drinking. You will leave with a host of practical ideas from the most prominent experts in the field, new found partners through various networking opportunities and advanced knowledge that can be put to use immediately in your community.

For more information about the conference including registration and hotel accommodation information, visit the Underage Drinking Enforcement Training Center's (UDETC) website at [www.udetc.org](http://www.udetc.org) or contact the UDETC at 1-877-335-1287 or via email at [udetc@udetc.org](mailto:udetc@udetc.org).

## We Want to Hear from You:

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and probation communities about best and promising court practices on underage drinking-related issues.

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October 2009

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

Jeff Slowikowski
Office of the Administration
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention

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Please visit our enhanced website at www.udetc.org for the latest information on underage drinking and judicial resources.



San Diego County Community Assessment Team (CAT) Case Study

How do courts and diversion/probation programs work with youth and young adults charged with underage drinking offenses? Are the interventions assigned by the court and/or diversion or probation worker appropriate for tackling this often multi-faceted problem?

Courts, diversion, and probation programs across the nation employ different strategies in working with youth and young adults charged with underage drinking and related offenses. However, no matter the diversity in strategies used, almost all practitioners agree that effective interventions begin with good assessment practices. Reliable and validated assessment practices support effective case management of the underage drinker, regardless of the charged offense. Accurate assessments of the offender's alcohol use, risk level, and need for services provide objective information that can be used to target interventions and allow for better resource allocation in difficult economic times. In addition, by targeting identified needs with the right resources, courts and diversion/probation programs have the potential to redirect a youth from a negative path onto a positive life path. The Community Assessment Team (CAT) in San Diego, California offers an example of how screening and assessment practices have been implemented within a diversion program to better target interventions to young offenders and their families.

To read more about San Diego's efforts to address underage drinking in the courts and probation, click on http://www.udetc.org/documents/judicial/0909eNews/SDCaseStudy.pdf or copy and paste the link to your internet browser.

Case Spotlight on Underage Drinking:

City Defends Its Underage Drinking Law (Published August 25, 2009, FL)

Alachua County Circuit Judge Robert Roundtree heard arguments Tuesday in a case challenging Gainesville's newly enacted ordinance aimed at curbing underage drinking by punishing bars with excessive violations.

Rob Zeller, owner of Grog House, a bar across from the University of Florida campus, challenged the law enacted in April on the grounds that it was unconstitutional and discriminatory.

After an hour and a half of arguments, Roundtree closed the hearing and said he'd have a ruling by Friday on whether the city's ordinance is constitutional.

To read the entire article and discussion, click on, http://www.udetc.org/documents/judicial/0909eNews/CityDefends.pdf; or copy and paste the link to your internet browser to access the article.



### **Judge Upholds Drinking Law (Published September 2, 2009, FL)**

An Alachua County judge has upheld the majority of a Gainesville ordinance that punishes bars that have "excessive" underage drinking, but struck down a clause in the ordinance prohibiting bar owners from using a fake-ID defense.

The ordinance, which took effect on April 1, prohibits patrons under the age of 21 from entering bars after 9 p.m. that have exceeded a set threshold for the number of underage drinking arrests in a three-month period.

To read the entire article and discussion, click on, <http://www.udetc.org/documents/judicial/0909eNews/JudgeUpholds.pdf>; or copy and paste the link to your internet browser to access the article.

## **Upcoming Electronic Seminars:**

### **Past Electronic Seminars are Available Online**

If you were unable to participate in past Electronic Seminars, we invite you to visit our project [website](#) and download any of the audio presentations and companion materials that may be of interest. We recognize how busy schedules make it impossible to attend every session, so our website makes it easy for you to listen online or download past programs for future listening. You may also download the companion materials provided by our outstanding presenters during their live presentations to get the most out of your educational experience. To listen online please double click the [tape icon](#) to play the presentation or right click on the icon to "save" the presentation to your computer for later playback. Past teleconferences include:

- *Judges to Judges: What is the Impact of Underage Drinking on the Courts' Caseloads? (September 30, 2009)*
- *Communities Working with the Judiciary to Address Underage Drinking (July 22, 2009)*
- *The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws (May 27, 2009)*
- *Looking Through the Glass Darkly on Underage Drinking (March 26, 2009)*

Be on the lookout for future electronic seminar announcements, and feel free to let us know if there are specific topics you'd like featured during future calls. You may email topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

## **Connecting to the News:**

[D.A. Murphy warns hotels over underage drinking \(Published June 27, 2009, NY\)](#)

[Alcohol Fuels Youth Crime: Report \(July 17, 2009, Ireland\)](#)

[Cobb county mother sentenced to jail in teen alcohol trial \(August 6, 2009, GA\)](#)

## **Useful Data:**

**The Amazing Teen Brain: What Every Child Advocate Needs to Know (Child Law Practice: Helping Lawyers Help Kids, Vol. 28, No. 2, April 2009)**



...Research on the impact of alcohol on the teen brain has led to some startling discoveries:

1. Teens are more likely to blackout (conscious but can't remember) than pass out and are less likely to succumb to the sedative effects of alcohol. As a result, they are less sensitive to the warning signs of inebriation and can continue consuming alcohol and engaging in other risky behaviors, such as driving while intoxicated, without recognizing their level of impairment.
2. The hippocampus is approximately 10 percent smaller in heavy teen drinkers. Young drinkers have more long-term memory impairment.

To view the entire article, click on <http://www.udetc.org/documents/judicial/0909eNews/TeenBrain.pdf> or copy and paste this link to your internet browser in order to locate the information.

### **We Want to Hear from You:**

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January 2010

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



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Utah's Strategy to Address Underage Drinking

The Utah Juvenile Court receives more than 43,000 referrals each year, with alcohol-related offenses the second most frequently referred to the court. Most of these referrals (90%) are for alcohol possession and consumption. Before implementation of Utah's risk assessment and case management process, youths were handled in a myriad of ways. For example, many received a citation requiring the payment of a fine, some were ordered to perform community service work, and others were put on probation. The consequences for each youth were determined by a subjective analysis of his or her prior history (if any), a Sentencing Guidelines matrix, and the probation officer's best professional appraisal.

Today, each youth referred to Utah's Juvenile Court has an actuarial prescreen risk and needs assessment completed by a probation officer. If the youth scores moderate or high risk, the Protective and Risk Assessment tool is administered. The assessment contains 91 questions and identifies the youth's level of risk, level of need, and protective factors across 10 domains.

To read more about Utah Juvenile Court's efforts to address underage drinking-related cases, click on http://www.udetc.org/documents/judicial/utahcase.pdf.

Case Spotlight on Underage Drinking:

Underage drinking a big problem for all of us (Published September 9, 2009, TX)

By Judge Esther Barger



What comes to mind when I say the words "underage drinking"? Most people may think something like "What's the big deal?", or "hey, everybody does it" or "just some kids having a little fun, what does it hurt?" Those are some typical prevailing attitudes about underage drinking. Texas in general has a more relaxed attitude toward drinking than many other states.

However, the unfortunate reality is that underage drinking is a real and serious problem facing the State of Texas today. The most recent data we have available is for 2005, when underage drinking cost the State of Texas \$5.2 billion dollars. That's billion with a B.

Let's discuss some common legal questions about underage drinking...

To read the entire article, click on, http://www.udetc.org/documents/Judicial/0110eNews/barger.pdf or copy and paste the link to your internet browser to access the article on-line.



## Upcoming Electronic Seminars:

### **From the Community to the Courts: A Comprehensive Strategy to Address Underage Alcohol Problems in Long Beach, New York**

**Date:** Wednesday, February 17, 2010

**Time:** 3:00-4:15 p.m. Eastern Time

**Location:** Online Audio Teleconference



#### **Faculty:**

##### **Ms. Patricia Hincken**

Director of Alcoholism and Substance Abuse Services  
Long Beach Medical Center  
Long Beach, New York

##### **Attorney Daniel Grusenmeyer**

Nassau County District Attorney's Office  
Nassau County, New York

##### **Judge Stanley A. Smolkin**

State of New York  
Long Beach City Court  
Long Beach, New York

**Description:** *This program is the fifth in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*

Long Beach New York is located within Nassau County with a population of 1.3 million residents and is considered by many to be a drinking and party destination. Underage alcohol use and abuse is a significant concern of the community. County data reflected that 54.9 percent of 11th graders reported drinking alcohol within the last month, and 36.8 percent reported binge drinking within the past two weeks. In response to the alarming nature of the problem, the Long Beach Medical Center formed the "Coalition to Prevent Underage Drinking," focusing its efforts on changing the prevailing permissive culture around alcohol use by youth. The Coalition members include the police Department, the school district, the city council, the courts, the media, and the clergy, among others, to bring about policy change on the local level. Our program will trace the development of the community response model and discuss how the medical community, Nassau County District Attorney's office and the Long Beach City Court have worked together to address underage alcohol issues in New York.

#### **NO REGISTRATION FEE:**

Register on line at:

[http://www.udetc.org/audioconf\\_judicialregistration.asp](http://www.udetc.org/audioconf_judicialregistration.asp)

Course Objectives, Outline and CLE Certificate Provided Upon Request

#### **INQUIRIES:**

Aidan J. Moore  
Senior Program Manager  
Judicial-Probation Outreach Project  
Pacific Institute for Research and Evaluation  
[amoore@pire.org](mailto:amoore@pire.org)  
603-369-1766

\*Visit <http://www.udetc.org/judicial/judicialaudio.asp> to register for this call and to see a schedule of upcoming audio tele-conferences that may be of interest to you.\*



## Connecting to the News:

[Increased Liabilities Arise from College Campus Drinking \(Published October 5, 2009, NJ\)](#)

[Manslaughter charges stand for St Johns County house party mom \(Published November 20, 2009, FL\)](#)

[FDU should not be shielded in student's death \(Published December 31, 2009, NJ\)](#)

## Useful Data:

### **Costs of Underage Drinking: 2007 Data Released (December 2009)**

Underage drinking cost the citizens of the United States \$68.0 billion in 2007. These costs included medical care, work loss, and pain and suffering associated with the multiple problems resulting from the use of alcohol by youth. This translates to a cost of \$2,280 per year for each youth in his/her State. More on this information, newly released from the Pacific Institute for Research and Evaluation, may be found on the Underage Drinking Enforcement Training Center website at <http://www.udetc.org/UnderageDrinkingCosts.asp>



## We Want to Hear from You:

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March 2010

### Judicial Action on Underage Drinking:

#### Judicial & Probation Outreach Project:



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#### Reno Judges Pilot Alternative Sentencing Options to Address College Drinking (NV)

University of Nevada Reno (UNR) students report that involvement with the local judiciary system is often less of a concern in comparison to the university student conduct system that is punitive as to behavioral changes and inconsistent in the penalties assigned each individual. To address this disparity, Reno Municipal Court Judges and Justice Court Judges met with UNR representatives to discuss court practices involving local college students and to establish informal agreements to pilot alternative sentencing options for first time and repeat alcohol-related offenses committed by college students. The change in court practices was launched in fall 2009 and is being evaluated locally to determine effectiveness of the court-appointed programs and their impact on reducing alcohol-related crimes and recidivism rates of this young population.

To read more about Reno's efforts to address college drinking, click on <http://www.udetc.org/documents/judicial/0310eNews/Reno.pdf>.

### Case Spotlight on Underage Drinking:

#### Underage Drinking and the Justice Community

By Judge Ronald Bogle (Ret.)

As the Nation struggles with the problem of underage drinking, stronger enforcement of existing laws is one of the most commonly recommended environmental strategies for prevention. To occur, the greater justice community (judges, prosecutors, and law enforcement) must recognize the problem for what it really is—arguably the Nation's worst drug problem and a genuine public health threat.



On March 6, 2007, then U.S. Surgeon General, RADM Kenneth Moritsugu, issued a national "Call to Action" to prevent underage drinking. A "Call to Action" is a science driven intervention, intended to mobilize all sectors of society when medical science conclusively identifies a national public health threat. Underage drinking is such a threat.

To read the entire article, click on <http://www.udetc.org/documents/judicial/0310eNews/Bogle.pdf>.

### Upcoming Electronic Seminars:

**Reno Judges, University of Nevada at Reno Student Code of Conduct Officers, and Police Innovatively Address College Drinking**

**Date:** Wednesday, April 28, 2010

**Time:** 3:00-4:15 p.m. Eastern



**Description:** *This program is the sixth in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*

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\*Visit [http://www.udetc.org/audioconf\\_judicialregistration.asp](http://www.udetc.org/audioconf_judicialregistration.asp) to register for this program and see a schedule of upcoming audio conferences. Please visit our website to listen to our past programs that may be of interest to you.\*

### Connecting to the News:

[Teen drinking may cause irreversible brain damage \(Published January 25, 2010, Washington, D.C.\)](#)

[Host of underage drinking party pleads guilty \(Published February 18, 2010, CA\)](#)

[St. Cloud city proposals target excessive drinking \(Published February 28, 2010, MN\)](#)

### Useful Data:

#### **An Underage Drinker Challenges her Conviction by Suggesting the Local Ordinance is Preempted by California Law (January 2010, MD)**

This information was compiled to help interested individuals learn about legal considerations related to underage drinking and the impact of public policy and enforcement in reducing underage alcohol availability and consumption, and the many negative consequences associated with this high risk behavior.



Appellant Jennifer S., a person under the age of 21, was charged and convicted of violating County Code section 9.42.020,1 which makes it a misdemeanor for a person under 21 to have a blood alcohol level of .01 percent or more while in a public place within the County. She appeals

her conviction by arguing the local ordinance was preempted by state law and therefore void. Please [click here](#) to read this interesting opinion.

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August 2010

Judicial Action on Underage Drinking:

### Judicial & Probation Outreach Project:



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#### Jeff Slowikowski

Office of the Administration  
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### Vermont's Teen Alcohol Safety Program

The mission of Vermont's Court Diversion Program is to engage community members in responding to the needs of crime victims and the community, while holding those who violate the law accountable in a way that promotes responsible behavior.

Youth who violate Vermont's alcohol laws are referred by law enforcement to the Teen Alcohol Safety Program (TASP) as an alternative to a civil violation ticket. The Vermont legislature established TASP in response to a series of alcohol-related teen traffic fatalities and the startling statistic of the State having one of the highest alcohol-related traffic fatality rates in the country. Eleven years later, that rate has dropped significantly.

To read more about Vermont's Teen Alcohol Safety Program, click on <http://www.udetc.org/documents/judicial/0710eNews/VermontCase.pdf> or copy and paste the link to your internet browser.

### Case Spotlight on Underage Drinking:

#### A Bad Idea in So Many Ways—Underage Drinking (March 2010, MN)

Providing alcohol to minors is a bad idea in so many different ways, according to three local sources – Judge Michael Savre, McLeod County Sheriff Scott Rehmann, and McLeod County Attorney Mike Junge. The trio are a handful of local officials who are joining forces to address this common problem, with the launch of a program to address this subject in McLeod County.



To read more, click on <http://www.udetc.org/documents/judicial/0710eNews/BadIdea.pdf> or copy and paste the link to your internet browser.

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- *Reno Judges, University of Nevada at Reno Student Code of Conduct Officers, and Police, Innovatively Address College Drinking* (April 28, 2010)
- *From the Community to the Courts: A Comprehensive Strategy to Address Underage Alcohol Problems in Long Beach NY* (February 17, 2010)
- *Judges to Judges: What is the Impact of Underage Drinking on the Courts' Caseloads?* (September 30, 2009)
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### Connecting to the News:

[Cops: Partying teens cause \\$200K damage to tony home \(Published March 15, 2010, NY\)](#)

[Judge Rules Against Haddonfield Girl Who Challenged School 's Off-Campus Drug-Alcohol Policy \(Published March 18, 2010, NJ\)](#)

[Judge Slams Underage Binge-drinking Epidemic after Boy, 16, Punches Stranger to Death \(Published April 22, 2010, UK\)](#)

[City Practicing Preventive Medicine in Prom Season \(Published May 12, 2010, MA\)](#)

### Legal References on Underage Drinking:

#### **A high school student is paralyzed after crashing his car leaving a house party. How can his high school be responsible? (February 10, 2010)**

On February 10, 2010, the Florida Court of Appeals, Third District handed down their opinion in the case of *Archbishop Coleman F. Carroll High Sch., Inc. v. Maynoldi*, No. 3D08-1648.

At what point does a high school's alleged liability begin and end after a 17-year-old student consumes alcohol at an end of the school year party, while at a private residence, and then crashes his automobile? This opinion is a wonderful example of how Florida courts, on appeal, analyzed complex facts and circumstance to determine liability in the tragic case of underage drinking.





To view this case, click on <http://www.udetc.org/documents/ResourceAlerts/Mar2010Case.pdf> or copy and paste this link to your internet browser in order to locate the information.

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September 2010

Probation Action on Underage Drinking

### Judicial & Probation Outreach Project:



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**Feedback**

Please visit our enhanced website at [www.udetc.org](http://www.udetc.org) for the latest information on underage drinking and judicial resources.



