



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

David A. Paterson, Governor
Karen M. Carpenter-Palumbo, Commissioner

**Advisory Council on Underage Alcohol
Consumption - Annual Report 2009**

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 nation. It is estimated that underage drinking had an economic cost of \$68 billion in the United States in 2007. Underage drinking cost the residents of New York \$3.5 billion in 2007, including work loss, medical care and the associated problems resulting from the use of alcohol by youth. This significant economic cost translates to \$1,802 annually for each youth. Underage drinking is widespread in New York, with an estimated 912,000 underage youth drinking each year.

Youth traffic accidents and violence related to alcohol use by underage youth represents the largest costs for New York, however a significant number of other associated problems contribute to the overall cost. In 2007, 5,843 youth ages 12-20 were admitted for alcohol treatment in New York, which represented 4 percent of all treatment admissions for alcohol abuse. (*Office of Applied Studies, Substance Abuse and Mental Health Services Administration 2007*). In 2007, underage drinking represented 17 percent of all alcohol purchased in New York, totaling \$2.2 billion in sales.

Statistical Data

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

The survey measures 21 risk factors 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 evidence-based programs and practices that best meet 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 7th-12th graders in public and private schools throughout New York 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 YDS was the first survey done on a statewide basis, with over 100,000 students participating from over 400 schools, 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 overseen by the NYC Department of Education.

Underage drinking remains the biggest New York state substance use problem and rates measured by the 2008 YDS were higher than the national rate as noted below:

NYS high school seniors:

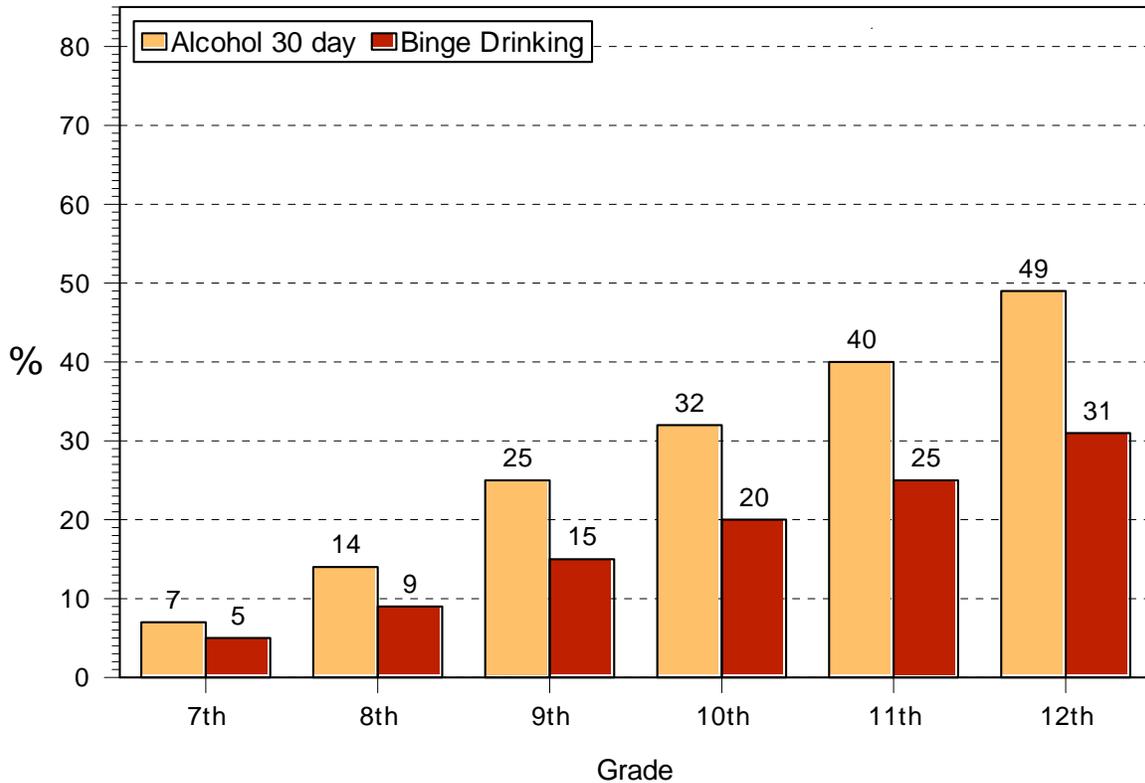
- 79% vs. 72% nationally have used alcohol.
- 49% vs. 43% nationally drank alcohol in the past 30 days.
- 31% vs. 25% nationally reported binge drinking (having five or more drinks at one time in the past two weeks).
- 67,000 engaged in binge drinking during the past two weeks.

