

- 1 Reducing Problems at the Orange County International Fair
- 4 Kids Helping Kids in Irvine
- 6 Help with Enforcing Underage Drinking Laws in Fullerton

The Orange County edition of *Prevention File* is published in cooperation with the County of Orange Health Care Agency, Alcohol and Drug Education and Prevention Team (ADEPT). Please address all comments to ADEPT, Santa Ana Transit Tower, 405 W. Fifth St., Suite 211, Santa Ana, CA 92701; or call ADEPT at 714/834-4058; or e-mail GAgahi@ochca.com.

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REDUCING PROBLEMS AT THE ORANGE INTERNATIONAL FAIR



FOR PEOPLE IN THE CITY OF ORANGE, Labor Day weekend signals more than the end of the lazy days of summer. It also means that it's time for the Orange International Street Fair. From its origins as a small town event 95 years ago, the fair has blossomed into a three-day festival that draws approximately 500,000 people to the Old Towne section of the city. Patrons enjoy ethnic food, music and crafts at more than 80 booths, each with a theme that corresponds to a geographical area of the world. Thus, Polynesian Street, Oriental Street, Irish Street, Italian Street, and so on, fill the roads that radiate from a central plaza. The fair serves as a fundraiser for nonprofit organizations—schools, sports teams, community groups and the like—who run the booths and keep the profits to support their activities.

Alcohol is part of the mix, especially in the evenings. And as attendance at the fair has increased, so have the problems related to public intoxication and underage drinking.

“Over the years, things were getting out of hand. People were going there just to drink,” says Joyce Gore, program supervisor for Positive Action Toward Health (PATH), a nonprofit agency that works with the community to reduce alcohol-related problems. The County of Orange Health Care Agency's Alcohol and Drug Education and Prevention Team (ADEPT) provides funding for PATH.

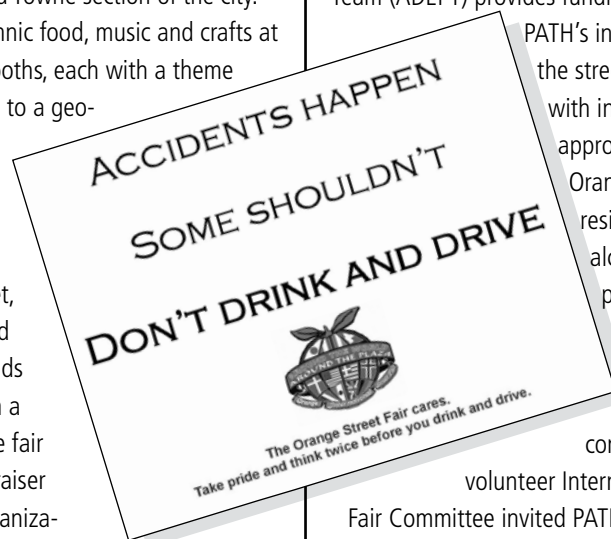
PATH's involvement with the street fair began with interviews of approximately 100 Orange residents. The residents identified alcohol to be a primary concern.

In response to these community concerns, the all-

volunteer International Street

Fair Committee invited PATH to participate in planning the fair. The idea was to work together to help reduce the risks caused by alcohol sales.

Martha Zavala, health educator at PATH, attended the planning meetings. Her role was to educate fair organizers about prevention. But Zavala did not provide information in a traditional manner. Instead, she listened to



REDUCING ALCOHOL PROBLEMS AT COMMUNITY EVENTS

According to the Alcohol Epidemiology Program at the University of Minnesota, alcohol restrictions at community events include policies that control the availability and use of alcohol at public venues, such as concerts, street fairs and sporting events. Such restrictions can be implemented voluntarily by event organizers or through local legislation. These restrictions may reduce alcohol-related problems such as traffic crashes, vandalism, fighting, and other public disturbances.

Alcohol restrictions at these events can range from a total ban on alcohol consumption to the posting of warning posters that detail the risks associated with consuming alcohol. The following is a list of policies that may be implemented to restrict the availability and use of alcohol by underage youth and obviously intoxicated attendees at community events:

Planning and set-up

Establish non-drinking areas for families and youth

Establish designated drinking areas where underage youth are not allowed; prohibit people from leaving these particular areas with alcoholic beverages.