### The American Probation and Parole Association (APPA) Develops a New Guide about Underage Drinking for Probation Officers

Great progress has been made in reducing underage drinking and its many serious and sometimes tragic consequences. Community supervision professionals, particularly probation and diversion workers, can play an important role in maintaining and advancing this progress.

With funding and support from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the American Probation and Parole Association (APPA) has collaborated with the Pacific Institute for Research and Evaluation (PIRE) to develop a publication titled Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections, which will be released to the field in early 2011.

To read more about APPA's new guidelines document click on <http://www.udetc.org/documents/judicial/0910enews/appa.pdf> or copy and paste the link to your internet browser.

### Judicial Spotlight on Underage Drinking:

#### Last Call for Move to Lower Drinking Age to 18 (Published July 8, 2010, NC)

Though little political or other adult support exists, some (mostly teens) urge lowering the legal drinking age to 18.

Responding to confirmed health-threatening consequences from teen drinking, the National Minimum Legal Drinking Age Act of 1984 required all states to raise their minimum alcohol possession age to 21.

Though teen drinking hasn't been eliminated, this successful public policy has been effective in reducing alcohol access, particularly among younger teens. The National Highway Traffic Safety Administration estimates that 30,000 teen lives have been saved from the results of fatal alcohol-related motor vehicle crashes.

On March 6, 2007, then U.S. Surgeon General Kenneth Moritsugu issued a National "Call to Action" to prevent underage drinking. A "Call to Action" is a science-driven declaration, meant to mobilize every sector of American society, when medical science confirms a genuine national public health threat.

In 2008, John McCardell, a former college history professor and administrator, launched a counter-initiative to lower the drinking age.





Since his short burst of fame, he has largely disappeared from the national spotlight. Even supporters wonder about his absence and failure to deliver the conversational forum he supposedly sought.

The more science and research confirm about risks related to alcohol use, the more we learn about the serious dangers related to teen drinking.

To read more, click on

<http://www.udetc.org/documents/judicial/0910enews/bogle.pdf> or copy and paste the link to your internet browser.

## Judicial Electronic Seminars:

### Past Electronic Seminars are Available Online

If you were unable to participate in past Electronic Seminars, we invite you to visit our project [website](#) and download any of the audio presentations and companion materials that may be of interest. We recognize how busy schedules make it impossible to attend every session, so our website makes it easy for you to listen online or download past programs for future listening. You may also download the companion materials provided by our outstanding presenters during their live presentations to get the most out of your educational experience. To listen online please double click the tape icon to play the presentation or right click on the icon to "save" the presentation to your computer for later playback. Past teleconferences include:



- *A Range of Responses to Address Underage Alcohol Offenders: Is One Approach More Effective Than Another? (July 28, 2010)*
- *Reno Judges, University of Nevada at Reno Student Code of Conduct Officers, and Police, Innovatively Address College Drinking (April 28, 2010)*
- *From the Community to the Courts: A Comprehensive Strategy to Address Underage Alcohol Problems in Long Beach NY (February 17, 2010)*
- *Judges to Judges: What is the Impact of Underage Drinking on the Courts' Caseloads? (September 30, 2009)*
- *Communities Working with the Judiciary to Address Underage Drinking (July 22, 2009)*
- *The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws (May 27, 2009)*
- *Looking Through the Glass Darkly on Underage Drinking (March 26, 2009)*

Be on the lookout for future electronic seminar announcements, and feel free to let us know if there are specific topics you'd like featured during future calls. You may email topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

## Connecting to the News:

[Should Parents be Jailed When Kids Drink? \(Published June 17, 2010, NY\)](#)

[Illinois Supreme Court Rules Minors Caught Drinking Can Lose License \(Published June 25, 2010, IL\)](#)

## Useful Data and/or Legal References on Underage Drinking

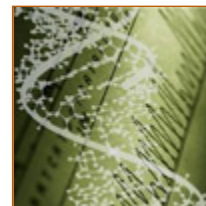
### **12th Annual National Leadership Conference – A Success!**

The 12th Anniversary Enforcing Underage Drinking Laws (EUDL) National Leadership Conference (NLC) was held on August 18-20, 2010, at the Anaheim Marriott in Anaheim, California. This year's NLC theme was "Building Community Futures with Blueprints for Success". Nearly 1,800 energized and motivated participants attended the conference, including representatives from the legal system— Attorneys, Judges, Probation Officers, and Others from District Courts, Municipal Courts, and Teen Courts. There were many plenary and workshop sessions with a judicial or probation focus. Plenary session recordings and presentation materials from workshop sessions will be available within the next 60 days on the Underage Drinking Enforcement Training Center's (UDETC) website at <http://www.udetc.org/conference2010.htm>.



### **Judiciary Perspectives on the Genetics of Alcohol Use Disorders (2010 Stanford School of Medicine)**

Alcohol abuse and underage drinking are associated with a heavy burden of delinquency, crime, injury, illness and death. Drinking problems can produce lifelong disability, derailing individual potentials and creating tremendous burdens for families and costs to society. Alcohol use is influenced by multifaceted relationships between genetic variations inherited from one's parents and environmental factors such as family behaviors, peer influences, ability to maintain relationships, and socioeconomic status. Inappropriate use of alcohol can bring individuals into contact with the judicial system in which genetic information about individuals may be used to argue for leniency, to advocate for more severe disposition or sanction, and to select interventions that have a higher probability of success for individuals with certain genotypes.



Genetic information may soon play a major role in adjudication of offenders. However, no policies currently exist regarding legitimate and constructive use of genetic information in the courts while protecting the dignity and privacy of offenders (both adult and juvenile), their families and their communities.

Improving judicial knowledge of how genetic factors influence individual susceptibility to alcohol misuse over the life span is an important strategy for improving case outcomes, thus reducing the burden of alcohol-related problems. Several different research approaches are elucidating the roles of genes and biological pathways that underlie diverse responses to alcohol and thus vulnerability to drinking and alcohol abuse. A picture of the genetic and environmental factors involved in progression from initiation (often underage) to alcohol use disorders is slowly emerging.

To learn more about this exploratory project, click on <http://www.udetc.org/documents/judicial/0910news/genetics.pdf> or copy and paste this link to your internet browser in order to locate the information.

## We Want to Hear from You:

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and probation communities about best and promising court practices on underage drinking-related issues.

The views expressed in this publication do not necessarily represent the views of the Office of Juvenile Justice for Delinquency Prevention (OJJDP) or the Pacific Institute for Research and Evaluation (PIRE) and are solely those of the author/source.



March 2011

Probation Action on Underage Drinking

Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

Jeff Slowikowski
Office of the Administration
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention

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Please visit our enhanced website at www.udetc.org for the latest information on



Multnomah County Juvenile Court Procedures to Effectively Address Underage Drinking Offenses in Oregon

From November 2007 until September 2009, the Multnomah County Circuit Court and Department of Community Justice, Juvenile Services Division, jointly operated a program to address underage drinking offenses. The program was referred to as the Minor in Possession (MIP)/Less than an Ounce (LTO) docket. The docket rotated through four referees and was heard twice monthly with a cap of 15 youth per

docket. More than half of the youth on the docket participated in diversion, and more than half of those youth successfully completed the diversion program. Most notably, the recidivism rate of MIP/LTO youthful offenders was 7.5 percent during the allotted period.

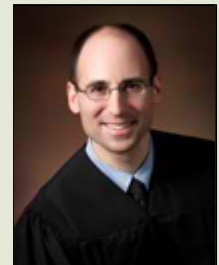
To read more about the MIP/LTO docket, click on http://www.udetc.org/documents/judicial/0211eNews/Case.pdf or copy and paste the link to your internet browser.

Judicial Spotlight on Underage Drinking:

Judge Offers Frank Talk to Parents (Published October 5, 2010, IL)

By Tony Gordon

Lake County Associate Judge Daniel Shanes will lead a panel discussion on the impact of teen drug and alcohol abuse on children and their parents on Thursday, Oct. 7, at Highland Middle School in Libertyville.



Shanes, a Lake County prosecutor for 12 years before his appointment to the bench in 2007, is currently assigned to hear felony cases at the Waukegan courthouse.

The discussion "Partying? My Kid? My House?" will include social hosting issues, guiding and communicating with children, and the personal and legal consequences of underage use of alcohol and drugs on children and parents.

To read more, click on http://www.udetc.org/documents/judicial/0211eNews/frank\_talk\_for\_parents.pdf or copy and paste the link to your internet browser.

Judicial Electronic Seminars:

How have budget cuts influenced the Court's capacity to process underage alcohol cases?

Date: Thursday, March 17, 2011

Time: 3:00-4:15 p.m. Eastern

underage drinking and judicial resources.



**Description:** *This program is the eighth in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.*



States across the country are responding to the current budget crisis by implementing a number of cost-saving measures and state courts are called upon to assume part of the burden of these reductions. Responses range from personnel layoffs to a curtailed docket as well as the elimination of programming.

Multnomah County Courts and the Multnomah County Department of Community Justice (Adult and Juvenile Divisions) have embraced prevention as an effective response to the underage drinking cases that come before the court. The effective data driven strategies developed by the county to address underage alcohol cases have been curtailed or eliminated due to budget cuts.

(Today) we will explore how the Courts and Department of Community Justice of Multnomah County have responded to their budget cuts and measure the impact of the cuts on their underage alcohol strategy. We will hear how these reductions have prompted the justice community to reflect on their past efforts and plan their future strategies to impact underage alcohol cases in Multnomah County and the State of Oregon.

**Presenters:**

Chief Judge Nan Waller  
Multnomah County Circuit Court  
Juvenile Division

Director Scott Taylor  
Multnomah County Oregon Department of Community Justice

Director David Koch  
Multnomah County Department of Community  
Justice Juvenile Services Division

\*Visit [http://www.udetc.org/audioconf\\_judicialregistration.asp](http://www.udetc.org/audioconf_judicialregistration.asp) to register for this program and see a schedule of upcoming audio conferences. Please visit our website to listen to our past programs that may be of interest to you.\* You may also email future topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

**Connecting to the News:**

[Wilmington: Judges battle teen drinking \(Published September 29, 2010, IL\)](#)

[Texas' underage alcohol abusers often re-offend, avoid treatment \(Published January 3, 2011, TX\)](#)

[Man gets jail for providing alcohol that caused teen's coma \(Published January 20, 2011, WI\)](#)



**Useful Data and/or Legal References on Underage Drinking:**

**The Court of Appeals of Ohio, Tenth District, Examines the Law and Suppression of Evidence Following the Arrest of an Underage Person by a Plain Clothes Officer (Decision Rendered October 14, 2010)**

Plaintiff-appellant, State of Ohio ("the state"), appeals, pursuant to Crim.R. 12(K), from a judgment of the Franklin County Municipal Court granting the motion to suppress evidence of defendant-appellee, Thomas Swonger who was charged with being a minor in possession of alcohol.



On September 12, 2009, Corporal David Barrick of the Franklin County Sheriff's Office was working in the area of The Ohio State University campus in an effort to identify persons under the age of 21 that were in the possession of alcohol. Corporal Barrick testified he was walking in the location of 91 Frambes Avenue when he observed a group of people at said address on and around the porch area. Specifically, he was on the porch holding a can of Natural Light beer....

A complaint was filed on September 12, 2009, charging appellee with underage possession/consumption of alcohol in violation of R.C. 4301.69(E). On October 16, 2009, appellee filed a motion to suppress the evidence arguing that there was no reasonable suspicion or probable cause to make a warrantless investigatory stop. A hearing was held on December 8, 2009, and at the conclusion of the hearing and granting the motion to suppress, the trial court stated: "...and what bothers me more than anything else is that had the officer come upon the defendant today, standing in his porch with a can of something in his hand, would the same thing result? If he came up, he would find out that the defendant is, in fact, 21. He looks the same. He can't have aged in three months. And that probably bothers me more than anything...."

To read more about this interesting case and determine whether the motion for suppression was upheld, please click on the link below.

<http://www.udetc.org/documents/judicial/0211eNews/ohioCourt.pdf>

### **Substance Use and Delinquent Behavior Among Serious Adolescent Offenders**

(NCJ 232790) December 2010

OJJDP Bulletin

Mulvey, E.P.; Schubert, C.A.; and Chassin, L.

This bulletin presents results from the Pathways to Desistance study, which interviewed more than 1,300 juvenile offenders for the 7 years after their conviction to determine what leads them to persist in or desist from serious offending. It focuses on understanding the connection between substance use and serious offending, including how these behaviors affect one another in adolescence and how they change in early adulthood, particularly when one behavior ceases. Studying the factors that help youth desist from these behaviors may reveal avenues for intervention.

To learn more, click on

[http://www.udetc.org/documents/judicial/0211eNews/OJJDP\\_Bulletin\\_Dec2010.pdf](http://www.udetc.org/documents/judicial/0211eNews/OJJDP_Bulletin_Dec2010.pdf)

or copy and paste this link to your internet browser in order to locate the information.

## **We Want to Hear from You:**

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and

probation communities about best and promising court practices on underage drinking-related issues.

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June 2011

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

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Please visit our enhanced website at www.udetc.org for the latest information on

13th Annual Enforcing Underage Drinking Laws (EUDL) National Leadership Conference: Opportunity for Legal Professionals



Join the Office of Juvenile Justice Delinquency Prevention (OJJDP) and the Underage Drinking Enforcement Training Center (UDETC) in "Spotlighting Community Solutions to Underage Drinking" as the Enforcing Underage Drinking Laws (EUDL) Program marks its 13th National Leadership Conference (NLC), which will be held in Orlando, Florida, August 10-12, 2011.

This year's conference will feature Judicial, Prosecutorial and Probation Initiatives during workshop and plenary sessions. Workshops in this area will include innovative strategies specific to underage drinking, cases or dockets used by courts that have achieved successful outcomes, initiatives, or legal strategies used by a prosecutor's office that offer information and data on how lay individuals and community groups can work more closely and effectively with prosecutors, or successful strategies used by probation and parole professionals in working with underage clients, including discussions about the role of the probation and parole officers and how their work has effectively carried out the orders of the court. Select plenary sessions will feature guest speakers from the judicial and prosecutorial community who will speak on a range of underage drinking-related legal issues of interest to the justice community.

For more information and to register for this event, visit the UDETC website at www.udetc.org.

Court Spotlight on Underage Drinking:

Appeal Judge Backs City on Liquor License Denial (Published April 8, 2011, IA)

By Tim Jamison

WATERLOO, Iowa --- The city finally won a legal challenge over its denial of a liquor license.

An administrative law judge with the Iowa Department of Inspections and Appeals has affirmed the City Council's Feb. 21 vote to reject a liquor license for Club Fever, 313 W. Fifth St.

Judge Margaret LaMarche had overturned the city five times in the past year when City Council members denied liquor and beer licenses to local businesses that met the legal and zoning requirements but faced neighborhood opposition.





underage drinking and judicial resources.

Underage Drinking  
Enforcement Training Center



But in the case of Club Fever, the rejection was based on a pattern of past violations by the applicant, Damir Pajazetovic, his failure to disclose his criminal history on the license application, and late payment of a \$1,500 fine for a previous tobacco violation. Waterloo police also opposed the license renewal.

LaMarche agreed.

To read more, click on <http://www.udetc.org/documents/judicial/201106eNews/appeal.pdf> or copy and paste the link to your internet browser.

## Electronic Seminars:

### **Reducing Underage Drinking: Research and Information for Judges on Harm Reduction and Prevention Initiatives**

**Date:** Wednesday, June 22, 2011

**Time:** 3:00-4:15 p.m. Eastern



**Description:** This program is the tenth in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) in association with the Underage Drinking Enforcement Training Center (UDETC) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.

Alcohol is the most commonly used and abused drug among youth in the United States, more than tobacco and illicit drugs. Although drinking by persons under the age of 21 is illegal, people aged 12 to 20 years drink 11% of all alcohol consumed in the United States.

Judges and justice community leaders are key players in community-wide efforts to emphasize the risks associated with underage drinking and related motor vehicle offenses. Judges may assume leadership roles on these issues in their community without impeding judicial independence. Prevention initiatives related to underage drinking and DUI offer promising outcomes but require continuing research and evaluation to determine their success and to improve their effectiveness.

No one sanction or strategy is successful unless used in combination with other measures. Our program will look at a range of responses applied by the justice community to address underage alcohol problems and hear from researchers about the most successful initiatives and why they appear to be effective.