NYS 8th graders:

- 14% vs. 16% nationally drank in the past 30 days.

Alcohol use (binge drinking) by grade level 7-12th is highlighted in the following chart (page 4):

Alcohol Use: Past 30 day and Past 2 Weeks Binge Drinking by Grade Level



Risk Factor Results

The report compares New York risk and protection levels to normative levels in seven comparison states compiled from their statewide surveys. The seven-state norm was standardized at 45 percent as a yardstick for communities and other state's comparisons. New York youth reported levels of risk that were lower than the norms for 12 of the 21 risk factors, including the risks most closely related to substance use. New York did significantly better than the norm on these risks, an indication that the OASAS prevention system is a good investment.

The following risk factors were higher in New York.

Domain	Elevated Risk Factors	NYS	Difference From Norm
Community:	Community Disorganization	52%	+7%
Family:	Parental Attitudes Towards Problem Behavior	49%	+2%
Individual/Peer:	Friends who Engage in Problem Behavior	47%	+2%

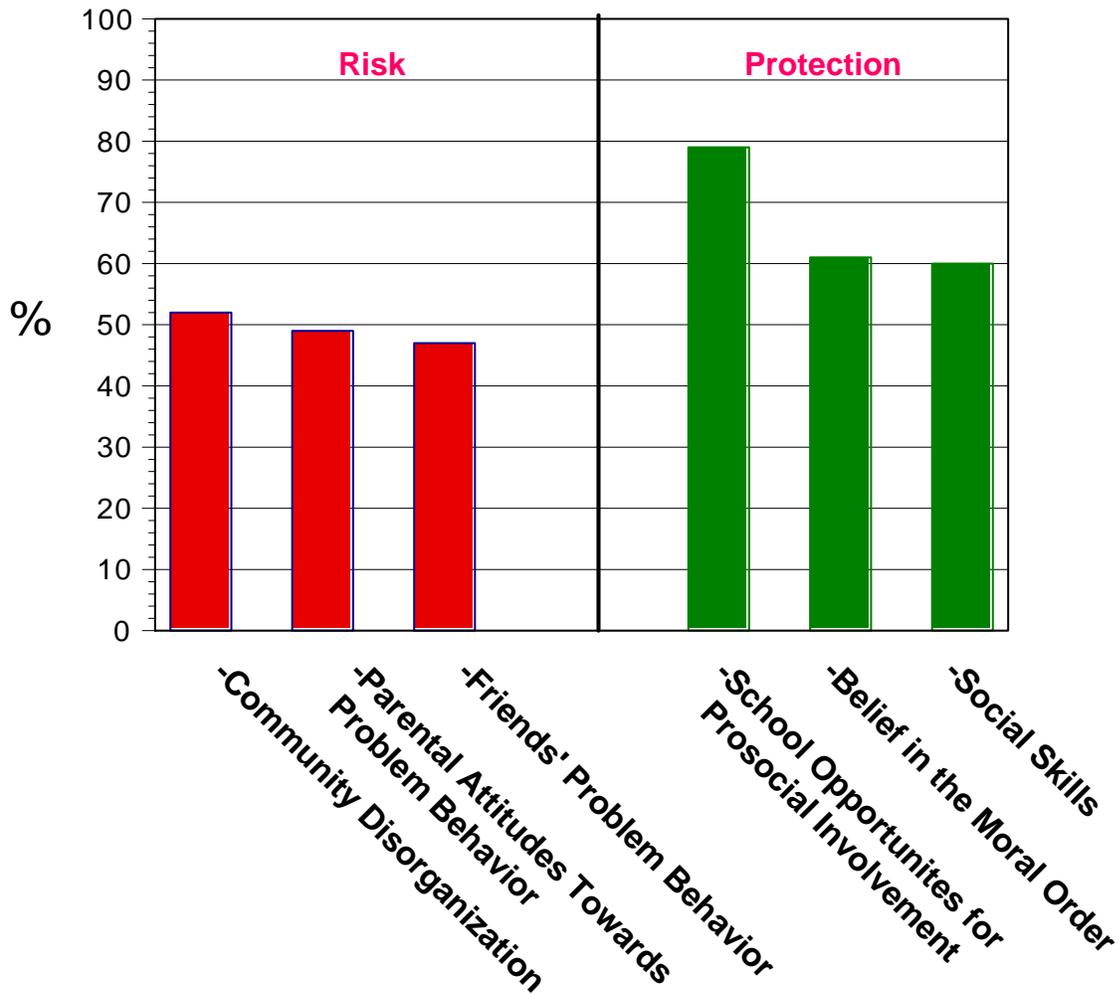
Protective Factor Results

Youth reported levels of protection above the seven-state normative average of 57 percent for three of the 11 protective factors listed as follows. These factors protect New York youth against risk and lower substance use levels. The strongest protective factor was School Opportunities for Prosocial Involvement.

Domain	Protective Factor	NYS	Difference From Norm
School:	Opportunities for Prosocial Involvement	79%	+22%
Individual/Peer:	Belief in the Moral Order	61%	+ 4%
	Social Skills	60%	+ 3%

Highest Risk and Protective Factors

Percent of Grade 7-12 Youth



Lowest Protective Factors

Community Rewards for Prosocial Involvement, was the least prevalent protective factor, with only 38 percent of youth reporting that neighbors notice, encourage and are proud of them when they do well. All of the Family domain protective factors were significantly lower than the seven-state normative rates, with Family Attachment the lowest at 46 percent of youth protected. Religiosity

