



New York State  
Office of Alcoholism & Substance Abuse Services  
*Addiction Services for Prevention, Treatment, Recovery*

**Advisory Council on Underage Alcohol  
Consumption Annual Report 2011**

## **Introduction**

Alcohol remains the most commonly used drug among adolescents, and underage drinking is a leading public health and social problem throughout the state, and across the nation. It is estimated that underage drinking had an economic cost of \$62 billion in 2010. Underage drinking cost the residents of New York State \$3.3 billion in 2010, including work loss, medical care and the associated problems resulting from the use of alcohol by youth. This significant economic cost translates to \$1,731.00 annually for each youth. Underage drinking is widespread in New York State with an estimated 847,000 underage youth drinking each year.

Youth traffic accidents and violence related to alcohol use by underage youth represents the largest costs for New York State, however a significant number of other associated problems contribute to the overall cost. In 2009, 5,208 youth ages 12-20 were admitted for alcohol treatment in New York, which represented 4% of all treatment admissions for alcohol abuse. (*Office of Applied Studies, Substance Abuse and Mental Health Services Administration 2007*). In 2009, underage drinking customers consumed 18.4% of all alcohol sold in New York, totaling \$2,167 million in sales in 2010 dollars).

## **Statistical Data and Findings**

New York State conducted the largest ever survey of youth in the Fall of 2008 with the administration of the Youth Development Survey (YDS). Service providers, community coalitions, schools and local governments were able to utilize the survey results to improve the impact of prevention services in reducing the costs and consequences of addiction and promoting more healthy lifestyles for youth and young adults including the over 1.5 million youth in grades 7-12 in New York State.

The survey measures 21 risk and 11 protective factors that predict levels of youth substance use and other problem behaviors such as school drop-out, delinquency, violence and teen pregnancy. To promote healthy youth development and prevent problem behaviors, it is essential to address these underlying causal factors. By measuring levels of risk and protection the YDS identifies the specific risk factors that are elevated and protective factors that are low, so they can be targeted by effective evidence-based programs and practices.

The risk and protective factors operate within individual, peer, family, school, and community domains. The protective factors, like family attachment and opportunities for pro-social involvement, reduce problem behaviors by promoting stronger attachment and bonding to family, school and the community. The survey results are not report cards on school performance, but rather a reflection of the community issues that need to be addressed by all members of the community. Monitoring and understanding risk and protective profiles can help guide local communities in developing a package of evidence-based programs and practices that best meets their needs. The YDS report and the county and community reports will help to prioritize where and how to focus limited resources, which is especially crucial in this period of fiscal challenge. It is expected that the Youth Development Survey will be administered every two years and will provide trend data necessary for monitoring the effectiveness of prevention efforts statewide.

## **Survey Methods and Results**

The 2008 Youth Development Survey was conducted with 7<sup>th</sup>-12<sup>th</sup> graders in public and private schools throughout New York State who were randomly sampled, with the objective of ensuring a representative sample of schools from all counties in the state, including New York City. The Statewide Youth Survey was the first survey done on a statewide basis, with over 100,000 students participating from over 400 schools statewide including 130 school districts. The results provide valid estimates for the state and 23 counties. In addition, valid estimates were obtained for all 32 districts in the NYC Department of Education.

Underage Drinking remains the biggest NYS substance use problem and rates measured by the 2008 YDS were higher than the national rate as noted below:

- NYS high school seniors: 79% vs. 72% nationally have used alcohol.
- 49% vs. 43% of seniors nationally drank alcohol in the past 30 days.
- 31% vs. 25% of seniors nationally reported binge drinking (having 5 or more drinks at one time in the past 2 weeks).
- 67,000 NYS seniors engaged in binge drinking during the past 2 weeks.
- 14% of NYS 8th graders vs. 16% nationally drank in the past 30 days.

Given the high prevalence of underage drinking in New York State, it must also be acknowledged that New York has made great strides in reducing both underage drinking and binge drinking. According to an OASAS study in 1978, for lifetime use of alcohol 92 percent of all New York State youth grades 7-12, consumed alcohol. The 2008 Youth Development Study found lifetime use as 55.1 percent, representing a 40.1 percent decline in underage drinking. Similarly, in the 2008 study, binge drinking by 17-18 year old seniors was identified at 28 percent which is statistically lower than binge drinking in 30-of-the-32 European countries (as reported by ESPAD).

## **Formation of the Council**

Chapter 168 of the laws of 2006, Article 19-M of the Executive Law (SS 549 through 549-C) created an Advisory Council on Underage Alcohol Consumption (The Advisory Council). The Advisory Council consists of (21) members that are representative of various groups and stakeholders engaged in the effort to address the very serious issue of underage drinking consumption. Seven members are appointed by the Governor, seven by the Majority Leader of the Senate and seven by the Speaker of the Assembly. In addition, the Commissioner of the Office of Alcoholism and Substance Abuse Services (OASAS), the Chairman of the State Liquor Authority, the Commissioner of Mental Health, the Attorney General, the President of the Senate and Speaker of the Assembly serve as ex-officio members of the advisory Council.