Limit alcohol sponsorship

Have alcohol-free days/nights

Establish enforcement procedures for all policies

Alcohol providers and sellers

Require alcohol license holder to have liability insurance (check your state laws for specific legal requirements on liability)

Require responsible beverage service training for alcohol sellers and event coordinators Require alcohol sellers to be at least 21 years old

Require a manager to be on duty at the alcohol booth at all times

Establish age identification checking procedures

Prohibit drinking by servers

Require signs indicating the illegality of providing alcohol to minors and obviously intoxicated persons.

Security

Establish procedures for handling intoxicated drinkers

Require that security staff be adequately trained

Ban alcohol consumption in parking lots and monitor the lots

Food/Beverage

Limit cup size to 12 ounces

Use cups for alcoholic beverages that are easily distinguishable from non-alcoholic beverage cups

Limit number of servings per person per purchase to one or two at a time

Stop serving alcohol at least one hour before closing

Sell food and non-alcoholic drinks and provide free water.

For more information go to www.epi.umn.edu/alcohol/policy/atevents.shtm

the "thought process" of the organizers and provided prevention strategies that would help them meet their goals.

"I attended every meeting and provided ideas the whole time," she says. "They don't know about environmental prevention. They don't know the lingo. But they wanted the public to know they were listening. They were always happy to hear ideas."

One of the services provided by PATH was the responsible beverage server training, which in the past had been conducted by the alcohol industry. The training was mandatory for all food and beverage servers, and for security personnel as well. Zavala conducted a one-hour training session for about 200 participants. The training gave servers and security staff practical tips for checking identification and for recognizing and handling intoxicated individuals.

In addition to mandating server training, the official street fair policy required that anyone drinking alcohol wear a special bracelet. This practice differed from past years when only those who purchased alcohol wore a bracelet. Volunteer street fair captains enforced the new policy.

In the weeks prior to the fair, organizers launched a public awareness campaign. High school students created signs aimed at preventing driving under the influence. These signs adorned about 95 percent of the businesses in the street fair area. Ads that touted the fair as a family-friendly event were run in the local *Orange City News*. Citizens wrote letters to the editor praising the street fair committee for soliciting public input and expressing the hope that problems with alcohol sales and service would be minimized. Fair organizers sent note cards to randomly-

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selected businesses and residents in Orange. The note cards thanked people for their suggestions and support, and vowed to “take steps to reduce and discourage underage drinking and public intoxication.” In addition, the public was invited to fill out a survey at the fair’s information booth. More than 600 patrons did just that. Although the results have not yet been officially tabulated, Zavala says that in general, those who responded to the survey noticed a decrease in public intoxication and underage drinking.

In a September 8th article in the *Orange City News*, Mike Winger, president of the International Street Fair Committee, said there were “fewer complaints about underage drinking.” The article’s subhead reads: “Organizers successfully reduce underage drinking. Police report fewer arrests.”

Zavala calls the prevention efforts “a really good collaboration,” adding that the committee found it “refreshing” to get some ideas in a positive manner.

For Gore, the most significant result of PATH’s work with the fair is the fact that members of the planning committee gained an overall awareness of prevention.

“I am thrilled that alcohol prevention is now on their radar screen,” she says. “They have knowledge in their back pocket and they can do this (continue to implement prevention measures) in the future.”

To facilitate future prevention activities, Zavala has agreed to serve as a member of the planning committee. This is remarkable because by tradition only residents of the City of Orange plan the fair—Zavala lives outside the city limits.

“That shows how much they appreciated our input,” says Gore. It’s a good starting point for the next 95 years.

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DON’T DRINK AND DRIVE.



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KIDS HELPING KIDS IN IRVINE



IF YOU WERE TO VISIT ONE OF 11 ELEMENTARY SCHOOLS IN THE IRVINE UNIFIED SCHOOL DISTRICT

on selected days during the last four years, you might see the school's principal dressed in a firefighter's uniform—big boots and all—rising 100 feet above the playground in the bucket of an Orange County Fire Authority truck. Below her, the schoolchildren might be cheering, chanting "higher, higher."

This unlikely scene is just one part of Kids Helping Kids, a month-long service learning program designed to empower young people by showing them that they can make a difference in their communities.

"It's a great sustainability story," says Debra Bianchi, executive director of Irvine Community Drug Prevention (ICDP), a non-profit community collaborative that concerns itself with the prevention of alcohol, tobacco, other drugs and violence. The Kids Helping Kids program began at one school. Then ICDP offered its support as well as financial resources. Since then, the program has gained widespread community support, and continues to grow and flourish.