and level of Prosocial Involvement (participation in positive after-school and community activities) were also lower.

Domain	Protective Factor	NYS	Difference From Norm
Community:	Rewards for Prosocial Involvement	38%	-19%
Family:	Family Attachment	46%	-11%
	Family Opportunities for Prosocial Involvement	51%	- 6%
	Family Rewards for Prosocial Involvement	53%	- 4%
Individual/Peer:	Religiosity	46%	-11%
	Prosocial Involvement	44%	-13%

Lowest Risk Factors

The risk factors listed below were all significantly lower than the 45 percent standard normative level. While this is good news, having 22 percent to 33 percent of youth at risk due to community, family and individual factors means we have much room left for improvement.

Domain	Lowest Risk Factors	NYS	Difference From Norm
Community:	Laws/Norms Favorable Towards Drugs	33%	- 8%
	Perceived Availability of Drugs	32%	-13%
Family:	Parental Attitudes Favorable Towards Drugs	33%	-12%
	Family History of Substance Abuse and Crime	22%	-23%
Individual/Peer:	Favorable Attitudes Towards Drugs	25%	-20%
	Early Initiation of Drug Use (before age 15)	25%	-20%
	Friends Who Use Drugs	30%	-15%
	Early Initiation of Problem Behavior	31%	-14%

Use of the Survey Results

The survey results provide data for counties, local planners and prevention service providers to identify which risk and protective factors to target in order to improve the health and social development of our youth. The survey results also will be shared with other state partner agencies to coordinate planning for underage drinking prevention efforts statewide. The survey results will assist:

Parents

Youth who learn from their parents about the dangers of underage drinking are less likely to use those substances. According to the U.S. Office of National Drug Control Policy, teens who learn anti-drug messages at home are 42 percent less likely to use drugs. OASAS will be using results from the survey and resources from the national Youth Anti-Drug Media Campaign, the New York based Partnership for a Drug-Free America and other partners to equip parents and other adult caregivers with the tools they need to communicate effectively with their children and keep them safe and drug-free.