The Advisory Council on Underage Alcohol Consumption is charged with the following responsibilities:

1. studying incidents of underage consumption of alcoholic beverages;
2. analyzing existing responses by government to underage drinking;
3. conducting public hearings as necessary for the advisory Council to carry out its functions; and

4. making recommendations regarding educational programs for children, training for law enforcement agencies and statutory changes needed to address underage drinking.

The Advisory Council is also responsible for submitting an annual report setting forth its recommendations and activities to the Governor, the Majority Leader of the Senate and Speaker of the Assembly.

Chapter 275 of 2008 amended the Mental Hygiene Law to the Advisory Council. The provision of Chapter 275 clarifies that the Office of Alcoholism and Substance Abuse Services (OASAS) is responsible for this Advisory Council. The law permits the ex-officio members to serve as chairperson or vice chairperson of the Advisory Council and permits discretion on the part of members to decide if an agency head would serve in such capacity. The bill restructuring the existing Advisory Council became effective January 1, 2009.

### **Summary of Advisory Council Activity 2011**

Meetings were not held prior to June pending determination of a proposal to eliminate the Governor's Advisory Council on Underage Alcohol Consumption and continue the Council's function through existing OASAS committees and workgroups. Since there were no changes in the law the Council resumed meetings and function.

(1) There were two meetings held in 2011: June 16, 2011, and October 25, 2011.

Both meetings opened with reviews of the primary mission and charge to the Council.

June 16 2011:

The Council expressed concern over the funding reduction to prevention services and the size of the cut to services. The council expressed concern and discussed the proposed redirection of the Federal Block grant funds was a major focus and discussion. SAMHSA is proposing to remove the prevention dollars from the block grant into a separate fund which will combine the current Strategic Prevention Framework funding (SPF-SIG), Partnership for Success funding, and other funding. The concern is a loss of focus on Substance Abuse Prevention and an increased vulnerability as these funds become more discretionary. In addition there was concern expressed about federal discussion regarding combining the Substance Abuse and Mental Health prevention funding and the lack of awareness of NYS Office of Mental Health (OMH) prevention efforts and programming.

OASAS staff provided an update on drinking trends in NYS and an overview on the status of evidenced based programming and prevention initiatives.

The council held a vote for Chair. Doug Paquette was voted in as Chair. The group thanked Nelson Acquilano for his leadership, service and dedication as past Chair of the Council.

October 25, 2011:

The Council opened the meeting with a review of the 2010 annual report.

OASAS provided updates regarding; the change in the Council's name and mission which will now include youth substance abuse. OASAS staff also provided updates on policy changes regarding alcopops, and a presentation regarding the rise in prescription drug misuse and abuse. Council members also received updates on the OASAS Strategic Plan for Prevention, the federal Strategic Prevention Framework-State Incentive Grant and the OJJDP Enforcement Underage Drinking Laws Grant.

Much of the meeting focused on the need for a statewide media campaign with one statewide message or theme. A strong media campaign, similar to the tobacco prevention campaign, will increase the likelihood of successful prevention efforts at the local level. The Chair reported that the Governor's Traffic and Safety Committee (GTSC), with input from OASAS, will be developing an underage drinking campaign during the 2011 holidays and spring 2012.

In addition there was discussion regarding working with the State Department of Education to support local prevention provider's efforts in schools since OASAS and State Education share common goals regarding student behavior and improving student outcomes. A recommendation was made to encourage a meeting and collaborative effort between OASAS and S.E.D. to discuss mutual objectives and joint strategies.

Information was provided on the Good Samaritan Law (911 Amnesty) as well as Highlights from the 2011 Monitoring the Future Study.

Three advisory council workgroups were re-established: Media Campaign, Legislative and Parent Education.

In June of 2011, the Substance Abuse and Mental Health Services Administration (SAMHSA) invited OASAS and 3 community representatives involved in underage drinking prevention to participate in the first of a series of regional meetings on building a national strategy to prevent underage drinking. Former Chair of the Advisory council, Nelson Acquilano as well as a parent involved in an underage drinking coalition in NYC attended the regional meeting contributing valuable information during the 2-day discussion. The effort was aligned with SAMHSA's Strategic Initiative for the Prevention of Substance Abuse and Mental Illness, which called for SAMHSA to collaborate with Federal and State leaders in developing a national strategy. Select prevention leaders from HHS Regions 2 and 3 were invited to the meeting held on Tuesday and Wednesday, June 21-22, at the Renaissance Hotel in Washington, DC. (A draft agenda and factsheet about the meeting are attached.) The results and findings of that regional conference were summarized and distributed to all participants.