The Kids Helping Kids program was created in Des Moines, Iowa, in 1998 by Julie Hudash. Hudash is now founder and executive director of the nonprofit Team Kids, Inc, which runs Kids Helping Kids and other youth development programs. After a family move to Irvine, Hudash implemented the program at her children's school, Vista Verde Elementary. Thanks to support from the Irvine Prevention Coalition, along with funding from the Safe Schools Healthy Students grant, the Kids Helping Kids program was able to grow to additional school sites. When the grant

expires at the end of the school year, this innovative program will have been implemented in a total of 15 schools.

At each participating school, a kickoff assembly features community leaders such as the Irvine's Police Chief, Dave Maggard, Division 2 Fire Chief, Matt Vadala, college athletes and social service providers who talk to the students about leadership. Staciana Stitts, winner of a gold medal at the 2000 Sydney Olympics who lost all her hair from a disease called alopecia areata, uses her personal story to tell students about the harm caused by bullying, about the importance of accepting those who are different, as well as issues concerning body image. Then Team Kids challenges students to spend one month making the community a better place.

"Our program has proven that kids do want to help," says Hudash. "I ask them at the assembly, 'how many times have you been told that you are just a kid?' All the hands shoot up, eager to show their potential. They want to be invited and seen as a resource."

The program invites the students to make a difference by meeting one goal for each of four weeks. If they do, they will watch their principal rise above them in the fire bucket.

The first week's goal is to fill an empty van with items for Southwest Community Center, a social service agency that serves Orange County. Students go through their closets and donate something that belongs to them, not to their parents. Generally, students are so enthusiastic that they fill two vans instead of one.

The second week's goal is to fill two large barrels with food for Families Forward, an



"Ryan, a 5th grader from Vista Verde Elementary School, enjoys one of 4 annual Kids Helping Kids "Celebrating Youth" night at the UCI Men's Basketball Game. All participating Kids Helping Kids students receive complimentary admission to the Bren Events Center with a food donation for Families Forward."

organization that provides support to needy families in Orange County. Students often bring in enough food to fill four times the number of barrels required.

In the third week, students collect coins for the Proteomics Fund at Los Angeles Children's Hospital. They meet Rory Dahl, a three-year-old girl who has eye cancer and would benefit from research supported by the fund. Students contribute their own coins or donate money earned from doing chores.

The "magic" of the program arrives in the fourth week when students put on a carnival to raise money (up to \$1,500 in an hour and a half) for Dahl's pediatric research fund. The carnival is the result of four weeks of planning by a student leadership team composed of fifth and sixth graders at the school. Every fifth and sixth grader is encouraged to participate and 75 to 80 percent do so, giving up their lunch periods one or two times a week.

"Principals sometimes ask why we don't just use the student council," says Hudash. "But those are not the only kids we want to reach. We want to build leaders in the ones who are typically too shy to volunteer, or the ones who are sitting in the hallways for talking in class."

The student leaders work in groups to choose their own carnival "business." They plan a booth, set the price, pick a name and acquire the supplies. They help each other with any problems that may arise. They even write poems about how kids can change the world.

"They are all working together," says Hudash. "They become more connected to the community, their schools and their peers."

Research corroborates this increased connectedness. According to pre-and post-tests designed by the Irvine Prevention Coalition's program evaluator, WestEd, a nonprofit research, development, and service agency, the approximately 220 students of the 2003-2004 leadership team exhibited "consistent, positive gains in resiliency across the board." Although the tests were not aimed at identifying cause and effect, the students who

took the tests did express an increased confidence that they could make a difference in their schools and communities.

"Kids Helping Kids is an innovative program which provides our young people opportunities to learn about community, leadership, teamwork, compassion and making healthy choices," says Irvine's Police Chief, Dave Maggard, in a Team Kids brochure. "Irvine's safety and quality of life is preserved by preparing children to care for their community."

Susan Mehrtens, principal of Stone Creek Elementary School which hosted Kids Helping Kids last February and March, praises the program for teaching children that they can "find

the time to give back in some way," a lesson she thinks will stay with them as they grow older.

"The students were so excited and the staff and parents were excited and supportive as well," says Mehrtens. "It showed a generous side and spirit to everyone. There was so much good will, it was heartwarming."

Since the inception of Kids Helping Kids, Hudash has expanded her efforts and initiated additional programs that work to build healthy young people in Irvine. These programs, along with Kids Helping Kids, function

as part of the larger organization of Team Kids. The growth of the organization is due in part to the extensive collaboration and support of coalition partners.

"I'm always on the lookout for partners," says Hudash and she has found her share of them through the Irvine Prevention Coalition as well as with other youth serving organizations. When Team Kids wanted to help the victims of Hurricane Katrina, for example, a fundraiser that featured young people selling lemonade raised more than \$10,000 in one afternoon. The partners of the Irvine Prevention Coalition were instrumental in the success of this endeavor.