County

A number of counties are using the survey data to plan and focus their prevention services on a county level, including Genesee, Ulster and Nassau counties. Additional counties in New York will have the opportunity to identify the locations in their county that have the highest risks and lowest protective factors, and the highest prevalence of substance use in order to better focus limited resources.

Service Providers

Funded providers develop annual plans to identify the target populations that most need prevention services. An important part of their planning process is a required needs assessment to identify the risk and protective factors in their local schools and communities. Providers with survey results will be able to direct available resources to those populations and geographic areas most in need.

Prevention Coalitions

Local community coalitions will use the results to assist with community planning and increase public awareness of substance use in their communities.

School Districts

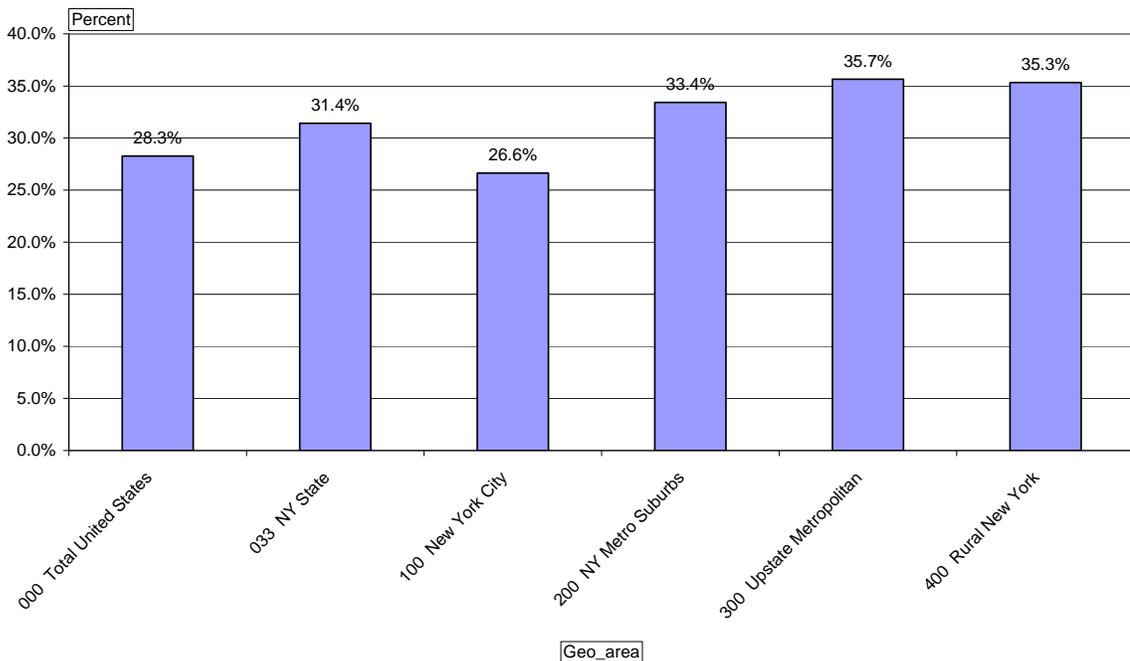
School Districts will utilize the results to identify the risk and protective factors which operate in the school domain. While the great majority of substance use occurs outside of schools, educational institutions provide crucial access to youth so evidence-based educational and environmental programs can be delivered. In addition, research has shown that school attachment is a strong protective factor, by providing opportunities and rewards for pro-social involvement.