#### **Presenters:**

##### **Judge Thomas Bamberger**

Associate Justice  
District Court of New Hampshire  
Nashua, New Hampshire

##### **Dr. William F. Wieczorek, Ph.D.**

Director, Center for Health and Social Research  
Professor, Dept. of Geography and Planning  
Buffalo State University  
Buffalo, New York

##### **Mr. James Fell**

Senior Program Director  
Pacific Institute for Research and Evaluation  
Calverton, Maryland

\*Visit [http://www.udetc.org/audioconf\\_judicialregistration.asp](http://www.udetc.org/audioconf_judicialregistration.asp) to register for this free program and see a schedule of upcoming audio conferences. Course objectives, outline and CLE certificate provided upon request. Visit our website to listen to past programs that may be of interest to you.\* You may also email future topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

## Connecting to the News:

### **First sentence given under social host ordinance (Published April 20, 2011, MN)**

<http://www.udetc.org/documents/judicial/201106eNews/isanti.pdf>

### **Fallston Parents Plead Guilty to Underage Drinking Charges; Hosted Party for 17-Year-Old Son and Friends (Published April 25, 2011, MD)**

<http://www.udetc.org/documents/judicial/201106eNews/Fallston.pdf>

### **Illinois Supreme Court Rules Parents Not Liable for Unknowingly Permitting Underage Drinking at Party (Published May 19, 2011, IL)**

<http://www.udetc.org/documents/judicial/201106eNews/illinois.pdf>



## Did You Know? Useful Data and/or Legal References on Underage Drinking:

### **Reducing Underage and Young Adult Drinking: How to Address Critical Drinking Problems During this Developmental Period**

*Windle, M. and Zucker, R. 2010. Alcohol Research and Health, Vol. 33, Nos. 1 and 2, Pages 29-44.*



Forty years ago, when the National Institute on Alcohol Abuse and Alcoholism (NIAAA) was founded, alcoholism was considered an adult disease driven principally by physiological determinants. As NIAAA expanded its research portfolio, new data and insights were obtained that led to an increased focus on underage and young adult drinking. Fostered by interdisciplinary research, etiologic models were developed that recognized the multiplicity of relevant genetic and environmental influences. This shift in conceptualizing alcohol use disorders also was based on findings from large-scale, national studies indicating that late adolescence and early young adulthood were peak periods for the development of alcohol dependence and that early initiation of alcohol use (i.e., before age 15) was associated with a fourfold increase in the probability of subsequently developing alcohol dependence. In recent years, developmental studies and models of the initiation, escalation, and adverse consequences of underage and early young adult drinking have helped us to understand how alcohol use may influence, and be influenced by, developmental transitions or turning points. Major risk and protective factors are being identified and integrated into screening, prevention, and treatment programs to optimize interventions designed to reduce drinking problems among adolescents and young adults. In addition, regulatory policies, such as the minimum drinking age and zero-tolerance laws, are being implemented and evaluated for their impact on public health.

This article provides a brief snapshot of the current scientific knowledge about these earliest drinking years. It summarizes the epidemiologic evidence that documents the importance of the adolescent and young adult periods in determining level of alcohol consumption. The article then examines the developmental nature of problem use, explores why the developmental changes of this age period are of particular importance from a public health standpoint, describes the critical nature of timing in the onset of drinking

behavior, and explains the manner in which the changes in drinking that occur between age 10 and the early 20s map onto other developmental challenges of this period of life. Finally, the article briefly reviews current knowledge about the risk and protective factors that exist during adolescence and young adulthood and summarizes the screening, prevention, and intervention programs focused on this age-group.

To read more about this research article, please click on the link below.  
<http://www.udetc.org/documents/judicial/201106eNews/young.pdf>

**Influence of Family Factors and Supervised Alcohol Use on Adolescent Alcohol Use and Harms: Similarities Between Youth in Different Alcohol Policy Contexts**



*McMorris, B., Catalano, R., Jung Kim, M., Toumbourou, J., and Hemphill, S. May 2011. Journal of Studies and Alcohol and Drugs, Vol. 72, Pages 418-428.*

**ABSTRACT**

**Objective:** Harm-minimization policies suggest that alcohol use is a part of normal adolescent development and that parents should supervise their children's use to encourage responsible drinking. Zero-tolerance policies suggest that all underage alcohol use should be discouraged. This article compared hypotheses derived from harm minimization and zero-tolerance policies regarding the influence of family context and supervised drinking on adolescent alcohol use and related harms among adolescents in Washington State, USA, and Victoria, Australia, two states that have respectively adopted zero-tolerance and harm-minimization policies.

**Method:** Representative samples of seventh-grade students (N = 1,945; 989 females) were recruited from schools in each state. Students completed comprehensive questionnaires on alcohol use, related problem behaviors, and risk and protective factors annually from 2002 to 2004 when they were in ninth grade.

**Results:** Relationships between family context and alcohol use and harmful use were very similar in both states. Adult-supervised settings for alcohol use were associated with higher levels of harmful alcohol consequences. Adult-supervised alcohol use mediated the links between favorable parental attitudes to alcohol use and ninth-grade alcohol use for students in both states.

**Conclusions:** Despite policy differences in the two states, relationships between family context variables and alcohol use and harmful use are remarkably similar. Adult-supervised settings for alcohol use resulted in higher levels of harmful alcohol consequences, contrary to predictions derived from harm-minimization policy. Findings challenge the harm-minimization position that supervised alcohol use or early-age alcohol use will reduce the development of adolescent alcohol problems.

To learn more about this study, click on  
<http://www.udetc.org/documents/judicial/201106eNews/supervised.pdf> or copy and paste this link to your internet browser in order to locate the information.

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that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and probation communities about best and promising court practices on underage drinking-related issues.

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September 2011

Judicial Action on Underage Drinking:

Judicial & Probation Outreach Project:



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Please visit our enhanced website at www.udetc.org for the latest information on

13th Annual Enforcing Underage Drinking Laws (EUDL) National Leadership Conference (NLC)– A Success!

The 13th Annual EUDL NLC was held on August 10-12, 2011, at the Rosen Center Hotel in Orlando, Florida. This year's NLC theme was "Spotlighting Community Solutions to Underage Drinking". Nearly 1,800 energized and motivated community leaders attended this conference, including strong representation from the justice community - judges, prosecutors, probation officers, and others serving their community District, Municipal, and Teen Courts added invaluable support for the nation's premier underage drinking prevention conference. This year's conference included plenary and workshop sessions focusing on the critical need for strong judicial and probation leadership in prevention efforts to reduce underage drinking. Below is a recap of legal-related programs spotlighted during this year's NLC.



- Plenary Session #4—Voices of Effective Leadership
• Featured Dialogue #2—Working with the Justice Community on Underage Drinking: The Power of Full Engagement
• Preconference Workshop Session Basic 11—Legal Issues in Lay Language: Enforcing Underage Drinking Laws
• Workshop Session A11—Macon County, IL Youth Courts: Teen Court and Truancy Court
• Workshop Session B4—Underage Drinking: Prevention and Intervention Principles for Community Corrections
• Workshop Session C3—Reducing Sales to Minors by Impacting the Bottom Line
• Workshop Session C8—Promoting Effective Justice Alternatives for Teens: Creating and Sustaining
• Workshop Session F2—Juvenile Drug Courts in West Virginia

Plenary session recordings and presentation materials from workshop sessions will be available within the next 30 to 60 days on the Underage Drinking Enforcement Training Center's (UDETC) website at www.udetc.org/conference2011.

Court Spotlight on Underage Drinking:

Judge Says Nebraska Must Tax 'Alcopops' as Liquor (Published February 17, 2011, NE)

LINCOLN, Neb. — LINCOLN, Neb. (AP) - A judge has decided that Nebraska should be taxing so-called alcopops at a much-higher hard liquor rate, meaning the price could jump for drinks such as Mike's Hard Lemonade, Smirnoff Ice and Bacardi Breezers. The difference between the beer and hard liquor rates is more than \$3 a gallon, so the price of these beverages is likely to increase if the ruling stands.

underage drinking and judicial resources.



The products start out as brewed malt beverages but are flavored with distilled spirits. Lancaster County District Judge John Coburn ruled Monday that state law dictates that a drink containing any distilled alcohol should be taxed as hard liquor.

A mother and three Nebraska groups that fight underage drinking filed the lawsuit in 2009. It challenged the state Liquor Control Commission's decision to let alcopops be classified as beer instead of hard liquor.

To read more, click on

<http://www.udetc.org/documents/judicial/201109eNews/Nebraska.pdf> or copy and paste the link to your internet browser.

## Electronic Seminars:

### **Intervention Principles and Practice Guidelines for Community Corrections on Underage Drinking**

**Date:** Thursday, September 29, 2011

**Time:** 3:00-4:15 p.m. Eastern



Description: This program is the eleventh in a series of audio-teleconference presentations produced by the Pacific Institute for Research and Evaluation (PIRE) in association with the Underage Drinking Enforcement Training Center (UDETC) and the American Probation and Parole Association (APPA) in cooperation with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with a focus on the relationship of the judicial and probation communities and the issues related to underage alcohol abuse.

September brings the release of a new publication on the response of community corrections to the issue of underage drinking. The American Probation and Parole Association (APPA), in cooperation with the Pacific Institute for Research and Evaluation (PIRE), has developed a comprehensive document that explores the scope of this multi-faceted problems associated with alcohol use among youth. Undoubtedly, this is an issue that is one of the most significant public health and safety issues facing our nation's youth. The document outlines a series of practice guidelines and guiding principles for the community corrections field with the intent to implement more effective responses to underage drinking youth who become involved in the justice system. In this seminar, the speakers will deliver a valuable summary of the document and discuss its resource value to all segments of the justice community. Participants will learn information in which they can use to implement practices that have been found to be effective in addressing the issues faced by working with underage drinking youth.

#### **Presenters:**

##### **Susan Burke**

Director  
Utah Division of Juvenile Justice Services  
Salt Lake City, Utah

##### **Tracy Mullins**

Deputy Director  
American Probation and Parole Association  
Lexington, Kentucky

##### **Nathan Lowe**

Research Associate  
American Probation and Parole Association  
Lexington, Kentucky

\*Visit [http://www.udetc.org/audioconf\\_judicialregistration.asp](http://www.udetc.org/audioconf_judicialregistration.asp) to register for this free program and see a schedule of upcoming audio

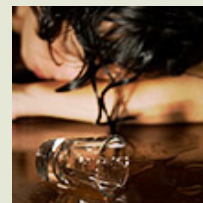


conferences. Course objectives, outline and CLE certificate provided upon request. Visit our website to listen to past programs that may be of interest to you.\* You may also email future topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

## Connecting to the News:

**Underage binge drinking has the potential to cause long term brain injury, according to a study (Published April 5, 2011, UK)**

<http://www.udetc.org/documents/judicial/201109eNews/binge.pdf>



**Four Loko Producers Subpoenaed by NY Senator Klein (Published June 2, 2011, NY)**

<http://www.udetc.org/documents/judicial/201109eNews/four.pdf>

**Virginia Aims to Lessen Underage Drinking and Driving (Published June 20, 2011, VA)**

<http://www.udetc.org/documents/judicial/201109eNews/Virginia.pdf>

## Did You Know? Useful Data and/or Legal References on Underage Drinking:

**OJJDP Releases Bulletin on Reducing Underage Drinking in the Air Force (Published August 2011)**



The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has released, "[Reducing Drinking Among Underage Air Force Members in Five Communities.](#)"

The bulletin describes the early findings of an evaluation of OJJDP's Enforcing Underage Drinking Laws (EUDL) initiative in five Air Force communities. Authors compare rates of drinking in the five communities to comparison groups and to the Air Force overall.

The bulletin is the first in a series OJJDP is producing on underage drinking, which will highlight the dangers of underage drinking and provide guidelines for policy and practice.

Resources: "Reducing Drinking Among Underage Air Force Members in Five Communities" (NCJ 232616) is available at <http://www.ojjdp.gov/publications/PubAbstract.asp?pubi=254704>.

*Print copies can be ordered online from the National Criminal Justice Reference Service.*

### Facts about Alcohol and Adolescent Health

We now recognize that underage drinking must be addressed, not as an isolated phenomenon, but as one fully embedded in the context of child and adolescent development. From birth through adolescence, a complex cascade of biological, psychological and social development interacts with dynamic environmental influences, leading to behavior that may either move individuals toward or away from underage drinking.



*To learn more about this document produced by the National Institute on Alcohol Abuse and Alcoholism, click on <http://www.udetc.org/documents/judicial/201109eNews/facts.pdf> or*

*copy and paste this link to your internet browser in order to locate the information.*

## **We Want to Hear from You:**

We recognize that judges play a vital role in educating underage youth and adults who appear before them, and heavily influence community norms around the complex issues of underage drinking. Our project seeks out judges, courts, and judicial initiatives that can be held up as models for the rest of the country, and research that would be useful to the Courts when addressing these cases. We are looking for examples to highlight in our "Judicial Action on Underage Drinking" section to document how a judge, court, or judicial initiative has developed and implemented successful strategies on the complex issues around underage alcohol problems. We are also looking for media features about court responses to underage drinking that can be placed in future Judicial E-News communications and posted to our website as a resource for others in the field who may find the information of interest. If you would like to share your successes with us, please contact Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org), or Holly Torske at [torske@pire.org](mailto:torske@pire.org). We look forward to working with you and expanding our outreach to the judicial and probation communities about best and promising court practices on underage drinking-related issues.

The views expressed in this publication do not necessarily represent the views of the Office of Juvenile Justice for Delinquency Prevention (OJJDP) or the Pacific Institute for Research and Evaluation (PIRE) and are solely those of the author/source.





October 2011

Probation Action on Underage Drinking:

Judicial & Probation Outreach Project:



On behalf of the Judicial and Probation Outreach Project team, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) would like to thank you for your interest in underage drinking-related issues and best and promising practices to create safer and healthier environments for our nation's youth; and encourage you to engage in discussions about the topic to identify promising court practices and community engagement that will not only impact the individual youth, but will have long lasting effects in changing community norms and responses to this complex public health and safety issue.

Jeff Slowikowski
Office of the Administration
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention

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Please visit our enhanced website at www.udetc.org for the latest information on

New Publication Now Available! "Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections" (Published September 2011)

The American Probation and Parole Association (APPA), in cooperation with the Pacific Institute for Research and Evaluation (PIRE), has developed this comprehensive document that explores the scope of the multi-faceted problems associated with alcohol use among youth. Undoubtedly, this is an issue that is one of the most significant public health and safety issues facing our nation's youth. This document is a practical tool written to aid the community corrections practitioner and others within the justice community with a series of practice guidelines and guiding principles to help implement a more effective response to underage drinking youth who become involved in the justice system.



To access this new publication, visit the Underage Drinking Enforcement Training Center (UDETC) website at www.udetc.org, the APPA website at www.appa-net.org; or click on http://www.udetc.org/documents/judicial/201110eNews/appa.pdf or copy and paste the link to your internet browser.

Court Spotlight on Underage Drinking:

McHenry County Court to Use Online Sanctions for Low-Risk Offenders (Published September 22, 2011, IL )

In an effort to implement meaningful sentencing alternatives for alcohol related offenses and low-degree criminal offenders, the 22nd Judicial Circuit of McHenry County, in conjunction with the McHenry County Department of Probation and Court Services, has implemented the use of the 3rd Millennium Online Classrooms.



During the last decade, courts have been diverting underage drinking, petty theft, marijuana possession, and other misdemeanor cases to diversion programs, thus allowing the court to deal with more serious offenses.

For many first offenders, this is a "teachable moment." The 22nd Judicial Circuits wants streamlined, effective intervention solutions for low-risk criminal offenders.

underage drinking and judicial resources.



To read more, click on <http://www.udetc.org/documents/judicial/201110eNews/mchenry.pdf> or copy and paste the link to your internet browser.

## Electronic Seminars:

### **Massachusetts District Attorneys Engage the Justice Community on the Topic of Underage Drinking**

In an effort to engage the highest levels of our justice community on the topic of underage drinking, the Commonwealth of Massachusetts has engaged district attorneys in 4 of the 11 counties to assume a leadership role on the topic of underage drinking and their role in prevention and intervention.



Prompted by an inquiry of Berkshire County District Attorney David Capeless, the Commonwealth of Massachusetts received the authority to issue grants from the Enforcing Underage Drinking Laws Program (EUDL) to aid the district attorneys in bringing information to their community, law enforcement, court and probation personnel and parents on the importance of this issue to the health and welfare of young people in their communities.

This bold move by the Commonwealth of Massachusetts was recognized in 2010 as a national success story by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). This program retraces the steps leading up to this decision and features three of the district attorneys who used the power of their office to motivate, lead and help make underage drinking a priority in their county, and encourages other jurisdictions to ask if this partnership can work in other states as well.

\*Visit [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp) to access the program recording from September 22, 2011. \* For future program ideas, please email topic recommendations to Aidan Moore at [amoore@pire.org](mailto:amoore@pire.org). Thank you for your interest in our electronic seminar series.

