

## **MISSION STATEMENT**

*AODP Prevention seeks to empower communities, individuals and families to adopt healthy behaviors that prevent substance abuse and its related consequences.*

## Strategic Prevention Framework Assessment

Mendocino County is a rural county on the northern coast of California, approximately 100 miles north of the San Francisco Bay Area. The population of Mendocino County is 89,974. Roughly two-thirds of residents live in the county's interior region, which stretches along Highway 101, from Hopland in the south to Leggett, 80 miles to the north, and includes Ukiah (pop. 38,065), the county seat of government, and Willits (pop. 13,500), the population center for the northern interior region. Most of the remaining third of the population lives on the western side of the Coastal Mountain Range (a 1.5 hour drive from Ukiah) in communities scattered along 90 miles of scenic and isolated coastline, with a significant population cluster in Fort Bragg (pop. 14,500), the business and service center for the coast. There are, however, many isolated communities throughout the county that are from 30 minutes to two hours from one of these population centers.

Mendocino County is a scenic wonder, attracting tourists from around the world to spectacular coastlines, towering redwoods, state parks, and wineries. Beneath the scenic beauty that draws the tourists is a different reality. Webbed by two-lane mountain highways and dirt roads, Mendocino County is home to clandestine industries centered around the production and use of marijuana and methamphetamine. In fact, Mendocino County is one of three northern California counties where marijuana agriculture is so widely practiced that the area is known as the "Emerald Triangle". These factors have contributed to a pattern of multigenerational abuse and a culture of acceptance that views alcohol and other drug use (and abuse) as normal parts of life.

Unemployment routinely tops state averages. According to the US Census 2003 estimates, 14.6% of Mendocino residents live at < 100% Federal Poverty Level (FPL). Per the State's analysis of the Census 2000 results, 37.57% of Mendocino County residents living at less than 200% FPL. Poverty conspires with climate, topography and isolation to create an ideal setting for marijuana cultivation and use, methamphetamine production and use, and increasing alcohol abuse.

In many of the county's rural communities, there are few, if any, recreational facilities—no movie theatres, teen centers, bowling alleys, or other places for teens to gather and socialize. One student described his community by saying, *"The only things that are open at night are Safeway and Denny's, so you get high and go to Denny's, or you go to Safeway and get alcohol. That's all there is to do."*

Mendocino County residents have long recognized the ubiquity of alcohol and drug abuse among county youth and adults. Surveys and needs assessments have pointed to substance abuse, with its associated problems of child abuse, domestic violence, high-risk sexual behavior - and the negative impact of these issues on youth development - as the county's most urgent challenge. For example, in the 2002 Rural Challenge Community Health Survey conducted by the Department of Public Health, 65% identified alcohol and other drug abuse as one of the county's top three health problems. Students themselves are quick to recognize the risks of alcohol and drug use. At the 2004 Mendocino County Youth Summit, 150 youth met to identify priority issues and develop strategies to address them. Drug and alcohol use by youth was second among the top five priorities named.

While alcohol and drug abuse are common elsewhere, the situation in Mendocino County is especially acute because of the county’s geographic isolation, patterns of multigenerational abuse, and a culture of acceptance that views drug and alcohol use and abuse as normal parts of life. The culture of acceptance is reflected in the county’s passage of Measure G (the Cannabis Personal Use Ordinance), the growth of the local wine economy, and the county’s infamous ranking of 47th highest in the state in retail liquor outlets—at 403.9 retail outlets/100,000 population, Mendocino County’s rate has been more than double the statewide rate since 1992. According to the county’s 2004 Grand Jury Report, 99% of the inmates in the county jail have alcohol and drug problems, and according to Mendocino County Department of Social Services, 85% of Mendocino County children in foster care placements have parents with substance abuse problems. In California’s 2005 Campaign Against Marijuana Production, 10% of all marijuana seized in the state came from Mendocino County gardens.

Marijuana and meth have long been issues of concern to county residents. In March 2006, Ukiah’s local newspaper described an “invisible drug culture” at a local high school, where high-performing students are reported to be increasingly involved with use of cocaine and prescription drugs such as Vicodin and Oxycontin. Other indicators pointing to the extent of AOD abuse in the county, including the City of Ukiah, include the following:

- Mendocino County ranks high in adolescent admissions to alcohol and drug treatment, standing 44th among the state’s 58 counties.
- Ukiah High School’s 2005 suspension rate for violence and/or drugs was 4.9%, reflecting a 42% increase over the previous year.
- Among AODP clients, meth users have increased from 19% in 2001 to 46% in 2003.
- The rate of alcohol-related hospitalizations in Mendocino County increased from 499/100,000 in 2001 to 513/100,000 in 2004, while the rate of drug-related hospitalizations increased from 294/100,000 in 2001 to 428/100,000 in 2004, an increase of 45%.
- The California Healthy Kids Survey (CHKS) shows levels of youth experimentation and alcohol and drug involvement that are consistently higher than state averages (with the exception of tobacco). Baseline data on GPRA measures from the 2003 administration of the CHKS in Ukiah Unified School District (UUSD) schools are included in Table One; percentages higher than statewide rates are shown in shaded cells.