Advisory Council Recommendations in 2011 include:

- 1) A statewide symposium on Underage Drinking
- 2) Regional Hearings to gather data and recommendations from parents groups, schools and law enforcement from throughout the state
- 3) a NYS Alcohol College Conference
- 4) the Distribution of Comprehensive Report (with all recommendations)
- 5) a uniform SED Curricula in all NYS Schools grades 6-12;
- 6) to increase the utilization of the Alcohol Awareness Program for Youth program across state;
- 7) to update and reproduce the "It's Your Choice Responsible Alcohol Sales" Video for stores/gas marts;

- 8) a mandatory Alcohol/Drug Prevention Orientation all College Freshman;
- 9) a mandatory Alcohol/Drug Prevention Training all College Resident Advisors;
- 10) the adoption of a uniform, comprehensive ATOD Policy Set for all schools;
- 11) the adoption of a uniform, comprehensive ATOD Policy Set for all colleges.
- 12) to review the status of Alcohol Energy Drinks and appeal to Youth;
- 13) to examine and take position (as appropriate) on Sale of Wine in Grocery Stores;
- 14) to examine impact of Alcohol Advertising on Youth and Young Adults on College Campus;
- 15) to continue to support and promote “21 Minimum Legal Drinking Age”;
- 16) a comprehensive media campaign for April (Alcohol Awareness Month) including posters, placemats, brochures, videos, releases in magazines, and Radio/TV PSAs.
- 17) to identify a “Champion” for the “Cause”, i.e., to secure a Hollywood or Sports Celebrity to tour New York State to speak about underage drinking perhaps for one month - in concert with local Councils, for Underage Drinking Prevention celebrations.
- 18) to secure Data from Law Enforcement Agencies doing Underage Enforcement and Data on Statewide Compliance for Sales to Minors.
- 19) to continue to monitor National and International Studies on Underage Drinking;
- 20) to continue to support and expand the Youth Development Survey with SED.
- 21) to develop a Comprehensive Strategies Recommendation Report regarding underage drinking in New York State. As envisioned, various stakeholders would have a role in the development of the report including: schools, PTAs, LGUs, Law Enforcement, Faith Community, Magistrates, Prevention Providers, Treatment Providers, Health Care, etc. The report would include the following topic areas: education, media, alcohol beverage control laws, legislation and public policy, minimum drinking age laws, risk and protective factors, models of prevention, intervention models, models of treatment, efforts on college campus, insurance, needs assessment, and parenting.

### **OASAS Initiatives to Address Underage Drinking**

New York State maintains a statewide network of prevention providers including 350 programs serving schools and communities. NYS OASAS funds over 290 prevention programs statewide that are delivered by a wide range of organizations, including specialized substance abuse prevention organizations, community-based social service agencies, schools, local governments and addiction treatment providers. Prevention services were delivered to over 400,000 New Yorkers at over 2,000 locations in 2008.

In addition to the prevention services supported by OASAS, treatment services for youth are offered in a majority of New York’s treatment facilities statewide, including 23 facilities offering services exclusively for youth. These services save lives, money and help maintain family structure.

In 2010, some of OASAS’ ongoing efforts targeting the problem of underage drinking in New York State include:

OASAS was awarded the Strategic Prevention Framework State Incentive Grant (SPF-SIG) from the Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Substance Abuse Prevention in the amount of \$2,135,724

per year for five years. The grant period is from July 1, 2009 to June 30, 2014. The purpose of this grant is to prevent the onset and reduce the progression of substance abuse, including childhood and underage drinking; reduce substance related problems; and build prevention capacity and infrastructure at the State and community levels.

This initiative will capitalize on New York State's evidence-based, risk and protective factor-focused prevention framework, incorporating all five stages of the Federal Strategic Prevention Framework (SPF), to reduce substance abuse by building prevention capacity across the State through coalition development, community needs assessments, strategic planning and training in targeted evidence-based prevention.

Some of the goals and objectives of the Prevention First-NY! Strategic Prevention Framework State Incentive Grant pertaining to underage drinking prevention include:

**Goal #1:** Prevent the onset and reduce the progression of substance abuse, particularly childhood and underage drinking and reduce substance abuse related consequences.

**Objective 1.1** To demonstrate a reduction in underage drinking in the 9-12<sup>th</sup> grade population in the eleven selected sub-recipient communities.

**Objective 1.2** To demonstrate a reduction of the consequences of underage drinking in the 9-12<sup>th</sup> grade population in the eleven selected sub-recipient communities.