## Connecting to the News:

### **Binge Drinking 'Can Damage Memory Skills' in Teen Girls (Published July 15, 2011, UK)**

<http://www.udetc.org/documents/judicial/201110eNews/binge.pdf>

### **Judge, Mom Spar Over Seriousness of Teen Drinking Party (Published July 26, 2011, MA)**

<http://www.udetc.org/documents/judicial/201110eNews/judge.pdf>

### **Underage Drinking at Darien Lake Prompts Legislation (Published September 22, 2011, NY)**

<http://www.udetc.org/documents/judicial/201110eNews/darien.pdf>



## Did You Know? Useful Data and/or Legal References on Underage Drinking:

### **Collaborative Enforcement Efforts Bring Massachusetts District Attorneys into the Statewide EUDL Plan (Published May 2010)**



Massachusetts Highway Safety Division (HSD) Director, Sheila Burgess, and her staff have been leaders in building community support and awareness of the importance of addressing underage alcohol problems using the broadest degree of community support possible. In 2009, the Massachusetts Executive Office of Public Safety and Security (EOPSS), HSD, took a bold step in addressing underage alcohol problems by bringing a group of new partners to the table. Berkshire County District Attorney David Capeless led the path for this new partnership through his work with coalitions across the county in an ongoing campaign against underage drinking. Always on the lookout for new partners and creative ways to address underage drinking, Ms. Burgess's recognition of the effect district attorneys could have with EUDL efforts prompted her to develop an Application for Grant Funding targeted at district attorneys across the State, hoping to generate the same level of commitment demonstrated in Berkshire County.

To learn more about this story, click on <http://www.udetc.org/documents/judicial/201110eNews/ma.pdf> or copy and paste this link to your internet browser in order to locate the information.

### **Measuring Law for Public Health Research (Published December 2009)**



Research at the intersection of public health and the law can yield meaningful insights into how broadly, deeply, and effectively policymakers' efforts translate into improved health for individuals and populations. Such research can also make visible unintended consequences of these policy efforts. Spanning a wide field that includes, but is not limited to the topics listed in the sidebar of this document, the literature is replete with studies about the effects and effectiveness of laws that aim to protect and improve public health.

The monograph is intended primarily for social scientists and attorneys who are interested in using the law as data in public health research.

To learn more about this publication, click on <http://www.udetc.org/documents/judicial/201110eNews/measuring.pdf> or copy and paste this link to your internet browser in order to locate the information.

## **We Want to Hear from You:**

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and probation communities about best and promising court practices on underage drinking-related issues.

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# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Thursday, March 26, 2009



### Looking Through the Glass Darkly on Underage Drinking

**Linda L. Chezem**, Professor, Dept of Youth Development and Agriculture Education  
College of Agriculture at Purdue University

**Claudia Fernandes**, President, National Association of State Judicial Educators

**Dr. Sean O'Connor**, Scientific Co-Director for Human Research and Alcohol Metabolism,  
Indiana University School of Medicine

Registrants: 141  
Iline audio participant count: 67  
Iline web participant count: 62  
Iline evaluation responses: 36  
Score for #4: 3.6

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
<i>Audio poll:</i>	31	5

2. Were the presentations clear, concise, and understandable?

	Yes	No
<i>Audio poll:</i>	34	2

3. Were the handouts effective in communicating the subject matter?

	Yes	No
<i>Audio poll:</i>	22	8

4. Please provide an overall rating for the electronic seminar.

1 for poor:	0
2 for fair:	6
3 for good:	9
4 for very good:	14
5 for excellent:	7

**Comment Text**

1. Excellant slide presentation from all three panelists. Great information. Would love to have them again
2. More please
3. It may have been our speaker system - it was difficult to hear thus making having an influence on the processing of content. Thanks for emailing the slides!!
4. This was excellent and I'm looking forward to more programming from this project. A need that was previously unfilled seems to be getting attention. Congratulations
5. I really like the handouts prior to the audio conference...That way I can add my notes of what the speaker says on them.....
6. speakers should be able to forward slides or have a audio signal so that they don't have to keep saying "next slide please" get a actual trial court judge on the panel and you might get more tailored info which would help the trial judges.
7. Keeping is simple worked and having the PowerPoints ready to go is a must. Is there some way the faculty can advance the slides or is this done at a different location.
8. There should be handouts and it should be based on what a high volume court can do with limited resources for it to be of benefit to me.
9. I wish you could find a way to put the audio on the computer rather dialing in via telephone. Thank you very much. I appreciated the information and look forward to joining the May 7th one.
10. These have worked very well. I'm not sure, shooting from the hip, what could be done better. The combination of the audio and webinar format is an excellent use of this technology. It brought over 50 people from all over the country together.
11. Topic: The relationship between underage drinking and marijuana use. There is a lot of current discussion that simple marijuana possession should be decriminalized. I see many minors who are using alcohol and marijuana, and driving motor vehicles. What do the studies say about the frequency of this combination and how to effectively address it?
12. This was a great. Appreciated being able to remain at my desk and watch the presentation. Thanks
13. How do we confirm CJE/CLE credits ? [wjstewart@techline.com](mailto:wjstewart@techline.com)
14. Would like to hear what some congressional or senatorial folks have to say regarding your efforts and their support or lack of.
15. The call-in procedures were too cumbersome - why did we need to provide our name, email, etc. when we had pre-registered? Also the only option for downloading the materials was to save an exe file, which I did not want to do. You need to streamline the process to encourage participation.
16. I really like the having the web link with the visual powerpoint. Also like opportunity to email questions. Thanks for a great service.
17. I especially appreciated Dr. O'Connor's information and would like more of that substantive information.



# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Wednesday, May 27, 2009



### The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws

**Mr. Carl Wicklund**, Executive Director  
American Probation and Parole Association, Lexington, Kentucky

**Mr. Raymond H. Wahl**, Juvenile Court Administrator  
Administrative Office of the Courts, Salt Lake City, Utah

**Judge Thomas E. Bamberger**, Associate Justice  
State of New Hampshire, District Court System

Registrants: 489  
Iline audio participant count: 205  
Iline web participant count: 182  
Iline evaluation responses: 99  
Score for #4: 3.7

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
Audio poll:	91	7

2. Were the presentations clear, concise, and understandable?

	Yes	No
Audio poll:	98	1

3. Were the handouts effective in communicating the subject matter?

	Yes	No
Audio poll:	93	4

4. Please provide an overall rating for the electronic seminar.

1 for poor:	0
2 for fair:	8
3 for good:	26
4 for very good:	49
5 for excellent:	16

Comments:



1. Since there were three separate sets of materials available it is most helpful if speakers could clearly identify which one they are referring to rather than stating "on p. 16" as all three sets of materials had more than one set. One speaker did this, the others did not.

2. Very well done and stuck to the defined time table. Impressive given the amount of information to provide to such a varied audience. Generated questions to be addressed specific to our local community.

3. Plan more time for questions that are directed to each portion of the conference instead of having people wait until the end. May be more relevant and useful for everyone.

4. Sometimes sound quality was not the best

5. Tremendous programming.....need more!

6. I'm part of a DFC community coalition. This presentation was most helpful in providing me with a better understanding of the role the judicial sector can play in improving law enforcement. Adding to this beginning understanding of the judicial role it would be most helpful to hear ideas of how to approach the judiciary to motivate involvement. Further complicating my own situation is the fact that we serve three small municipalities so we have three local court systems.

7. enjoyed very much alot of info in the material

8. This is an excellent seminar. I was unable to attend the first. Are the slides and audio recording from it also available. Thank you very much.

9. I was hoping to hear more about how the numbers were lowered. What kind of training, programs, meetings, etc. were used to reach all the juveniles that were charged with alcohol offenses.

10. Appreciated the insightful viewpoint from the mix of professionals currently working in the juvenile field. This is a major concern in our communities throughout the United States and it was good to see how others are addressing the issue. Looking forward to participating in future tele-conferences!

11. While it sounds as if we have a coherent and generally consistent program in the US for dealing with underage drinking by minors (under 18), this is not the case for those 18-21. Screening and intervention programs like BASICS promote moderation and not zero tolerance, courts are all over the place on probation and other cures, police often don't arrest, cite or refer to courts and we can't even track what happens to or how many offenders. Attention needs to be directed at this group which by the way consumes a greater percentage of alcohol and causes more injuries and death than do the minors.

12. I think the conference could be extended so that more questions could be answered live for others to listen in and learn from each other.

13. I was not clear on how the audio was to work...I thought it was to come thru my computer and then figured out into the conference it was thru the phone lines...make it more clear how it is suppose to work...

14. Phone quality inconsistant. Had trouble hearing Susan from Utah and could not hear the person introducing callers at all. 3 slides to a page for hand outs with room for notes makes it impossible to even see what is on the slide.

15. Thanks for this education it is valuable to our work.

16. I would have like much more information for the 18-24 age group.

17. It was difficult to understand George at times and I missed some of his information. The sound was not the best. I also could not get the video on my computer.

18. none at the moment - it was very interested and gain much information - Thank you so much.



19. Some people had problems logging into the audio portion, and I was on hold for quite a while, resulting in my being late for the call.

20. Mnay handout slides were too small to read

21. This presented me with a good overview of different thoughts. Possibly something on JRBs only.

22. relevant topics on a more regular basis

23. Provide an equal-time debate with people who think the United States of America ought to be a free country, with liberty and justice for all, where the citizen decides what to drink, and people who think the politicians have a right to employ gun-toting goons in bulletproof vests to intimidate teenagers into giving up their inherent natural right to drink the beverage of their choice.

24. Thank you. Good information. Appreciate the opportunity.

25. none

26. I was not able to print out the handouts during the conference and have been out of the office since then.

27. The handouts were very small when printed off. It was great to have them to refer to, but too small to read. The speakers were excellent. It was very professional.

28. Thank you

29. I would suggest leaving more time for Q/A.

30. In reference to question #1, my work is more in the area of prevention

31. I would like to see future audio concerences involving parental discussions or testimony concerning the types of dilemmas (from a parental perspective) that parents are faced with in dealing with teens/children suffering with AOD problems. Also, testimony from teens/offenders as to the dilemmas impacting their lives, causing them to re-offend or be subjected to an increase in risk factors.

32. greater volume from the presenters audio would help. i have to use a speaker phone for multiple people and Susan's voice being softer was particularly tough to hear. otherwise, well structured and though my first webinar materials worked well, thank you.

33. I don't know if there was something wrong with my phone line, but every once in awhile the audio would just go blank(maybe 5 seconds) and then it would come back on...I didn't really miss much...it was just a little annoying!!

34. I really enjoyed this webinar, and I usually don't. Very helpful information. All speakers were excellent and concise. I learned a lot. Thank you!

35. Good stats from Utah; good summary of the judge's role by Judge Bamberger; too bad the questions have to be left to the last...it seems to inhibit real give-and-take with the participants; the lady from Utah (Susan...and forgot her last name) faded out from time to time during her remarks; last, I wonder if a webinar can ever get into the nitty-gritty of a subject...while the materials are excellent, the remarks, by themselves, while engaging, weren't as in-depth as I would have wished. I was very impressed with your having 160-plus participants.

36. Juvenile disposition options including sanctions and incentives; truancy reduction programs; juvenile drug courts

37. Very informative. Thank you.

38. Great.....keep em coming. This is a great project and we are getting alot of good information.

39. I was interested in specific programming. The piece on assessment makes perfect sense, but I was interested in the assessment tools being used. Also any specific programming being offered "inhouse" in the jurisdictions. I did feel I have some starting places to seek information on assessment and cog based programming. The live chat box was distracting.

40. It was difficult to access the audio component. However, we were able to secure the audio portion at the beginning of the session.
41. It would be helpful if you specify both east & west coast times.
42. Better screened questions and more instructions on using the technology.
43. it was a great source of information - is the training offered with CEUs / Contact hours? and if so, how do we get certificates?
44. nice to have access to the handouts and resources prior to the meeting.
45. Looking forward to the next audio conference.



# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Wednesday, July 22, 2009



### Communities working with the Judiciary to Address Underage Drinking

**Dr. Ted Miller**, Principal Research Scientist, Pacific Institute for Research and Evaluation

**Sheila Nesbitt**, Chief of Training and Technical Assistance, Minnesota Institute of Public Health

**Kevin Richard**, Administrative Director of Juvenile Services/Specialty Courts, Rhode Island Family Court

Registrants: 722  
Iline audio participant count: 345  
Iline web participant count: 267  
Iline evaluation responses: 130  
Score for #4: 3.7

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
<i>Audio poll:</i>	123	6

2. Were the presentations clear, concise, and understandable?

	Yes	No
<i>Audio poll:</i>	127	2

3. Were the handouts effective in communicating the subject matter?

	Yes	No
<i>Audio poll:</i>	116	5

4. Please provide an overall rating for the electronic seminar.

1 for poor:	1
2 for fair:	1
3 for good:	5
4 for very good:	18
5 for excellent:	4

## Comments:

1. This was highly professional and I appreciated being able to look over the materials ahead of time. I will use the information in my future planning with the justice department and with youth at risk.

2. For some reason this time I could not access the power point it was just a white page it was working at the beginning and just stopped I tried several times closing out and logging back in it did not work, I know you are under time constraints but the information was rapidly done, so I missed about 50% of it I took notes but could not keep up, I am going to order the CD that should help. Otherwise it was absolutely awesome, I love your audio conferences this is the 3rd I have taken and plan on taking your next one. They are always packed with solid information. Thank you. Sincerely, Lynn Lowder, 406-596-8566, Twin Bridges, Montana, Environmental Prevention Program Officer

3. Have the most updated powerpoints obvious on the website in advance. I had printed an older one for the 1st presentation and had to keep looking for which slide he was on. I didn't have the 2nd and 3rd powerpoints until the links were listed during their presentations which meant I was hunting them down while they talked--not the best. I could see them on my screen, but I wanted to be able to take notes on them. The info was great! I will pass it along to others.

4. I was very impressed with the quality of your presenters. Dr. Miller was superb and very informative. More of that information and the "hands on" "how to do" speakers are very helpful. This is a great service.

5. Excellent presentation. The handouts were great and the presenters stayed on tract with them.

6. Thank you so much for putting on this presentation.

7. I was hoping for some new ideas to implement in our Juvenile & Family Drug Court or within one of our community coalitions. While I was happy to hear that we are doing all that was discussed, I didn't come away with any new ideas.

8. Outstanding webinar, really enjoyed it. Experienced some technical difficulties in the downloading of the visual presentation. For downloading the live presentation, it is helpful to provide a 'known publisher' of the software to speed up the download process. I had to make a call to the Institute to verify that the software publisher was authentic.

9. While the speakers/info were fine to a point, this reminded me of any conference panel presentation I've ever attended. Opportunities for interaction very minimal, wordy powerpoints, lots said in one hour. That said, what was done was well-organized, just not very innovative as a presentational means. Still, it is better to have this than having to pay for travel for so many people to participate. No one has much money for travel these days. Dr. Miller's statistics were really stunning.

10. It would have been helpful to have all the handouts in advance for note keeping purposes. Otherwise it was a very good audio conference.

11. Comment only - I felt out of all the audio conferences I have joined, the chat box on this one was out of control. Not sure if one can monitor the issues or shut it down but it was distracting this time. However, you doubled your attendance so that might be the factor. Thank you again.

12. It was great!! Really appreciate the audio conference being taped to share with others.

13. While the speakers/info were fine to a point, this reminded me of any conference panel presentation I've ever attended. Opportunities for interaction very minimal, wordy powerpoints, lots said in one hour. That said, what was done was well-organized, just not very innovative as a presentational means. Still, it is better to have

this than having to pay for travel for so many people to participate. No one has much money for travel these days. Dr. Miller's statistics were really stunning.

14. I really thought we were going to dive deeper into the subject of working with both municipal and county judges. A great portion of the conference was spent discussing an overview of the underage drinking problem at hand.

15. I could not download the slides. I may have misunderstood some of the directions, or perhaps they could have been made more user friendly.

16. I would like to know if there are other callers/participants from my home state. This would offer better opportunities for future collaborations.

17. Topics specific to working in Indian Country would be most appreciated. the more resources that can be provided, the better. I was given at 3 new websites to check out - very helpful. If there are listserves or other ways to keep the conversation going about the topic presented, that would be wonderful information to have. I often feel isolated, so the more collegial contacts I can make, the better. Great Webinar!

18. First presenter seemed to simply read slides rather than elaborate on the information that was on the slides. It was excellent data, but he went much too quickly simply reading off what was written on the slides. Also, for second presenter I would have liked learning more specifically about the ZAP program; she really did not get into the mechanics of the program. Good conference all in all once I tuned-out the obsessive commenters having side-bar conversations.

19. Aidan's voice faded in/out and he is soft-spoken. Needs to speak louder, get closer to phone/mike. Ted's slide did not contain sources and should have. Sheila was articulate and crisp. She had good PPT. slides as did the last speaker.

20. More time for questions

21. Is there anyway to set the audio along with the powerpoint when one logs in. Rather than via telephone for audio? That would be ideal webcasting.

22. Focusing on parental involvement--what are different ways communities involve parents (effectively), whether it is in the prevention stage or after teens have gotten into trouble with underage drinking, etc. It seems that no matter what the topic (underage drinking, truancy, suspension, gang involvement) may be, the question always seems to come down to "how do we get parental involvement?"