"The many collaborations here in Irvine are truly amazing and could serve as a model for other communities to duplicate. It's far greater than any one group can do. It's a bus that everyone can just get on," say Hudash.

"If anyone tried independently, it wouldn't work as well," agrees Matt Vadala, division chief at the Orange County Fire Authority.

Bolstered by its successful collaboration with its community partners, Team Kids recently became a 501c(3) nonprofit agency. As such, it can apply for grant money and raise funds to sustain the program when its Healthy Schools Safe Students funding stream runs dry.

"When we look at most programs, they go as long as the funding is there," says Bianchi of ICDP. "But this is something special. It continues to grow."

And for Bianchi, it does so because the support of the coalition is there.

"It's a hard feat to be self-sustaining," she says. "But our community partners find ways to say 'yes,' and the direct beneficiaries are the children. It's like dropping a pebble in the water and the ripples keep going out." □

Editor's Note: For more information on Team Kids, Inc. please visit their web site at www/Teamkids.org or call 949-654-KIDS.

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HELP WITH ENFORCING

Catching lawbreakers, however, is not the goal. Voluntary compliance is. And to encourage compliance, the Fullerton Police Department and ABC inform the public through media outlets that enforcement is being stepped up.



WHAT HAPPENS WHEN YOU COMBINE THE EXPERTISE OF THE STATE OF CALIFORNIA'S DEPARTMENT OF ALCOHOLIC BEVERAGE CONTROL (ABC) with the resources of a local law enforcement agency? The city of Fullerton is about to find out. In July 2005, as part of a \$1.5 million statewide program (ABC awarded the city's police department one of 20 year-long grants through its grant assistance program).

The grant assistance program was created in 1995 for the purpose of implementing comprehensive, pro-active strategies to decrease the harm caused by alcohol. Rather than responding to problems as they occur, the grants allow local law enforcement to partner with ABC to prevent the problems in the first place. While ABC provides technical assistance and operational support, the local police department sets the goals. This enables each grant program to respond to specific community needs.

In Fullerton, one of the community needs is responding to a large college population. The city is home to the 35,000-student California State University, Fullerton (CSUF) and the 20,000-student Fullerton Community

College. According to Garry Mancini, senior officer with the Fullerton Police Department, this means that there are "a lot of potential underage drinkers" who patronize the 259 ABC licensed establishments in the city.

Perhaps the most visible strategy that targets a college population is increasing the enforcement of existing underage drinking laws. And in Fullerton, minor decoy and shoulder tapping operations are a big part of that increased enforcement. Minor decoy

operations send young-looking 18- or 19-year olds into stores or restaurants to attempt to purchase alcohol. For shoulder tapping operations, minors station themselves outside supermarkets or convenience stores, identify themselves as minors and ask



adults to buy alcohol for them.

Collaboration is a key to the success of these strategies. The Fullerton Police Department uses its knowledge of the city to choose a time and place for the operations. ABC comes along to provide support and expertise.

"We work as a team," says Mancini. "It helps 'big time'."

The collaboration begins even before the operations occur. To prepare for the stepped-

UNDERAGE DRINKING LAWS IN FULLERTON

up enforcement, ABC staff runs three-hour "trainer-to-trainer" sessions with a selected number of the department's officers, as well as officers from the CSUF police department. Then the officers who have completed ABC training teach what they have learned to the remainder of the department's personnel. The goal is to train 100 percent of Fullerton and CSUF officers about the laws and procedures surrounding decoy operations. To supplement the trainer-to-trainer sessions, ABC staff members periodically provide alcohol enforcement information at daily roll calls.

During the grant period, Fullerton plans to conduct one minor decoy and two shoulder tapping operations per quarter. In the first minor decoy operation, which was conducted in September, two out of 10 establishments sold alcohol to a decoy.

Catching lawbreakers, however, is not the goal. Voluntary compliance is. And to encourage compliance, the Fullerton Police Department and ABC inform the public through media outlets that enforcement is being stepped up. Mancini wants to "touch all the bases,"—minors, businesses and the community.

"Hopefully the word gets out," he says, "and I think it already has. People have said they've heard about what we are doing. They are on their toes."