**Objective 1.3** To increase the number of evidence based environmental strategies in the eleven selected sub-recipient communities

**Goal #2:** To demonstrate a reduction in risks and increase in protective factors in the Sub-recipient communities.

**Objective 2.1** To demonstrate a decrease in favorable parental norms towards underage drinking in the eleven sub-recipient communities.

**Objective 2.2** To decrease the social access of alcohol available to minors in each of the Sub-recipient communities.

**Goal #3:** Build prevention capacity and infrastructure at the State and community levels.

**Objective 3.1** To develop a statewide comprehensive strategic plan to reduce substance abuse prevalence and underage drinking.

**Objective 3.4** Decrease the prevalence of underage drinking, substance abuse and its related consequences across the State.

New York State Office of Alcoholism and Substance Abuse Services (OASAS) unveiled the Parent's Phase of *the Underage Drinking: Not a Minor Problem* media campaign which included a new state website, "[Talk2Prevent.com](http://Talk2Prevent.com)," and public service announcement to help parents talk to kids about the dangers of underage drinking. The new website, which featured a 30 second video PSA, also included a fact sheet containing statistics and helpful tips, as well as

other resources available to help parents reach out to community members and communicate to their child on underage drinking. The campaign was created to inspire parents of middle and high school students and provide them with support that will help them keep their child safe.

The Office of Juvenile Justice and Delinquency Prevention's Enforcing Underage Drinking Laws (EUDL) grant provided funding for 27 prevention providers to partner with community law enforcement and other community groups to conduct environmental strategies designed to prevent and reduce underage alcohol consumption throughout New York. The funding in the amount of \$20,000 per award was used for the following enforcement and prevention activities: compliance checks, party patrols, DWI checkpoints, media awareness campaigns and community training sessions such as Responsible Beverage Server education. All sub-grantees were required to submit quarterly reports as well as entering grant-related data into OJJDP's online database. The funding was also available to sub-grantees for 2011.

As a result of a long-standing MOU between New York State Police and OASAS, public information and education surrounding underage drinking as well as the procurement of equipment to aid State Police in reducing and combating underage drinking continued in 2010. EUDL funding assisted the State Police in these efforts as well as helping to man the 1-866-UNDER21 hotline to report underage sales and parties. NYSP also report data to OASAS and OJJDP regarding statewide compliance checks and other underage drinking violations.

In 2010, OASAS completed the 13<sup>th</sup> Party Patrol and Controlled Party Dispersal training for law enforcement and prevention professionals in NY. EUDL funding enabled the state to train more than 1000 participants since 2006. These techniques have added numerous law enforcement agencies in preventing and breaking up underage drinking parties in colleges, residences, remote fields in rural areas and even in large concert venues.

In 2011, OASAS also refined the Prevention Guidelines working with a collaborative group of providers from across the state, refined the PARIS reporting system, and articulated goals for preferred use of both evidence-based prevention strategies and environmental practices.



## 2011 Members of the Advisory Council on Underage Alcohol Consumption

Nelson Acquilano (Chair/Co-Chair)  
Council on Alcoholism of the Finger Lakes

Sgt. Douglas Pacquette (Co-Chair/Chair)  
New York State Police

Linnea Olson  
Alcoholism Council of New York

Nancy Jones  
Capital Region BOCES

Laura Elliott-Engel  
Cattaraugus Co. Council on Alcoholism & SA  
Inc.

John Harzinski  
Chief of Police – Gloversville (Retired)

Flora Cassallas,  
Higher Education Consultant

Ann Rhodes  
Alcoholism and SA Council of Hamilton,  
Fulton and Montgomery Counties

Cynthia Gonzalez  
Community Board #7

Beth Levine  
NYC Department of Education

Frank Ciaccia  
Genesee County

Richard Gallagher  
Alcohol & Drug Dependency Services Inc.

Bruce Kelly  
Office of the District Attorney  
Westchester County

Honorable Felix Ortiz  
NYS Assembly

Jaime R. Torres, DPM, MS

Edward Olsen  
EAC Substance Abuse Treatment Program

Andrea Wanat  
Erie Co. Council for Prevention  
of Alcohol & Substance Abuse

Ellen Morehouse  
Student Assistance Services

Diane Gonzalez  
Queens Village Committee for Mental  
Health.... J-CAP Inc.

### Ex-Officio Members

Honorable Dean Skelos  
Temporary President and Majority Leader  
NYS Senate

Honorable Sheldon Silver  
Speaker  
NYS Senate

Michael Hogan  
Commissioner  
NYS Office of Mental Health

Eric T. Schneiderman  
Attorney General

Arlene González-Sánchez  
Commissioner  
NYS Office of Alcoholism and Substance  
Abuse Services

Dennis Rosen  
Chairman  
NYS Liquor Authority