23. I believe as do a lot of people that prevention is being for the most part overlooked due to the reactionary paradigm society is invested in. I think it would be a good idea to look into prevention programs like Life Skills by Dr. Botvin of Cornell University which has a very high success rate which is geared toward the schools starting in grade school. Also I have heard of a judge up in this area who keeps the minor consuming offenders in the court room after their appearance until they tell her where they got the alcohol and it reportedly worked in the case I heard about. Then the adult or whoever gets charged.

24. Ask participants to restrain from holding text conversations with one another, and instruct speakers to refer to the questions being asked in the texts more consistently...It would be less distracting and perhaps more productive for those trying to interact with the speakers.

25. We are preparing to use an on-line tool for training and education. This was a great example of how to effectively reach a large audience.

Thank you,  
Tom Dowling  
Admin. Office for the Courts  
Washington State

26. Get Jermaine Gallaway speakers that challenge and interact with needs of the listening audience. Why be just ok when there are some great speakers out there?

27. The given web site for this conference was not clear to be. That visual would have important to me. Thanks for making the conference presentations available on your web site. I did not get handouts.

28. I liked that it was short and alot was covered. If we want more detail - we can follow up. Worthwhile Training!

29. The "chatter" was a little distracting in messaging box on the web. I think that questions/discussions should be limited to what is being discussed and not inane things like "where do I get a printout and how do I get audio". I know that you have no control over what people say, but apparently they don't know how to read their emails. I guess I just get a little annoyed with people that don't know how to follow directions and then waste everyone else's time. Sorry.

30. Good information and not too many stupid questions from the participants. That message thing is sometimes a real distraction.

31. I appreciated the factual, current information and the fact that you respected the time of the presenters and the participants by keeping to the schedule. Thank you. I hope I will be informed of future audio presentations. This one was very practical for our needs.

32. Recommend allotting more time for Q & A as the hour and fifteen flew by. Eliminate the testing messaging. Distracting and not sure it is necessary.

Overall content excellent! Thank You!

33. I realize that introductions are important, but a lot more time than necessary was spent introducing your presenters and describing their activities... time that could have been better spent describing their programs or answering questions.

34. Maybe encourage presenters not to answer questions in chat box during another presenter's time. Kind of seemed like talking over a colleague. Maybe they could be encouraged to write "Will cover during Q/A period" so they're not blowing off the questioner. Very good quality of presenters this time. Each had something very useful. I wonder why the regular EUDL calls don't get that many online attendees; your topics there have been good, too.

35. Some presenters were hard to hear.

36. Dr. Miller went through his slides a bit too fast and it would have been nice to hear more from him; and slower! Otherwise, a great conference.

37. This was my first audio conference with the ilinc programs.

38. The ongoing chat box was very distracting especially in light of the fact that most of the questions were answered during the presentation.

39. I really liked having the powerpoints in conjunction with the presentations. It made it easier to follow.

40. I am sorry, the conference might have been excellent but I had two important interruptions and will ask for the powerpoints to review. Thank you.

41. They shared very good information, it is always good to learn from other perspectives and see what works. Thank you.

42. It's so difficult to gain anything from this amount of information about a program when the systems vary so greatly from state to state or even county to county within one state.

43. I need more assistance when working with judges who are accepting of underage drinking and/or the acceptance of the community.

44. good information

handouts were good.....might have referenced the data, however..... speakers were clear and concise... Would have liked to have heard more from Shiela's real world experience..... Have you done anything with State's Attorney's...because if they don't

file the case, the judges don't see them....and that is where are hang up is..... You probably have, but I don't think recently. We just did a LE survey and 69 LE folks in our county are discouraged about how their work is tossed by the SA....and never makes it to court..plea bargained, whatever and out on the street the next day doing the same ol thing. How to work with that issue???? That's where are group is at right now.....

1. For those who did not engage in the audio portion, it would be helpful to have the questions & answers on the website to view and read.

2. Please allow everyone to print out all materials needed for different lectures. I only got one and the two other speakers I didn't have materials to. I did register a day before the conference and I should have still been able to gather materials if needed. Other than that, everything was clear, to the point, and very interesting. Thank you for allowing us to be a part of this conference.

3. It was great to get Dr. Miller's data to use as an educational tool in our efforts. Hearing about the other programs was useful, but very basic.

4. This information was very helpful for us to use with our Coalition. Thank you for recognizing the need for a national effort/organization of the subject matter.

5. Thanks

6. Allow more time for questions.

7. This was a great way to get additional information concerning the judicial aspect of the underage drinking problem. Thanks for making the audio and powerpoint available.

8. The first two speakers were especially informative and helpful. The third didn't apply too much to the rural, low populated areas.

9. I was hard to listen on the phone and watch on the computer. It would of been alot better if we could of gotten audio through the computer connection!

10. Written comments on the chat option,(attendees) during the presentation were distracting and not relevant. Was not able to have the audio

11. Maybe more time for Q&A

12. Technology can be a challenge--I wasn't able to see the slides as the presentations were made, but I did review them the day after when they were posted online. It would be interesting to hear directly from judges who are involved, to understand the issue from their point of view.

13. I TRIED ON SELVERAL OCCASIONS TO LOG IN AND WAS UNABLE TO I WILL VIEW THE AUDIO CONFERENCE IN A FEW DAYS. ON THE PAST CONFERENCES LINK. MY EMAIL IS [lignonkevin@charter.net](mailto:lignonkevin@charter.net)

14. There were no handouts but the simulcast on the internet was very effective. Well worth the time.

15. Would have been good to have a judge present. Of concern that judges are simply unwilling to impose sanctions on underage offenders that are prescribed in law by legislatures. We can go after providers; however, until we recognize that underage consumers are also offenders, problem will go un-checked. Also need to deal with incrfedible lack of treatment capability and resources.



# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Wednesday, September 30, 2009



### Judges to Judges: What is the impact of Underage Drinking on the courts' caseloads?

Judge Lucinda Masterton, Kentucky Court of Justice, Circuit 22 Family Court, Lexington, Kentucky  
Judge Michael McPhail, State of Mississippi, Forrest County Youth Court, Hattiesburg, Mississippi  
Judge Thomas Bamberger, State of New Hampshire, District Court System, Nashua, New Hampshire

Registrants: 637  
Premier Global audio participant count: 164  
Iline web participant count: 147  
Monkey evaluation responses: 65  
Score for #4: 3.6

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
<i>Audio poll:</i>	54	10

2. Were the presentations clear, concise, and understandable?

	Yes	No
<i>Audio poll:</i>	59	5

3. Were the handouts effective in communicating the subject matter?

	Yes	No
<i>Audio poll:</i>	36	18

4. Please provide an overall rating for the electronic seminar.

1 for poor:	3
2 for fair:	4
3 for good:	19
4 for very good:	28
5 for excellent:	10

5. Comments:

- The topic seemed to digress, to the point where there was finger pointing at law enforcement and not on topic.



- I will like to hear the judges answering the remainder questions, their comments were great but I think we need a continuation.
- unable to get in to the conference; no audio; slides would not advance
- I did not have access to handouts. How was I supposed to get them?
- Very informative presentation. Presenters knowledgeable and gave great input and insight and great reference info. Look forward to next presentation
- It would be much easier to hear and understand if we could see the participants.
- I was looking at this conference from the perspective of higher education - it seemed much more geared towards judges and their efforts as opposed to how disciplinary or judicial officers on university campus address the underage drinking issues of their campuses...so I ended listening prior to it finishing...
- The information that the judges provided was very useful to me and it is something that I will be able to use in my program. It made me aware of a lot of test and information that I never knew about.
- Very interesting and well done.
- Unless I was doing something wrong, I could not save the slides to my computer. What were the handouts?
- I thought the information was very useful. I am a Drug Free Communities Project officer and wish I had this data kind of data for every community that I work with.
- I have mailed in my comments to the coordinator directly already.
- I was looking for more information on successful/best practice protocols. Didn't get much new info of any sort, but got to laugh at the one mouth two ears story that had nothing to do with anything but the speaker and went on for far too long. Nice try, no cigar.
- Although it didn't appear that the judges were able to get to all of the agenda questions, the discussion was very beneficial.
- Changing to the question format created less opportunity for presenters to discuss in great detail the overall impact of underage drinking and the courts.
- I am trying to work with our Judges and prosecuting Attorneys now. I would like to have more on how to get them moving on prevention and some info on the best way to approach them. This was a very good training and I am glad to be able to get the recording so that I may pass it to our judges and prosecutors to listen to on their own time. It is extremely hard to get them to stop their day to attend even a web training. They are overloaded. Thanks.
- I could not get connected to the video link to see that part, even after I called tech support.
- I think it would have been more relevant for those in my office who work more directly with drug courts. I appreciated the information and discussion, however.
- I could not get the video portion to come up on my computer so just listened to the audio. Are there handouts available?
- I was not able to access the website to see the written material information. I am not confident that much time was spent addressing the titled subject.
- Information I have been exposed to makes a very good case for prevention starting with cigarettes- 9 of 10 kids who start smoking in early adolescence become alcoholic or dependent to some other substance. I liked the judge's comments about identifying the adult who furnished the alcohol before being allowed to offer a plea. I will share that with the judicial in our area. Our Safe communities Coalition is making an effort to require all 1st offence minor consuming convictions to complete a CD assessment- statistics show a marked change in usage following an assessment. Thanks
- I did not see any handouts.
- I could not get on the web site. I need to figure out how to do it. The panelists were great. I now know that the problems I see in my court are happening across the nation and I am not alone in my concerns. Thank you.

- It would be helpful to have some successful, model prevention programs highlighted. There are two such programs in Illinois, i.e. Illinois Judges Association presentation at schools by a judge and a community coalition in east central Illinois called CAMA. This is an ongoing social problem with devastating consequences. Thanks.
- There weren't really any handouts, hence my response to item 3 as no.
- I'm impressed that judges are thinking well about this issue and about their role in lending a hand. The questions from other judges were helpful.
- at 3 pm-i was able to log on to the powerpoint slides-. however, they changed quickly and kept reverting back to slide 18 without my clicking them . i was not able to read the ones with more writing.it was very frustrating. next, when i watched the conversation log/bar on the side- i had no clue what all the acronyms were that the participants were using. i had no clue what was being discussed. next i tried to call the phone number to log in by phone, and the operator found 44 topics under the website i gave him,. next he narrowed it down to four. in all- i was not able to get through the audio/phone. i felt the whole "webinar" attempt was a waste of 40 minutes of my time. i do not know what i did wrong, but i will try and at least get printouts of items discussed. very disappointing. karen bedics
- I could not get through to hear the conference. Kind of disappointing.
- I don't recall any handouts?
- thank you. enjoyed the info. excellent speakers. good format
- The presenters were on target and provided great, relevant information. Thank you.
- Very informative conference. I actually would have liked more time to share ideas and nuts and bolts of programs that are evidence - based. Thanks for sharing the expertise.
- This was a very good session and it could have been longer. I feel that many people do not have a good community coalition to help them. Perhaps a session on building and maintaining effective community coalitions would be helpful. I also sent an email to Aden regarding the jail ministry. I think it is a shame that we have allowed the ACLU dictate Jesus out of our government, but are afraid to stand against Islam which eventually will hurt us in the long run.
- There were no handouts. All judges agreed that increased law enforcement, screening and treatment could reduce underage drinking and therefore their docket size. Yet some in law enforcement feel that some judges are not active enough in doing those things. Were your judges outliers? What percentage of judges around the country are actively involved as your judges are?
- The questions above do not reflect the nature of the audio-conference. It was a moderated discussion with a panel of 3 judges from different jurisdictions. There were no materials. It doesn't fit the definition of "presentation" as it was a discussion with responses to questions posed by a moderator. The conversation got off track at times and I would have preferred not to have gotten side-tracked so much (discussion of Reclaiming Futures, while interesting, it wasn't about that model but it did generate a lot of interest from the participants). The text box had some excellent dialogue which I requested it be made available to the participants but I am awaiting a response if that will be possible. The panel was great with their information and I learned alot from each of them. I look forward to future programs and I will definitely sign up for additional topics. Thank you for putting it together.
- MOST HELPFUL to hear, "When judges call a meeting, people show up." This, I think, will prove to be an invaluable piece of information to me as a communtiy-based preventionist. It might have been more focused if the judges could have answered the questions, given examples and then opened it up for questions.
- Glad you have these opportunities available for us to continue learning. Thank you
- Very interesting and well done. Thanks.

- Judge Bamberger's comments that police do not enforce the law were offensive. I know many police who enforce the laws as written only to have prosecutor's and/or judges dismiss the case.
- The topic was very, very interesting. I work in a substance abuse prevention program, FAST (Families and Schools Together), with a focus on alcohol (funder preference), and the talks help learn understand the importance of negotiating certain relationships.
- very informative, nicely organized. easily accessible.



# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Wednesday, February 17, 2010



### From the Community to the Courts: A Comprehensive Strategy to Address Underage Alcohol Problems in Long Beach, New York

**Judge Stanley A. Smolkin** (Ret.), State of New York, Long Beach City Court, Long Beach, New York  
**Attorney Daniel Grusenmeyer**, Nassau County District Attorney’s Office, Nassau County, New York  
**Ms. Patricia Hincken**, Director of Alcoholism and Substance Abuse Services, Long Beach Medical Center

Registrants: 345  
Iline audio participant count: 178  
Iline web participant count: 105  
Iline evaluation responses: 61  
Score for #4: 3.7

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
Audio poll:	54	7

2. Were the presentations clear, concise, and understandable?

	Yes	No
Audio poll:	59	1

3. Were the handouts effective in communicating the subject matter?

	Yes	No
Audio poll:	53	5

4. Please provide an overall rating for the electronic seminar.

1 for poor:	0
2 for fair:	6
3 for good:	16
4 for very good:	27
5 for excellent:	12

Comments:

- Would like to learn more about the 3 week education program that the youth participate in.

- I particularly liked having the question and answer session and having the scrolling box as an option. Very clever.
- This was not new information.
- I would have liked to have come away with more specific information as to how to go about implementing a comprehensive program like this in my own community.
- I appreciated the different perspectives. The Q and A period was also very helpful.
- I appreciate the respect with which the presenters treated one another and the audience. The presenters were also responsive to one another and to the requests for information -- both text and audio. I sincerely appreciate the relevance and practicality of these audio conferences!
- It would have been helpful for me, a nonresident, to have some better understanding of the area. What happens to underage drinkers not from Long Beach? Do they go through same system? What was specific law that changed? (I missed first minutes, may have been covered). You mentioned "minor in possession", which is a very specific set of laws (as I understand it) yet never really defined it. Didn't sound like you were defining it the same way others do.
- Very applicable to NJ-SPF
- Quality of audio over conference call wasn't too good. Presenters sounded like they began, at some point, to sit back away from their phone, which sounded like it was on speaker. Need to see statistics on how the proposed program has curbed underage alcohol use, not just a casual observation of it. I have doubts about simple education on first offense. We have A&D assessment done on each occurrence, including their first, which includes a face-to-face clinical interview and an inventory, such as the SASSI, ASI, etc. used to build a profile to determine potential for alcohol abuse, dependency, etc. and then determine if general education, out-patient, intensive out-patient or inpatient is needed.
- Handouts should have been made available prior to airtime, rather than promising to have them ready a few days post-event. Also, I'm not sure the marketing of this event made it clear that the model program being presented (from Long Beach, NY) was a self-contained youth alcohol court diversion program. I gleaned from pre-event marketing that it was going to be more about how to bring key players (healthcare, law enforcement, prosecutors, judges, etc.) to the table and teach them to work well together... a bit more general than a "cut & paste" diversion model.
- I was unable to connect to the web presentation, which I found frustrating since some of the audio referred to the information on it.
- Put more detail on the slides for the future. Give more context of the coalition's broad work up front and then focus on this particular project.
- This is my first conference call and it was very informative. As a police officer working in a small town and farming community we often deal with underage drinking. There was a lot of helpful advice. Thanks!
- A little disjointed in the presentation but the content was very interesting.
- I couldn't get my browser to open the links that contained the handouts; otherwise, an excellent program!
- Were the handouts the Power Point Presentation at the web site? They were good. Gave good additional questions and information. Food for thought
- Established a great vision of collaboration to work toward.
- e mail us a completion form automatically so we can send it in for CJE and CLE credit to our Bar and Judge's assns.
- Would like a written script of the content if possible.
- Audio was a bit weak but was able to follow. Excellent program with excellent presenters allowing for a splendid learning experience.

- Was a little disappointed that they didn't go in to more specifics regarding the educational series juveniles had the opportunity to take in lieu of a fine.
- Thank you for putting this on!
- Some of the slides moved too quick to write down. Thank you for the great examples.
- Didn't meet my needs - thought it would be more comprehensive in nature...was looking to learn how courts are addressing adult provisions of alcohol to minors...
- Great ideas, but our community is only 17,000. I do plan to get the hospital's program to try an in-house alc diversion on our own. Thank you.