A summary of additional findings regarding underage drinking in New York include:

Underage Drinking in New York State				
	OASAS School Survey	Youth Risk Behavior Survey (YRBS) 2007	National Survey on Drug Use and Health (NSDUH)	
	2006 Grades 7-12	Grades 9-12	2005-06 Ages 12-17	2004-06 Ages 12-20
Current Use (Past 30 days)	37%	44%	19%	35%
Binge Drinking, past 30 days	25%	25%	12%	25%
New York City	23%	15%		16%
Rest of State	26%	28%	na	na
NY Metro Suburbs	na	na		22%
Upstate Metropolitan	na	na		25%
Rural New York	na	na		25%

Indicator Underage Alcohol Use in Past Month Period 2004-06 Age 12 to 20

National Survey on Drug Use and Health



Underage Binge Drinking in Past Month

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. 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 exiting 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 2009

The Council held meetings on March 12, July 7, September 10 and December 10, 2009 at OASAS offices in Albany. The meetings were broadcast via webcast as required under Executive Order #3.

During the report period, the Advisory Council on Underage Alcohol Consumption established several subcommittees to help identify applicable priorities and issues including:

- Policy/Legislative;
- Media;
- Education & Training and
- Data/Demographics.

In addition, the members selected an Advisory Council Chair (Nelson Acquilano) and Vice Chairperson (Douglas Paquette).

During the report period, the council submitted several formal recommendations/positions including:

- Submitted a letter to Senator Schumer and Senator Gillibrand requesting restoration of funding re: Safe and Drug Free Schools.
- Submitted a letter to President Obama regarding the administration's budget to reduce Safe and Drug Free Schools funding and asked that the funding be restored.
- Submitted a thank you letter to Governor David Paterson regarding the increased tax on alcoholic beverages in New York.

Council Goals and Priorities for 2010

The priorities/issues identified by the Council over the next year include:

- Possible development of an Annual Youth Development Survey in collaboration with the NYS Education Department re: alcohol and substance abuse and attitudes on the part of New York students. (linked to the ACTION initiative)
- Develop a Statewide Symposium on Underage Drinking and a series of Hearings/Forums across the state (seven regions) re: Underage Drinking.
- Develop a Comprehensive Strategies Recommendation Report regarding underage drinking in New York. 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.
- Solidify the relationship with the State Education Department towards integrating prevention programming into schools at all levels.
- Uniform SED curricula in all New York schools grades 6-12.

- Increase Alcohol Awareness Program for Youth programs across state.
- Reproduce “It’s Your Choice Responsible Alcohol Sales” Video for stores/gas marts.
- Mandatory Alcohol/Drug Prevention Orientation for all College Freshman.
- Mandatory Alcohol/Drug Prevention Training for all College Resident Advisors.
- All Schools and Colleges: Adoption of a uniform, comprehensive ATOD policy.
- Review status of Alcohol Energy Drinks and appeal to Youth.
- Development of a formal position on the proposed sale of wine in grocery stores in New York.
- Examine impact of Alcohol Advertising on Youth and Young Adults on College Campus.
- Continue support of minimum legal drinking age.
- Continue to review and comment on proposed plans to revise the ABC laws and/or expand the sale of alcohol in New York as it may relate to consumption by youth.
- Develop a comprehensive media campaign during Alcohol Awareness Month including posters, placemats, brochures, videos, releases in magazines, and Radio/TV PSAs.
- Identify a “champion” to tour New York for one month in concert with local Councils, in support of underage drinking prevention celebrations.

The next meeting of the Advisory Council on Underage Alcohol Consumption is scheduled for March 18, 2010.

OASAS Initiatives to Address Underage Drinking

New York maintains a statewide network of prevention providers including 350 programs serving schools and communities. NYS OASAS funds over 290 prevention programs statewide which 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.