*Table One. California Healthy Kids Survey results*

Indicators	7th			9th			11th		
	UUSD	MC	CA	UUSD	MC	CA	UUSD	MC	CA
<b><i>Lifetime use: Percent of students who have ever...</i></b>									
• Had one full drink of alcohol	<b>28%</b>	29%	21%	50%	56%	48%	<b>74%</b>	76%	65%
• Been drunk or sick after drinking	<b>13%</b>	14%	8%	<b>33%</b>	36%	22%	<b>52%</b>	56%	43%
• Smoked marijuana	<b>15%</b>	15%	8%	<b>33%</b>	40%	24%	<b>52%</b>	56%	44%
• Used	N/A	N/A	N/A	6%	5%	N/A	8%	8%	N/A

Indicators	7th			9th			11th		
	UUSD	MC	CA	UUSD	MC	CA	UUSD	MC	CA
methamphetamines									
• Used tobacco	18%	17%	19%	27%	32%	41%	44%	48%	56%
<b><i>Current use: Percent of students who at least once during past 30 days...</i></b>									
• Had at least one drink of alcohol	<b>20%</b>	18%	10%	<b>43%</b>	39%	29%	<b>48%</b>	49%	41%
• Had 5 or more drinks in a couple of hours (bingeing)	7%	6%	3%	<b>25%</b>	23%	13%	<b>37%</b>	36%	26%
• Smoked marijuana	8%	7%	4%	<b>19%</b>	22%	13%	<b>35%</b>	33%	23%
• Used meth	N/A	N/A	N/A	3%	2%	N/A	3%	4%	N/A
• Used tobacco	6%	4%	4%	5%	8%	11%	10%	13%	19%
<b><i>Perceptions: Percent of students who perceived use of substance harmful or very harmful...</i></b>									
• Alcohol	<b>68%</b>	72%	87%	<b>60%</b>	62%	81%	<b>69%</b>	69%	83%
• Marijuana	<b>85%</b>	85%	92%	<b>66%</b>	64%	83%	<b>67%</b>	68%	78%
• Tobacco	<b>81%</b>	85%	88%	<b>83%</b>	85%	86%	<b>94%</b>	92%	89%
<b><i>Perceptions: Percent of students who perceived a lot or some disapproval of substance among their peers...</i></b>									
• Alcohol	74%	72%	N/A	44%	47%	N/A	30%	34%	N/A
• Marijuana	76%	76%	N/A	52%	54%	N/A	48%	50%	N/A
• Tobacco	79%	77%	N/A	69%	72%	N/A	79%	77%	N/A
<b><i>Perceptions: Percent of students who believe that at least 50% of their peers have smoked marijuana...</i></b>									
• Marijuana	19%	23%	N/A	71%	72%	N/A	88%	86%	N/A

The State of California has developed a compilation of CHKS data that ranks school district results on a scale of 0-99, with a district's score indicating the percentage of districts statewide that had a lower percent of students for that indicator. For all indicators, a low ranking is always better. Ukiah Unified School District (UUSD) scores show students at especially high risk for the following indicators:

- 30-day use of alcohol (92% of districts statewide scored lower than UUSD 9<sup>th</sup> graders)
- Life-time use of marijuana (88% scored lower than UUSD 7<sup>th</sup> graders)
- 30-day use of marijuana (95% scored lower than UUSD 11<sup>th</sup> graders)

The consequences of substance abuse in Mendocino County are all too evident in a number of social indicators:

- Child abuse is reported in Mendocino County at more than twice the statewide rate (118/1,000, compared with 52/1,000), and the county's foster care placement rate is 15/1,000 (compared with 8/1,000 statewide), with an average of 315 children in foster placement at any given time.
- Law enforcement dispositions for county youth for all offenses show a rate of 87.7 per 100,000, compared to 57.4 per 100,000 for California as a whole. In 2003, Mendocino County ranked 42<sup>nd</sup> in the state for the rate at which youth are incarcerated (3.8/1,000 compared with 3.1/1,000 statewide).