# Enforcing Underage Drinking Laws Program



## Participant Evaluation Summary

Wednesday, April 28, 2010



### Reno Judges, University of Nevada at Reno Student Code of Conduct Officers, and Police Innovatively Address College Drinking

**Judge Jim Van Winkle** - Reno Municipal Court, Reno, Nevada

**Carol Millie** - Office of Student Judicial Affairs, Program Coordinator U of Nevada – Reno

**Brian M. Sooudi** – Deputy City Attorney, Reno, Nevada

**Eric James** - Commander, University of Nevada- Reno Police

Registrants: 223

Ilinc audio participant count: 106

Ilinc web participant count: 72

Ilinc evaluation responses: 27

Score for #4: 3.6

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

#### 1. Did this audio conference meet your current or future work needs?

	Yes	No
Audio poll:	26	1

#### 2. Were the presentations clear, concise, and understandable?

	Yes	No
Audio poll:	24	3

#### 3. Were the handouts effective in communicating the subject matter?

	Yes	No
Audio poll:	18	8

#### 4. Please provide an overall rating for the electronic seminar.

1 for poor:	1
2 for fair:	6
3 for good:	21
4 for very good:	44
5 for excellent:	25

#### Comments:

- It was difficult accessing the power point. I wish that I would have been able to print out a copy to make notes on.

- It was informational and helped to add knowledge to what is going on at college campuses.
- difficulty getting things started, seeing the slides. It was a more cumbersome process than other webinars I've participated in. The content info was good.
- Well thought out and presented.
- Thank you for providing this outstanding training!
- Greatly relevant, thank you.
- Remind presenters to have others in room not talk. Include acronym definition and access information on retrievable slide. e.g. ACT & OnTrac.
- Could never get the slides to pull up. Would like an email on how to pull info from PIRE web. Thanks
- Thank you. Is it possible to offer continuing education or attendance certificates in the future?
- This is the 2nd time I have attended an OJJDP Conf. and both times I have been unable to view the slides. I am told the version of i-Linc on demand that OJJDP is using does not support the new Windows 7 OS. Please update your software so I can view the upcoming presentations.
- I wish that they would have had more numbers for their data and actually posted it to their slides. It seemed like they gave conflicting numbers and then when asked about it, it didn't make sense in my mind.
- At the beginning of the audio conference there was a little bit of disturbance, but when the call was placed via telephone, I was able to better understand and hear what the presenter was saying.
- It would be good to have instructions in advance about how to get the slides to show on the screen. Many people were having difficulties with this aspect since it was not automatic when plugging into the conference.
- I thought this was well done. The moderator was excellent. Very professional. All of the presenters were very good and informative. I'm glad I participated.





# Enforcing Underage Drinking Laws Program



## Participant Assessment Summary

Wednesday, July 28, 2010



*A Range of Responses to Address Underage Alcohol Offenders: Is One Approach More Effective than Another?*

**Judge Ronald Bogle** (Ret.), State of North Carolina Superior Court

**Willa Farrell**, Director of Court Diversion, State of Vermont, Office of the Attorney General

**Jack Levine**, Program Director, National Association of Youth Courts

Registrants: 361  
Iline audio participant count: 310  
Iline web participant count: 296  
evaluation responses: 111  
Score for #4: 3.4

Note that often there are multiple listeners on one phone line but their response to evaluation questions is only counted once.

1. Did this audio conference meet your current or future work needs?

	Yes	No
Audio poll:	90	15

2. Were the presentations clear, concise, and understandable?

	Yes	No
Audio poll:	100	6

3. Were the handouts effective in communicating the subject matter?

	Yes	No
Audio poll:	63	35

4. Please provide an overall rating for the electronic seminar.

1 for poor:	3
2 for fair:	17
3 for good:	33
4 for very good:	45
5 for excellent:	10

Comments:

- Thank you.
- Thanks for organizing this event!
- My specialty is underage drinking and this webinar was awesome! Thanks
- Did not hear ideas or several other types of consequences & ways the courts can help youth. Only discussed one system one location. I tried to ask, "How do we get judges to work together and find alternatives to fines to help youth?"

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- The Judge never really answered questions!
- Excellent program and discussion. A simple and clear way to share website and other resources would be a great addition to your program.
- I would have like to have some more written information to look back at bring to other people in the coalition for discussion.
- I found the presenters very interesting, but by the time it was open for questions, it was time to stop! More discussion would be great too. Of course, how long is anyone willing to be on a phone call, I suppose...
- Thank you for providing this conference. This was my first audio conference and I felt it was very informative and inviting. I like the way it brought a variety of people and experiences together and I could decide whether I wanted to join the conversation or just listen and learn.
- Great way to maximize use of time by not traveling and the subject matter was excellent. Judge Gene Wambolt Winnemucca, Nv.
- I think it met the description of the training and was clear and concise and well organized. However, I left wanting more "meat" as there were no earth shattering conclusions or clear solutions offered, other than to talk about what each person saw as a solution, and maybe that was more the point of the call.
- There were no handouts provided. The audion conference was good but did not really fulfill my needs.
- Would have liked a bit more dynamic visual presentation, as it was pretty dry (and hard to hear at points, which made it hard to follow). Felt like there was too much of an emphasis on "stats" and not enough on the programs or strategies to address them (especially with Judge Bogle). All the presenters were clearly well informed, but I had hoped for more take away ideas.
- although the speakers were knowledgeable in their fields, no information was provided or suggestions made regarding about how to bring the everyone together in the judicial process. More was learned from chat site than speakers.
- No hand outs. It was video
- The link to the slides would not work therefore we were only able to hear the audio portion. The IT number for tech support was also not in service (email address returned an auto reply saying no assistance was available. I do not think this call was helpful.
- I referred to the Power Point for the "handouts" in question #3. It was nice to see the questions on the left of the screen that others were asking during the conference and rebuttal to their questions.
- I thought his honor rambled. He should have had some data on the effectiveness of enforcement. Vermont was best prepared. Consistency is a must!
- I didn't get the handouts.
- I liked the fact that the teleconference was audio only. The information was good.
- I would like o have more "slides" in general, The diversion diagram is hard to read since the font is very small. I would like to have more specific information on how the things are working "in the court". Anyway, it was useful information that could be a good point to start good research.
- When I registered for the call, I was unable to reach the contact number to get the call #. All I received was some number that wanted me to pay to find the right number. I was disapointed that I wasn't able to participate.
- first conferance I attended. Really enjoyed the speakers and their broad range of knowledge. Enjoyed the participants who joined in for questions and gave input on the chart site.
- Liked the last 1/2 of the audio conference the best.

- I WAS HOPING FOR MORE IN DEPTH INFORMATION REGARDING HOW THE JUDICIAL SYSTEM MIGHT WANT TO CHANGE EXSISTING UNDERAGE LAWS TO MAKE THE OFFENDER MORE ACCOUNTABLE.
- The powerpoint did not follow the presenters' information. I found this audio-teleconference to be very vague.
- It was very informative
- Not enough time for questions, no real information provided as to how we can effectively implement programs
- It needed more detail-WHAT environmental policies are recommended for police, prosecutors, judges? How do you involve judges, prosecutors, officers? What diversions are evidence based? Youth courts sound good, but what is the data that they are effective in reducing recidivism in underage drinking? What is the content of the diversion program in VT? (the powerpoint Willa presented were appreciated) HOW do we engage adults in preventing underage drinking, using the judicial system?
- Handouts were hard to read... Otherwise the content and the information provided was very good.
- It would be nice to have the presentation emailed out before the conference begins. That way, the participants can make notes as the presenters are talking
- Conference was helpful and will be using this information.
- One of the best conference calls you have every had!
- Email any handouts to participants prior to conference. Thanks!
- I would like to obtain more information on different approaches and current laws (consequences for parents/others who provide alcohol to minors).
- I was hoping for a better power point & more time for questions. I was disappointed that more opinions were offered and fewer solutions given.
- I was hoping for something more. We will be pushing alcohol free homes for our gateway MIP program. What is the piece beyond education which is going to have an impact? How do we motivate youth when the charge is so minor?
- From our perspective, how the judiciary handles underage drinking citations/arrests is a HUGE intervention component. As impressive as all the panelists were, this topic merited a much more lengthy---and "nuts and bolts"/"how to" approach to getting judges on board. This was a fine program, but needed to be more in depth. Thank you for providing.
- Perhaps more examples of what has worked in other areas of the country, specifically in regards to influencing and/or educating the people in the judicial systems, ie. judges, county attorneys, probation officers, or is this a waste of time because these people have already decided what they believe to be true and have also decided how they will, or will not proceed with alcohol related issues. Perhaps our time would be better spent in ways more effective in changing community norms?!! Adults are pretty "hard wired" and professional adults perhaps even more so.
- I expected various types of strategies or programs to be named and discussed for comparative purposes. I did learn that it is important to continue to meet with judges and found what Vermont has done inspiring. Thanks!
- couldn't access website to see slides - download instructions didn't work. VT presenter best, most specific. Needed more explanation about youth courts for those of us unfamiliar with them. Judge a washout. No info at all (except for generalities about how bad underage drinking is --which I'm sure your listeners already know (or they wouldn't be listening). Also would have appreciated more incisive and evaluative summary rather than "all approaches are good."

- The initial log in process was a problem - different sign in phone # and pass code than the one displayed. Saw correct one in chat box, so missed beginning. It was a bit short on concrete strategies, esp from the judge.
- The title was misleading to me. However, I did sign in late so I missed the initial discussion.
- Disappointing that the planned presenter was late, and then his audio connection wasn't good. Also - would have liked to hear more from judge on how to connect with the judiciary... this man's presentation was excellent and would love to hear more from him!!
- Thank you!
- Could not find presentation power point on web site.
- That flow chart was worth it all! Wish judge would have had some concrete ways to approach judges.
- could not log on with the pin you gave me
- The handout hosting site would not cooperate with us. We emailed the support desk and they no longer offer any support.
- the link provided to see the power point pages did not work
- Interrupted by phone call - missed part of the presentation and only saw one slide with small print. Good discussion
- The webinar password/code did not work so was unable to hook into the slides.
- Transition and introductory comments were a bit lengthy and could have been shortened; it would be nice to incorporate questions to participants to pull them into the discussion. One of the flow charts in the ppt was not readable - the type was too small and fuzzy
- Ilinc seems to be a very poor webinar system. I and my internal tech support connected them twice to get access to the system. No one available by phone had any clue on how to assist Mac users. I was not able to access the conference.
- Thank you! Great format and content!
- Was unable to participate.



# Enforcing Underage Drinking Laws Program



## Participant Assessment Summary

Thursday, March 17, 2011



### *How have budget cuts influenced the Court's capacity to process underage alcohol cases?*

**Chief Judge Nan Waller**, State of Oregon, Multnomah County Circuit Court

**Director Scott Taylor**, Multnomah County Oregon Department of Community Justice

**Director David Koch**, Juvenile Services Division, Multnomah County Department of Community Justice

Registrants: 218  
Premiere Global audio participant count: 89  
Ilinec web participant count: 54  
Survey Monkey evaluation responses: 37  
Score for #4: 3.3

Note that often there are multiple listeners on one phone line but they may only fill out one evaluation.

1. Did this audio conference meet your current or future work needs?

Yes	No
30	3

2. Were the presentations clear, concise, and understandable?

Yes	No
33	2

3. Were the handouts effective in communicating the subject matter?

Yes	No
16	11

4. Please provide an overall rating for the electronic seminar.

1 for poor:	2
2 for fair:	4
3 for good:	11
4 for very good:	16
5 for excellent:	2

5. Comments

- The speakers were a little slow at times Anne T. Stokes - FCRB Board #25
- excellent! Data-driven! Collaborative! Informative re courage to go with data, which can often be different from public perception/priorities!

- couldn't get on the ilink portion so I listened but it wasn't as effective as if I would have had some visual to go with it.
- Thanks, keep up the seminars. They are a terrific way to deliver information time and cost effectively.
- Would like a copy of the Warning Letter
- We did not get the information to participate. I registered and got a confirmation but could not find the instructions. They may have gone to junk but I checked. Could you please email out instructions the day before.
- I prefer on-line webinars over teleconferencing. Many of us now work off cell or smart phones and this drains the minutes and battery. Additionally, if you only have one phone it ties that up as well. Thank you for considering this.
- Difficult to follow along with the speakers when they have little to no slides to complement their presentations. Very easy to get sidetracked. I was also expecting there to be more information about the budget implications rather than discussion of programming - while that's still interesting, it's not what I expected to hear about.
- I was confused about what the CURRENT practice is in Multnomah County because there was so much discussion re: past practice and advocacy for some aspects to be reinstated. It would be most helpful to have a visual flowchart of the past model and the current model rather than just the brief descriptions. I was also unsure if any youth are currently going before the courts - I think they only go before the courts for other violations, but unclear what those might be. This lack of clarity did negatively impact my ability to track the conversation and identify exactly what best practice was being profiled. It'd be great if the UDETC could send out a follow-up handout with the flowcharts and identify exactly what the best practices are that we should review.
- Very effective means of communication.
- I did not receive an email on how to enter the Audio Conference. Also, it might be helpful if an email was sent with the correct typing of the link used to follow along on the internet - PPT. The information was said so fast - I could not write the exact link down - it would have been helpful to have it in my confirmation email. Thank you. It was a good presentation of information.
- no handouts-
- The content, while good, was not consistent with what I expected based upon the title of the presentation.
- Thank you for the information. The information on "how to" implement some of these cost efficient strategies is most helpful. Often are told "to do" researched strategies but not "how to do" them. Thank you.
- I was hoping for more suggestions beyond "collaboration" although speakers were interesting...
- Thank you for all the great info!
- -All speakers were interesting but it was slow moving at times - Anne T. Stokes, FCRB, Maricopa, AZ #25
- An email was not sent to assist me in connecting with the teleconference so I was unable to join
- there was no need for online, since there were no slides to see
- I did not find this presentation to be applicable to college level offenses.



# Enforcing Underage Drinking Laws Program



## Participant Assessment Summary

Wednesday, June 22, 2011



### Reducing Underage Drinking: Research and Information for Judges on Harm Reduction and Prevention Initiatives

Judge Thomas Bamberger, District Court of New Hampshire  
Dr. William F. Wieczorek, Buffalo State University  
Mr. James Fell, Pacific Institute for Research and Evaluation

Registrants: 269  
Premiere Global audio participant count: 215  
Iline web participant count: 103  
Survey Monkey evaluation responses: 64  
Score for #4: 3.7

Note that often there are multiple listeners on one phone line but they may only fill out one evaluation.

1. Did this audio conference meet your current or future work needs?

Yes	No
57	4

2. Were the presentations clear, concise, and understandable?

Yes	No
62	0

3. Were the handouts effective in communicating the subject matter?

Yes	No
50	7

4. Please provide an overall rating for the electronic seminar.

1 for poor:	0
2 for fair:	3
3 for good:	21
4 for very good:	26
5 for excellent:	11

5. Suggestions for future National Electronic Seminars:

- I originally registered late, so I did not get an email with logon info, calling the number provided instead. This did not work well when trying to logon for the online portion of the conference. I called the # again and found that I had misunderstood

the the confirmation # given me. So my suggestion would be to give the numbers at least twice and slowly.

- The speakers slides did not present everything they spoke on, the information was good and useful but would have been nice to have looked at or read what they were talking about for the entire webinar.
- Great speakers, however it was not the information I needed for my current program.
- At times it would hlep for the speakers to provide a reference list of specific assessment tools, books, and websties they reference.
- The emphasis on accountability was great. Having facts and figures to back up statements was also a plus. Many thanks.
- Statistics information was helpful. Speakers were knowledgable and engaging. Many fact were already known, it would be good to have some more advanced and more current facts and solutions.
- We were not able to see any of the charts. Some lady read off a long, complicated website and we were not sure. In the next one, let us know clearly what we need to do to see the charts. So...we just had to listen. Maybe it was clearly annouced but we did not see it. The annoucement for this program was sent to me on just a few days ago and we had to register another way. Anyway, I evaluated the program as fair because we lacked the visual aids. The third speaker was hard to hear. One of the things we need to do when having these programs is to find people who have clear, strong diction. (Or teach them how to talk clearly). But, as a long time prevention person, I felt the content was accurate and helpful. Thank you.
- I learned some interesting/useful information and am excited to use it in our coalition's work on underage and binge drinking. Thanks!
- Some difficulty hearing the last speaker- good information and clearly presented.
- very informative and relevant to our prevention efforts
- I find these sessions so enlightening. To listen to their expertise and open up for questions is very worthwhile.
- Could not get to the site to watch the slide presentation. Volume of only one speaker was adequately loud enough to hear on our speaker phone.
- The presenters were very knowledgeable and informative. I think this information would be most beneficial to legislators or those making laws. As a Judicial officer, I found the information to be helpful for sentencing remarks.
- Data slides will be very helpful to use at community meetings
- it was a good format for judiciary folks.
- I would like to hear more about harm reduction strategies that do not involve parents. For many youth at this stage, the parents have long checked out.
- Sorry I had to leave the conference. I lost phone service
- The speakers and their handling of the subject matter were first rate! Very worthwhile.
- I was not able to access the link to the website to have the powerpoint slides available. In future possibly email the link out or go over it to make sure all are able to access the presentation. Very informative!! Thank!!
- It would have been helpful to know where to see the slides or handouts. I was provided no link to neither.
- Very interesting facts presented in the slides
- It was excellent! Thank you!
- I didn't participate, sorry about that. Thanks for offering it.
- The items addressed in the conference will assist our advocacy group in narrowing our policy interventions.