Some of OASAS' ongoing efforts targeting the problem of underage drinking in New York include:

- With the assistance of the Center for Substance Abuse Prevention (CSAP) developed a video entitled "Underage Drinking Prevention: Taking Action in New York" which showcases underage drinking prevention efforts in New York. New York was one of 11 states selected by CSAP to receive technical assistance in producing a video.
- Established partnerships with NYS Criminal Justice Services, Department of Motor Vehicles, New York Sheriff's & Police Chiefs Association, NYS Police, NY College Consortia and State Liquor Authority to provide training and raise awareness about the consequences of underage drinking.
- Development of a collaborative partnership with the NYS Police to support targeted compliance checks and DWI patrol details in each troop zone. Over a four-year period, this effort has resulted in 370 compliance enforcement details at 3,966 over-the-counter establishments resulting in 2,229 arrests and 586 fixed sobriety checkpoints resulting in a total of 7,614 arrests.
- The creation of a 1-866-UNDER21 hotline to report underage drinking parties and underage sales.
- Developed revised prevention guidelines designed to assist the prevention field, counties and regulatory bodies to implement effective prevention delivery and oversight throughout New York.
- Development of a NYS police Academy Recruit Training series to raise awareness of the consequences of underage drinking and the role of law enforcement.
- Applied for and was awarded a multi-million dollar, five year Strategic Prevention Framework – State Incentive Grant (SPF-SIG) by the Substance Abuse and Mental Health Services Administration – Center for Substance Abuse Prevention. The Prevention First-NY grant initiative aims to build prevention capacity across the state, including strengthening efforts to address underage drinking.
- Implementation of Regional Law Enforcement Training Academy training regarding underage drinking.

- Development of a first ever Prevention Strategic Plan which will guide prevention policy and direction in the years to come. The new strategic plan identifies underage drinking as one of the key priorities for prevention. In addition, revised prevention guidelines were issued in June 2009 to help establish minimum program performance standards and define the strategies necessary to attain effective substance abuse prevention services.
- Established the Addictions Collaborative to Improve Outcomes for New York (ACTION). OASAS, in partnership with the Governor and (20) other state agencies, is leading a collaborative effort to coordinate resources and interventions to address the negative consequences of addiction in public education, public health, public welfare and public safety systems statewide.
- OASAS issued 19 mini-grants to funded prevention providers to partner with law enforcement to develop and implement enforcement strategies designed to prevent underage drinking in their communities. Providers received awards up to \$15,000 to partner with law enforcement agencies to conduct compliance checks, party dispersal, DWI checkpoints and Responsible Beverage Server training.
- OASAS partnered with Nassau County District Attorney's office to conduct a Long Island Institute on Underage Drinking Prevention and Teenage Safety for Nassau and Suffolk County law enforcement, judiciary, high schools, colleges, and prevention and treatment providers. The training institute highlighted environmental strategies designed to combat and reduce underage drinking, as well as provided information on alcohol and adolescent brain development.
- OASAS issued funding to 11 prevention providers to replicate the highly successful *Parents Who Host Lose the Most: Don't be a Party to Teenage Drinking* media campaign. Mini-grants up to \$5,500 were issued to providers to use media to educate the public about the risks associated with holding an underage drinking party. OASAS also partnered with the Albany County District Attorney's office to train more than 160 Capital Region participants in Controlled Party Dispersal Techniques.
- Expanded membership in the College Consortia Steering Committee to include: City University of New York, State University of New York Administration, Commission on Independent Colleges and Universities as well as problem gambling and tobacco stakeholders.

Members of the Advisory Council on Underage Alcohol Consumption

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

Sgt. Douglas Pacquette (Vice 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

Honorable Andrew Cuomo
Attorney General

Karen M. Carpenter Palumbo
Commissioner
NYS Office of Alcoholism and
Substance Abuse Services

Dennis Rosen
Chairman
NYS Liquor Authority