STRATEGIES FOR PREVENTING YOUTH ACCESS TO ALCOHOL: BEST PRACTICES

Minor decoy operations are effective in reducing youth access to alcohol, but they must be part of a comprehensive strategy. So says the Pacific Institute for Research and Evaluation's (PIRE) *Regulatory Strategies for Preventing Youth Access to Alcohol: Best Practices*, a paper prepared for the Office of Juvenile Justice and Delinquency Protection's national leadership conference in July 1999.

- The comprehensive strategy includes:
 - Notification to retailers, including information about the program's goals, procedures and timeframes
 - Opportunity for retailers to participate in responsible sales and service programs prior to the minor decoy operations
 - Publicity about the program
 - Random selection of outlets
 - Follow-up communication with each retailer, informing him of the results
 - Repetition. Operations should occur two or more times per year, since one-time programs have little or no long-term effect

The PIRE paper cites a study published in the journal *Addiction* (J. Grube, "Prevention of sales of alcohol to minors: Results from a community trial", June 1997) that found minor decoy operations are even more impressive. Under the grant assistance program (which uses the comprehensive approach recommended by the PIRE study), 10 percent of the retailers sold alcohol to minors. This compares to a 30 percent rate in areas that do not have the grants.

The minor decoy program is so effective that the PIRE study recommends it be the number one implementation priority in preventing youth access to alcohol. Shoulder tapping is recommended as the number seven priority. Although it is identified as an important element in a multi-pronged approach to prevention, the shoulder tapping operation is expensive. As such, police are encouraged to conduct these operations only at sites that are "notorious" for underage access to alcohol. As for shoulder tapping operations in California, ABC reports that between June 1, 2001 and November 30, 2004, statewide grant assistance programs conducted 284 such operations with 5,426 contacts and 976 arrests. This translates to an 18 percent failure rate. Orange County's failure rate in the same period was 10.7 percent.



The ABC/Fullerton team coordinates enforcement strategies—and the accompanying public information campaign—with an education program. Working with Fullerton's police department, ABC educates alcohol licensees and their employees in free classes offered every two months called LEAD (Licensee Education on Alcohol and Drugs) training. Larger groups can schedule their own LEAD training. The classes teach attendees how to serve alcohol safely, responsibly and legally.

A second education program is called the Informed Merchants Preventing Alcohol-Related Crime Tendencies or IMPACT. This program teams an ABC investigator with a Fullerton police officer for unannounced inspections of alcohol outlets. Using a checklist, the team looks for violations related to signage, lighting, graffiti, loitering, etc. The officers share their findings with the establishment's owner, educate the owner about the law and return in 20 days to ensure compliance.

Beth Goldberg, district administrator for ABC, sees the IMPACT inspections as an opportunity for merchants to communicate with law enforcement personnel.

"For owners and workers, it's one-on-one time with the police department and ABC," she says. "Sometimes they may be reluctant

to call with questions because they are afraid."

Although Fullerton is the most recent Orange County police department to receive an ABC grant, it is not the first. A complete listing follows.

- 1995 – Anaheim police department
- 1996 – Brea police department
- 1998-99 – Irvine police department
- 1999-2000; 2000-2001 – Huntington Beach police department
- 2001-2002 – Laguna Beach and Santa Ana police departments
- 2002-2003 – Santa Ana police department
- 2003-2004 (extended to May 2005) – Irvine police department (for a more

detailed look at this grant, see Prevention File, Vol.20, No.2, Spring 2005)

- 2004—Buena Park (for a minor decoy grant)
 - 2005-2006—Fullerton police department
- According to Goldberg, the structured partnership with local police is one of the major benefits of the Grant Assistance Program. She says that although ABC works closely with Orange County cities every day, the grant strengthens the relationship.

If all goes as expected, the city of Fullerton's strong partnership with ABC will continue long after the grant expires.

HEALTHY ORANGE COUNTY 2005

More than 160 people interested in promoting healthy children, families, schools, workplaces and communities attended the Healthy OC Summit on October 7, 2005. The summit offered a wide array of topics and speakers discussing the implementation of the Coordinated School Health (CSH) framework in the schools. Some highlights included:

- Update on current efforts to implement Local Wellness Policies in OC schools
- Get Connected, an entertaining message about health
- Local Wellness Policy Toolkit
- Dairy Council Resources
- Healthy Dining Orange County presentation and meal
- American Academy of Pediatrics—Best Practices
- Prop 63, Mental Health Services Act update
- Teen Screen, a mental health screening tool
- Over 25 exhibitors

For more information about the Healthy Orange County Summit contact Rob Bachmann at Orange County Department of Education, 714/327-1057, rbachmann@ocde.us.

STEPS TO A HEALTHY OC!