- It would have been more helpful to have the final slide show available to print.
- I listen to many of these, and I thought this one was above average. Dr. Weizcorek's presentation was something many of us have mostly heard, but he had a few different slides that were very valuable.
- No handouts but the power point was effective. Good information. Thank You



# Enforcing Underage Drinking Laws Program



## Participant Assessment Summary

Thursday, September 22, 2011



### Massachusetts District Attorneys Help Lead the Way on State EUDL Efforts

Timothy Cruz, Plymouth County, MA  
David Capeless, Berkshire County, MA  
Joseph D. Early Jr., Worcester County, MA  
Dan DeMille, Massachusetts EUDL Coordinator

Registrants: 33  
Premiere Global audio participant count: 16  
Iline web participant count: 14  
Survey Monkey assessment responses: 6  
Score for #4: 3.6

Note that often there are multiple listeners on one phone line but they may only fill out one evaluation.

1. Did this audio conference meet your current or future work needs?

Yes	No
5	1

2. Were the presentations clear, concise, and understandable?

Yes	No
6	0

3. Were the handouts effective in communicating the subject matter?

Yes	No
6	0

4. Please provide an overall rating for the electronic seminar.

1 for poor:	0
2 for fair:	0
3 for good:	2
4 for very good:	3
5 for excellent:	1

5. Describe the ease of accessing the audio portion of today's National Electronic Seminar.

Very easy:	5
Somewhat easy:	0
Neither easy or difficult:	1
Somewhat difficult:	0
Very difficult:	0

Comments:

- Could not access the handouts because it required installation of an add-on to my computer, requiring administrator privileges, which I do not have. Others might experience similar issues. Is it possible to furnish the handouts through different means?

6. Suggestions for future National Electronic Seminars:

- Would like to hear more about some of the topics covered in today's audio conference, like the Prevention Conferences that were talked about by each of the D.A.s.



# Enforcing Underage Drinking Laws Program

## AUDIO CONFERENCE

### Participant Assessment Summary

Thursday, September 29, 2011

#### TOPIC

### Intervention Principles and Practice Guidelines for Community Corrections on Underage Drinking

**Susan Burke**, Director, Utah Division of Juvenile Justice Services, Salt Lake City, Utah  
**Tracy Mullins**, Deputy Director, American Probation and Parole Association, Lexington, Kentucky  
**Nathan Lowe**, Research Associate, American Probation and Parole Association, Lexington, Kentucky

Registrants: 349  
 Premiere Global audio participant count: 195  
 Ilic web participant count: 114  
 Survey Monkey assessment responses: 62  
 Score for #4: 3.5

Note that often there are multiple listeners on one phone line but they may only fill out one evaluation.

1. Did this audio conference meet your current or future work needs?

Yes	No
58	2

2. Were the presentations clear, concise, and understandable?

Yes	No
60	0

3. Were the handouts effective in communicating the subject matter?

Yes	No
53	4

4. Please provide an overall rating for the electronic seminar.

1 for poor:	1
2 for fair:	5
3 for good:	22
4 for very good:	25
5 for excellent:	8

5. Suggestions for future National Electronic Seminars:

- I was unable to get the power point info. The first time I tried to get on the site, it "froze: my computer. The second time I started to get error statements and quit. I'm not sure what happened. I did enjoy the info presented. Thanks
- It was very basic information and presented in a monotone. We should have been provided with the web site for the power point in advance so we would have been able to start with it up on the screen. It was difficult to follow without it.
- Unfortunately, I had to leave early. I found the presentation interesting, but I did not think the directions for joining were as clear as they could have been. Fine information and handouts.
- It felt like a "commercial" for APPA a couple of times. Material was very basic (Stages of Change, Motivational Interviewing, evidence-based practices, etc.). I found the information about what specific jurisdictions were doing to address this population to be the most useful.
- a few more details in handouts might be helpful appreciated the research-based clear overview - thank you.
- Well done. Can you send certificate by email & I'll print it for my training supervisor?  
Jim A. Anderson
- Truly the information was timely and easy to follow.
- In remote areas, the line sometimes gets dropped. I might be handy if there was a transcript. Some of the subject went pretty fast and could quite write fast enough.
- Troubled by apparent coddling of offenders and discrepancy between snapshot of actual resulting environment compared to what we are told results are. Consequences are no longer a deterrent.
- The webinar was a review of material we were already familiar with. One section that we did find helpful was the information presented concerning the screening instruments that are available for use.
- For people in the field this was pretty much everyday principle and practice. It was advertised as "new" published information, etc. Just overall disappointing. Also, you should stick to your time frame no matter what and not talk over the question and answer period. It ended with you all talking. When someone wrote in a question about getting a certificate of attending, I thought whom ever was speaking at that moment was very unkind in tone and comment to that lady. Sorry for all the negativity but it was not worth my time nor the \$3, I had sit in on it with me.
- I appreciated having access to the presentation before the webinar so I could make comments directly on the handouts. It was great to be followed up with access to the new intervention guidelines. KUDOS on timing!!
- For #2 I really wish there was a 'somewhat' answer/choice. I really enjoyed the presentation. However as a probation officer I would have appreciated a more clear approach of how to implement a new procedure to help teens/mip. When the point was made that sometimes less punishment is better...I didn't quite understand the concept behind that. I don't doubt that the procedure these states have in place is reducing recidivism, I am just unclear as to the basic implementation.
- excellent and very helpful! Thank you for this opportunity!!
- I don't like the yes/no response options for this survey.
- I represent a new SAMHSA Drug Free Communities Program. I knew, based on the name of the audio conference, that the information probably wouldn't match my primary interests. As my coalition grows in experience I think the information may gain more relevance for us.
- Very well done. Presenters were prepared and knew their material well. Thank you.

- There were some technical difficulties with staying connected to the webinar. I kept getting disconnected.
- seemed like the presenters were reading their material.
- I especially appreciated the information as provided by Susan Burke and the assessment tools.
- leave time for questions at the end! Well done though. Alot of information clearly and concisely noted.
- The video portion kept cutting out so I left early.
- More information on how the Vermont programs work, what are the pitfalls and advantages.
- Would recommend using different webinar technology so that questions can be typed easily into a chatpod, rather than having to go through an 'operator'.
- very convenient to keep abreast of current ideas
- Excellent presentation!
- very general information. would have like more specific info.

**Judicial and Probation Outreach Project Closeout Report**  
**Grant # 2007-AH-FX-K003**  
**Appendix G**

<b>Project</b>	<b>Location</b>	<b>Date</b>	<b>Audience</b>	<b>Program</b>	<b>Attendance</b>
PIRE	New York	Sept. 2011	New York State Magistrate Conference	Presentation Program Title: "Alcohol, Courts, and Underage Drinking"	400
PIRE And APPA	Orlando, Florida	Aug. 2011	OJJDP National Leadership Conference	Presentation of programming focused on the judiciary and probation community	1500
PIRE	North Dakota	June 2011	PIRE Field Training: North Dakota Judicial Conference	Presentation Program Title: "Alcohol, Courts, and Underage Drinking"	225
APPA	Murfreesboro, TN	June 2011	APPA Field Training Tennessee Council of Juvenile and Family Court Judges	Presentation on "Underage Drinking: Prevention and Intervention Principles for Community Corrections"	100
PIRE	Utah	Apr. 2011	PIRE Field Training: Utah Judicial Conference	Presentation Program Title: "Alcohol, Courts, and Underage Drinking"	200
APPA	Brown County, MN	Mar. 2011	APPA Field Training	Presentation on "Underage Drinking: Prevention and Intervention Principles for Community Corrections"	75

**Judicial and Probation Outreach Project Closeout Report**  
**Grant # 2007-AH-FX-K003**  
**Appendix G**

PIRE	Orlando, Florida	Feb. 2011	APPA Winter Training Institute	Presentation Program Title: “ Underage Drinking: Gateway to the Nation’s Worst Drug Problem ”	150
PIRE	Anaheim CA	Aug. 2010	OJJDP National Leadership Conference	Presentation of programming focused on the judiciary, probation community and specialty court programs in support of the JPPO initiative	2500
APPA	Washington DC	Aug. 2010	APPA Annual Training Institute	Presentation on “Underage Drinking: Prevention and Intervention Principles for Community Corrections”	75
PIRE/APPA	Austin Texas	Jan. 2010	APPA Annual Conference and Training	Presentation of programming focused on the judiciary, probation community and updates from the project	500
APPA	Anaheim CA	Aug. 2009	APPA Annual Training Institute	Enforcing Underage Drinking Laws: A Focus on Probation and Judicial Outreach Strategies”	200



**Judicial and Probation Outreach Project Closeout Report**  
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**Appendix G**

PIRE	Dallas, Texas	Aug. 2009	OJJDP National Leadership Conference	Presentation of programming focused on the judiciary, probation community and specialty court programs in support of the initiative	1600
PIRE/APPAA	South Carolina	Feb. 2009	Probation professionals	APPAA Mid-Winter Meeting	100
PIRE	San Diego	Feb. 2009	CA judges, probation professionals, other legal representatives, law enforcement, prevention professionals, and other community leaders.	Presentation about the Judicial and Probation Outreach Project and importance of working with judicial, probation, and other legal representatives to address underage drinking in communities and States.	91
PIRE/APPAA	Boise, Idaho	July 2008	Mixed audience of judges, probation professionals and law enforcement	Northwest Alcohol Conference	50
PIRE	Nashville, Tennessee	Feb. 2008	Tennessee Juvenile Judges Conference	Tennessee Youth and Family Court Judges Conference	40

## **Enforcing Underage Drinking Laws: Judicial and Probation Outreach Strategies**

### **Final Report on APPA's Activities January 1, 2008 – September 30, 2011**

#### **Project Description and Request for Information**

In February 2008, APPA project staff prepared a project announcement and submitted it to OJJDP for approval in order to initiate the process of acquiring and compiling information about current juvenile probation practices and policies related to the supervision of underage drinking youth. Beginning in May 2008, APPA disseminated information about the project to its constituency via its electronic resources, including the APPA website and bi-monthly electronic newsletter, *CC Headlines*. Information was collected from a select group of community corrections professionals through telephone interviews.

#### **Project Working Group**

CSG/APPA planned to utilize a working group to provide input and assistance at various stages throughout the project. The preliminary plan had been to convene the working group in the first reporting period of the project to provide input on the problems probation faces when working with underage drinking offenders and identify agencies or strategies that appear to have implemented effective practices and programs for this population. This group was also going to help project staff identify the types of principles that should be outlined in the guiding principles document.

Project staff made initial contact with eight persons working in the community corrections field with experience in both the juvenile and adult sectors to ascertain their interest and willingness (if approved by OJJDP) to serve on the working group for the project. A list of the eight recommended working group members was submitted to PIRE and OJJDP in February 2008 for review and approval.

Project staff also recommended to OJJDP the working group meeting take place in Lexington, KY in an effort to limit the costs associated with such a meeting. Project staff contacted local hotels and reserved space at the Radisson Hotel in downtown Lexington for a meeting on June 19-20, 2008. In early May, OJJDP had not approved the working group members or meeting location and date, so the meeting space was released and the meeting was cancelled. After this point, OJJDP requested we not convene a working group for the project. Therefore, project staff conducted phone interviews with some of the proposed working group members and focused more attention on the literature review to gather information to inform the guiding principles document.

#### **Publications and Resources**

With approval from PIRE, APPA contracted with Ann H. Crowe to serve as a consultant writer for the project to take the lead and work with the project director and the research associates

on drafting the document entitled *Underage Drinking: Intervention Principles and Practice Guidelines for Community Corrections*. Tracy Mullins, Kimberly Cobb, and Nathan Lowe were the APPA project staff who coauthored the document.

The draft of the Guiding Principles document was completed and submitted to PIRE staff and 6 additional peer reviewers for review and comment. The 6 reviewers outside of PIRE staff who reviewed the document were:

- Ray Wahl, Juvenile Court Administrator, Utah
- Les Schultz, Director, Brown County Probation Department, Minnesota (agency serves adult and juvenile offenders)
- Diane McGinnis, Director, Pinal County Juvenile Court Services
- Karen Dunlap, retired APPA staff person and former Chief of Probation in Kansas
- Stephanie Vetter, national consultant with experience in juvenile diversion programs

Project staff received comments from peer reviewers in August and September 2009. Project staff and the primary author (Ann Crowe) made additional revisions to the Guiding Principles document based on feedback from peer reviewers and PIRE staff in April 2010. APPA received additional feedback from PIRE and some preliminary feedback from OJJDP. The document was sent to a copy editor for review and a revised draft was submitted to PIRE in early June 2010. Additional reviews and edits were made with PIRE contractors and APPA project staff, with the final draft being approved to go into the desktop publishing phase in June 2011. A cover design was approved and the document was finalized as an electronic publication in September 2011. Persons can access the document on the APPA website for free at <http://www.appa-net.org/eweb/docs/appa/pubs/UDIPPGCC.pdf>. APPA sent an announcement to its constituents via its bi-monthly e-newsletter about the publication's availability. PIRE also announced the availability of the publication through its networks.

In September 2010, APPA began to review drafts of bulletins an OJJDP contractor created based on the guidelines document. At the conclusion of this project, APPA is not aware of the status or plan for these bulletins.

As requested, APPA staff worked with PIRE to develop two features for its Judicial E-news.

## **Training and Technical Assistance**

### *Onsite Training*

APPA conducted 3 onsite training seminars titled, "Underage Drinking: Prevention and Intervention Principles for Community Corrections" to assist community corrections professionals in defining and refining their role in addressing underage drinking offenders more effectively. The learning objectives for each of these training events were established so that at the conclusion of the events, participants would be able to:

- Discuss the purpose of the Enforcing Underage Drinking Laws Program from a national, state, and local perspective.

- Discuss the effects of underage drinking on individuals and communities and the legal issues related to supervising underage drinking offenders.
- Explain the six principles for the community supervision of underage drinking offenders.
- Identify 4-8 practices that community supervision staff can implement to enhance their effectiveness with underage drinking offenders on their caseload.
- Describe how to enhance and/or engage in partnerships with other community agencies in prevention and intervention efforts around underage drinking.
- Discuss examples of community corrections agencies (e.g., pretrial, diversion, probation) that have implemented promising practices in addressing underage drinking offenders.

Project director, Tracy Mullins, and project research associates, Kimberly Cobb and Nathan Lowe, along with Susan Burke, Assistant Juvenile Court Administrator (UT), presented the one-day pilot training seminar on Sunday, August 15, 2010 at the APPA Annual Training Institute in Washington, DC. Fifteen participants attended the seminar.

Project Director, Tracy Mullins and project consultant Susan Burke presented the one-day training seminar for the Minnesota Association for County Probation Officers in Chaska, MN on March 9, 2011. Thirty-five participants attended the seminar.

Project Research Associate, Nathan Lowe, and project consultant, Susan Burke, presented a half-day version of the training seminar for the Tennessee Council of Juvenile and Family Court Judges in Murfreesboro, TN on June 1, 2011. Sixty participants attended the seminar.

#### *Webinars*

APPA also developed and/or participated in the following webinars in conjunction with PIRE:

- “The Probation and Judicial Response: Moving Down the Continuum for the Enforcement of Underage Drinking Laws” (May, 2009)
- “How has Budget Cuts Influenced the Court’s Capacity to Process Underage Alcohol Cases? (March, 2011)
- “Intervention Principles and Practice Guidelines for Community Corrections on Underage Drinking” (September, 2011)

#### *Workshop Presentations at Professional Conferences*

APPA project staff and/or consultants conducted several workshop presentations and participated in panel discussions at national and regional conferences reaching approximately 400-700 individuals, including:

- Northwest Alcohol Conference, Boise, ID (July 17-18, 2008)
- OJJDP National Leadership Conference, Nashville, TN (August 21-23, 2008)
- APPA Winter Training Institute, Myrtle Beach, SC (February 10, 2009)
- OJJDP National Leadership Conference, Dallas, TX (August 13-14, 2009)
- APPA Annual Training Institute, Anaheim, CA (August 24, 2009)

- APPA Winter Training Institute, Austin, TX (February 2, 2010)
- Ohio Chief Probation Officers' Association Annual Conference, Columbus, OH (June 18, 2010)
- OJJDP National Leadership Conference, Anaheim, CA (August 19, 2010)
- OJJDP National Leadership Conference, Orlando, FL (August 10-12, 2011)

The workshops at these events primarily focused on educating participants of the effects of underage drinking and providing them information on how to respond to these types of individuals more appropriately once they are placed on community supervision.


#### *Requests for Information*

Throughout the project period, APPA staff responded to approximately 75 email and phone requests for information, as well as follow-up information requested at workshop and training events.

## Selected Comments

The following comments are supplied to offer examples of emails received after programming offered to our participants under the project.

<p><b>Am looking for the audio conference titled "A range of responses to address underage alcohol offenders". It was originally scheduled for 7/28/10. Would you please tell me if available? Thank you</b></p> <p><b>Judge George M. Gasparovic Pendleton Town Court 765-778-0772 PO Box 396, 46064</b></p>	<p>Hi Aidan,</p> <p>Thanks for taking my call on Friday. I was glad we spoke - you helped me frame my thoughts/ideas before speaking with reporter. Here's link to article that appeared in Sat. paper...FYI.</p> <p><a href="http://www.mdjonline.com/view/full_story/9034856/article-Prosecution-unlikely-for-pair-charged-in-teen-drinking-party?instance=home_news_bullets">http://www.mdjonline.com/view/full_story/9034856/article-Prosecution-unlikely-for-pair-charged-in-teen-drinking-party?instance=home_news_bullets</a></p> <p>I'm thinking of responding with an Op-Ed piece regarding the role of the justice process in reducing underage drinking. Would you be interested in helping make some points?</p> <p>Regards,</p> <p>Cathy Finck, Coordinator Cobb Alcohol Taskforce 995 Roswell St., Ste. 326 Marietta, GA 30060 404-791-7406 Mobile <a href="mailto:coordinator@cobbat.org">coordinator@cobbat.org</a> Email <a href="http://www.cobbat.org">www.cobbat.org</a> Website</p>
<p>Aidan,</p> <p>I enjoyed the material covered in today's audio teleconference. I came into the call a few minutes late, as I was experiencing difficulty connecting. This being said, I caught only a portion of the link to follow along with the presenter's. I took detailed notes, however, I would appreciate it if you would also forward the slides from the presenters. Yes, thank you for mailing a certificate verifying my attendance to the name and address highlighted below.</p> <p>Sincerely,</p> <p><b>Natale` R. Adorni Montana CSAP Fellow Department of Public Health &amp; Human</b></p>	<p><i>Aidan,</i></p> <p><i>I attended the webinar yesterday on intervention principles and practice guidelines for community corrections and underage drinking and several references were made to different pages in a manual. Our agency does not have this manual and I wanted to inquire on how we might obtain a copy?</i></p> <p><i>Thank you in advance for your assistance.</i></p> <p><b>Maggie Henry Mediation Coordinator Clinton County Juvenile Court (937)382-1544</b></p>

<p>Good morning Aidan,</p> <p>Thank you for sending the certificate so promptly!</p> <p>I really enjoy the topics about Underage Drinking. I would definitely like to know more about the legal consequences for those who provide alcohol to minors. I teach parenting classes and many parents wonder what the consequences are.</p> <p>Thank you for taking into consideration my input and for your great assistance with the training yesterday!</p> <p>Have a nice day, Angelica</p>  <p>Angelica Castaneda-Noorbakhsh, AHS, BA, CSAPC Prevention Coordinator 704.927.8808 704.376.2172 (f) www.anuvia.org</p>	<p>Thanks Mr. Moore!</p> <p>I just talked to Kevin Richard in Rhode Island as I am trying to get a reference for the study he mentioned by Marina Tolou-shams. Thanks for the certificate!</p> <p>Edmund "Beau" McCaffray NHCS Dropout Prevention/Safe &amp; Drug-Free Schools Coordinator E.A. Laney High School Women's Lacrosse Coach 6410 Carolina Beach Rd, Wilmington, NC 28412 Office Phone: 910-254-4209 Office Fax: 910-254-4352 Mobile: 910-367-9425</p>
<p>Thank you for today's presentation. I would love to have a copy of the slides presented to share with my coalition members. I am particularly interested in the slides presented by Dr. Wiczorek, but all will be very helpful.</p> <p><i>Betty Frank-Bailey</i></p> <p>Executive Director, LEAD and Speak Up! Prevention Coalition 400 E. Illinois Road Lake Forest, IL 60045 847 295 9075 office 847 295 9076 fax 847 736 3626 cell</p>	<p>I am a Youth Services Officer/Probation Officer with Cheatham County Juvenile Court in the State of Tennessee. I would like to request a certificate of participation in the Audio Conference Reducing Underage Drinking: Research and Information for judges on harm reduction and prevention initiatives.</p> <p>Thank you, Jo Brashears <a href="mailto:jmbrashears@aol.com">jmbrashears@aol.com</a></p>
<p><b>Thanks! Great topic and discussion yesterday 😊</b></p> <p><b>Sincerely,</b> <b>Tiffany L. Kashas, MA, ICPS, CDCT</b> Coordinator of Prevention Services Staff Counselor 605.677.5777</p>	<p><i>Hi Aidan,</i></p> <p><i>Thank you so much for the quick response and all of the information.</i></p> <p><i>You have a great weekend as well!</i></p> <p>Maggie Henry Mediation Coordinator Clinton County Juvenile Court (937)382-1544</p>

<p>I'd like a certificate for attending this webinar please. Thanks so much for the presentation!!</p> <p>Rhonda Aither Teen Alcohol Safety Program Coordinator Court Diversion Case Manager 802-257-0361 x143 Youth Services 32 Walnut St., PO Box 6008 Brattleboro, VT 05302</p>	<p>Aidan, The call today was fabulous. I really appreciate it and each of the speakers. Please send me the outline and the certificate. Thank you!</p> <p>Tanya</p> <p>Tanya Roberts, MSW CSAP, NC Fellow, 2009-2011 CCSAP, Media Coordinator <a href="http://www.ccsap.org">http://www.ccsap.org</a> <a href="http://www.united4health.org">http://www.united4health.org</a> (252) 665-3424</p>
<p>Hello Mr. Moore. I would like to receive a CLE Certificate for attending the presentation today "How have budget cuts influenced the Court's capacity to process underage alcohol cases?" The presentation inspired me to try some different sentencing with MIP defendants.</p> <p>Thanks so much.</p> <p>Judge Teri Feasel Carlin Justice/Municipal Courts 775-754-6321 <a href="mailto:tfeasel@elkocountynv.net">tfeasel@elkocountynv.net</a></p>	<p>Hi Judge Raines, Rachael, Christine and David, Thank you for being part of our program last week. I hope you found the information useful. If you would like a copy the presentation you can visit our website at <a href="http://www.udetc.org/audioconf_judicialpast.asp">http://www.udetc.org/audioconf_judicialpast.asp</a></p> <p>You may download the document "<i>Intervention and Practice Guidelines for Community Corrections on Underage Drinking</i>" at our website at <a href="http://www.udetc.org/judicial/judicialliterature.asp">http://www.udetc.org/judicial/judicialliterature.asp</a>.</p> <p>I have attached a certificate of participation as well.</p> <p>Have a great week.</p> <p>Thanks</p> <p>Aidan</p>
<p>Hello. I am requesting a certificate for attending your seminar today. I enjoyed the program. Thank You.</p> <p>Respectfully,</p> <p>-Debra Lev Judge, Bellingham Municipal Court 2014 C Street Bellingham, WA 98225 Phone: (360) 778-8150 e-mail: <a href="mailto:dlev@cob.org">dlev@cob.org</a></p>	<p>Aloha Aidan, I enjoyed the teleconference today, thank you very much.</p> <p>Meridith L. Russell Supervision Supervisor Family Court Second Circuit 2145 Main Street Suite 226 Wailuku, Hawaii 96793 808-244-2759</p>



<p>Hi Attorney Moore.</p> <p>I just finished listening to the Underage Drinking Audio Seminar with Judge Nan Waller. I had a hard time getting the Video feed but got the Audio feed on my phone*. Would you e mail back that web site for future conferences? Also is there a link on the UDETC site for those seminars? I would like the CLE certificate if one can get it with the Audio conference. I will register for the March 24<sup>th</sup> conference as well. Thanks</p> <p>Betty Cambridge Assistant District Attorney District Court Bureau Nassau County Treatment Court 572 2469 572 2467 (Fax)</p>	<p>Hello. I am requesting a certificate for attending your seminar today. Thank You for the program.</p> <p>Respectfully,</p> <p>-Debra Lev Judge, Bellingham Municipal Court 2014 C Street Bellingham, WA 98225 Phone: (360) 778-8150 e-mail: <a href="mailto:dlev@cob.org">dlev@cob.org</a></p>
<p><a href="#">Mr. Moore,</a></p> <p><a href="#">I have watched the video symposium, and greatly appreciated it. How do I go about receiving certification for judicial education credits?</a></p> <p><a href="#">Thank you,</a></p> <p><a href="#">Judge Roger A. Bennett Clark County Superior Court 1200 Franklin St. Vancouver, Washington 98668</a></p>	<p>Aidan Moore,</p> <p>My name is Eric Bates and I am a Detective with the Hanover, NH Police Department. Hanover is a small college community that hosts Dartmouth College. The topic of underage drinking and overconsumption has recently become a primary focus for our agency. Although we have seen these issues over the years, it became apparent to the police department that, in addition to the general increase in the number of arrests we have been making, the alcohol levels in these young adults are becoming alarmingly higher.</p> <p>I was forwarded a link to watch the UDETC Judicial Round Table on Underage Drinking. I found the presentation informative and I am sure it will be useful in the furtherance of working through the underage drinking and overconsumption issue in Hanover. (I was actually very pleased at the fact that, most of what was discussed as far as how the panel members were addressing the problem, were almost identical to what Hanover PD has already implemented or is seeking to initiate.)</p> <p>My contact information is as follows:</p>

	<p>Detective Eric S. Bates  Hanover Police Department  46 Lyme Road  Hanover, NH 03755  O: 603-643-2222  F: 603-643-0727  D: 603-640-3326  <a href="mailto:Eric.Bates@HanoverNH.org">Eric.Bates@HanoverNH.org</a></p>
<p>OK, this video was really interesting...we just had a juvenile meeting here this morning - I live in very rural Oregon - and the information I just heard was helpful, wished I would of heard this yesterday BEFORE this meeting. We have issues, but after seeing and hearing this panel, I feel hopeful that progress can be made.</p> <p>Please send the certificate to the address below and thanks for this opportunity to get some credit towards my State certified prevention specialist status. I appreciate the free CEU certificate of participation.</p> <p>Integrity - stewardship - responsibility - respect - professionalism</p> <p>Carri Ramsey-Smith, CPS  Comm Development Coordinator  DHS District #9 Admin offices  700 Union Street, room #216  The Dalles, OR 97058  phone: (541) 506-5204  cell (541) 370-5701  fax: (541) 296-8221  <a href="mailto:carri.ramsey-smith@state.or.us">carri.ramsey-smith@state.or.us</a></p>	<p>Please provide a CLE certificate for my attendance in the Audio Conference re: Underage Drinking. I enjoyed the program</p> <p>Thanks,</p> <p>Judge Amy Sullivan Anderson  District Judge - 11th District, Div. I  Green, Marion, Taylor &amp; Washington counties</p>
<p>Aiden,</p> <p>Good program. Could you please send a CLE certificate for participation in today's program.</p> <p>Thanks,</p> <p><i>Catherine Q. Delahunt  Municipal Court Judge  City of Sheboygan and Village of Kohler  1315 North 23rd Street, Suite 102  Sheboygan, WI 53081  (920) 459-0212  (262) 424-3177</i></p>	<p>My name is Gene Wambolt. I am a justice of the peace in Winnemucca Nv. I was a participant on July 28, 2010 for audio conference entitled Underage Alcohol Offenders. I would like to receive a "July CLE Certificate". My e-mail is <a href="mailto:justice@hcnv.us">justice@hcnv.us</a> or sent to</p> <p>Judge Wambolt  P.O.1218  Winnemucca, Nv. 89446</p> <p>Thank you</p> <p>Judge Wambolt.</p>

<p>Mr. Moore:</p> <p>Please forward a CLE certificate for the conference regarding “A Range of Responses to Address Underage Alcohol Offenders...”. I believe this was conference # 2160241.</p> <p>Thank you.</p> <p>John Bridges Judge</p>	<p>Mr. Aidan Moore,</p> <p>Thank you for your time today to discuss the accreditation process for the upcoming audio teleconference on July 28, 2010. For us to get accreditation through the Kentucky Bar Association, we will need to provide them a copy of the materials provided or an agenda. If you could send me this information I will get this approved so that our Judges get credit for attending your Teleconference. Thank you again for your time in this matter.</p> <p><i>Sonya B. Smith Administrative Support Office of Judicial Branch Education Administrative Office of the Courts 100 Millcreek Park, Frankfort, KY 40601 Phone (502)573-2350 ext. 4013 or 50710 Fax (502) 573-1663</i></p>
<p><b><i>I am unable to participate at the time scheduled; can I register and access on another date after the 28<sup>th</sup>?</i></b></p> <p><b>Cecelia M. Porche</b> Director of Community Affairs Office of the Bristol County District Attorney 888 Purchase Street New Bedford, MA 02740</p> <p>Hi Cecelia,</p> <p>Our program will be recorded and available for later download from our website which is: <a href="http://www.udetc.org/audioconf_judicialpast.asp">http://www.udetc.org/audioconf_judicialpast.asp</a></p> <p>Thank you for your interest in our programming.</p> <p>Aidan</p>	<p>Hi Aidan.</p> <p>I was hoping to get a certificate for the July 28<sup>th</sup> and July 22<sup>nd</sup> conference calls. Also could you email me the correct name of the person who did the 10 year study on the adolescent brain that the Judge talked about which indicated that education alone was not effective? Thanks. These conferences are so helpful!!</p> <p>Rae Grady [rgrady@crossroads-lake.org]</p>
<p><b>From:</b> Teri Feasel [tfeasel@elkocountynv.net] <b>Sent:</b> Thursday, March 17, 2011 17:03 <b>To:</b> Aidan Moore <b>Subject:</b> March CLE Certificate</p> <p>Hello Mr. Moore. I would like to receive a CLE Certificate for attending the presentation today “How have budget cuts influenced the Court’s capacity to process underage alcohol cases?” The presentation inspired me to try some different sentencing with MIP</p>	<p>Good Afternoon State Coordinator’s and UDETC Staff,</p> <p>In the State of Montana our recently formed (MIP) Minors in Possession Workgroup have met and developed a work plan. Our goal is to integrate existing Minors in Possession reporting practices into one Centralized State Juvenile Justice Information System.</p> <p><i>Currently, our Courts of Limited Jurisdiction are not</i></p>

defendants.

Thanks so much.

Judge Teri Feasel  
Carlin Justice/Municipal Courts  
775-754-6321  
[tfeasel@elkocountynv.net](mailto:tfeasel@elkocountynv.net)

Hi Judge Feasel,

Thank you for participating in our program. I hope you found the information useful and I welcome any comments or suggestions on topics for future programming. To view past program please visit our website at [http://www.udetc.org/audioconf\\_judicialpast.asp](http://www.udetc.org/audioconf_judicialpast.asp).

Aidan

PS - Would you be willing to share your experience after your changes have an opportunity to grow?

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If I am still on the bench, yes. We don't have a lot of these cases and they are all 18 years and older. But I hope to deter their behavior toward a more positive path.

Judge Teri Feasel  
Carlin Justice/Municipal Courts  
775-754-6321  
[tfeasel@elkocountynv.net](mailto:tfeasel@elkocountynv.net)

*privy to MIP information entered across the State of Montana. This hinders early treatment prevention intervention.*

Our Montana EUDL Coordinator, Kevin Dusko and I are exploring whether or not our neighboring states currently have a Centralized Juvenile Justice Housing System in place. If so, can you share how this was developed? Do you know of other states (similar in Geographic's) that may have implemented this or a similar system?

Holly, Kevin had indicated that he had connected with you earlier on this matter, and you had recommended to contact Mr. Zwonechek from Nebraska.

Thanking you in advance.

Sincerely,

*Natale` R. Adorni*  
*Montana CSAP Fellow*  
*Prevention Resource Center*  
*PO Box 4210*  
*Helena, MT 59604-4210*  
*(406) 444-3925*  
[nadorni@mt.gov](mailto:nadorni@mt.gov)  
[www.prevention.mt.gov](http://www.prevention.mt.gov)

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Hi Natale,

The State of Rhode Island addressed a similar series of questions when they assembled their "alcohol Calendar." Please give me a call and I can help put you in contact with the person who worked on the transition.

Aidan

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Aidan,

Thank you. Which is the best number to reach you at?

*Natale` R. Adorni*  
*Montana CSAP Fellow*  
*Prevention Resource Center*  
*PO Box 4210*

	<i>Helena, MT 59604-4210</i>