- Gangs and gang violence are looming issues in Mendocino County. The Mendocino County Sheriff's Department estimates that there are approximately 175 youth gang members in the county, and at least 400 with gang affiliations. In Ukiah, increasing gang activity is a growing concern, as gang recruitment from urban areas spreads up the Highway 101 corridor.

What follows is a detailed countywide assessment created for Safe Teens and Twenties (STAT) – a state incentive grant awarded in 2005.

### Demography

Just over 15% of the county's population is between 12-25 years of age—the target group for the STAT project. The county's population is also diverse socially—a mixture of urban refugees, Latino migrant workers, fifth generation sheep and cattle ranchers, loggers and unemployed loggers, a strong faith community, people involved in the illicit drug trade (e.g., methamphetamine manufacturers and marijuana growers), and individualists living off the grid in the surrounding hills.

According to the US Census 2000, the county's ethnic composition is 80.8% White/non-Hispanic, 4.8% Native American, 1.2% Asian, 0.6% African American, and 8.8% other ethnicities, with 16.5% of the population reporting Hispanic ancestry. However, school enrollment data paint a different picture of the ethnic breakdown of the county.

According to the California Department of Education, the 2004-05 school year showed the following ethnic breakdowns in the Ukiah, Fort Bragg, and Willits Unified School Districts. (These particular school districts were selected to illustrate the growth of the Latino population in the county because they represent the county's three largest school districts.)

**TABLE 1. ETHNICITY BY SCHOOL DISTRICT IN STAT TARGET COMMUNITIES**

District	American Indian	Asian/Pacific Islander/Filipino	Hispanic or Latino	African American	White (non-Hispanic)	Multiple or No Response	Total Enrollment
Ukiah	489 (7.3%)	139 (2.1%)	2,181 (32.4%)	78 (1.2%)	3,808 (56.5%)	42 (0.6%)	6,737
Willits	151 (6.9%)	43 (1.9%)	432 (19.7%)	9 (0.4%)	1,523 (69.4%)	36 (1.6%)	2,194
Fort Bragg	15 (0.8%)	25 (1.3%)	601 (30.4%)	24 (1.2%)	1,203 (60.9%)	107 (5.4%)	1,975
County	1,229 (8.5%)	245 (1.7%)	3,956 (27.5%)	165 (1.1%)	8,454 (58.7%)	358 (2.5%)	14,407

It is likely that Mendocino County's Latino population will continue to grow, mirroring the trend in California, where more than 50% of all births are Latino<sup>1</sup> and 31.4% of California's workers are Latino<sup>2</sup>.

<sup>1</sup> Center for Latino Health and Culture, UCLA School of Medicine, *The Latino Majority has Emerged: Latinos Comprise more than 50 Percent of All Births in California* (February 5, 2003), downloaded from <http://www.cesla.med.ucla.edu/html/pdf/majority.pdf> on May 31, 2005.

<sup>2</sup> *Moving Ahead or Falling Behind? California's Fast-Growing Latino Workforce*. A Publication of the California Budget Project, September 2004.

## **Economics**

Visitors to Mendocino County find a paradise of rolling vineyards, coastal majesty, and towering redwood forests. According to a recent poll, 78% of county residents give their communities positive ratings as excellent or good places to raise a family.<sup>3</sup> The superficial beauty of the countryside, however, belies the full reality of life for many local residents. The county is experiencing the deleterious social and economic impacts of the declining resource-based (fishing and timber) economy. More than 500 high-wage jobs have been lost in the timber and fishing industries since 2001.<sup>4</sup> According to the 2000 Census, the median household income in Mendocino County is \$35,996, compared to \$47,493 statewide.

Filling the gap that has been left with the decline of the resource dependent economy is a great challenge. There is a growing tourism industry countywide, especially on the coast, that has fueled the creation of many low-paying and seasonal service sector jobs. Another economic trend is inland Mendocino County's viticulture and winemaking industries, which attracts many Latinos to the area for agricultural work. Grape acreage has now passed pears and all other agricultural crops combined. Grape acreage has grown significantly over the last 20 years, from 9,800 to 15,800 acres in 2000. Although many of the grapes produced are turned into wine locally, 50 percent are exported to other counties for production, the equivalent of 17 small wineries at 50,000 cases each. About 900 people work in wineries, equal to 20 percent of total manufacturing employment. Many more people work in jobs connected to the wine industry. More than 80 percent of the jobs in the County are from companies with 10 or fewer employees.<sup>5</sup> Since Mendocino County has historically concentrated on a few economic sectors, there are efforts countywide to diversify the economy to mitigate the peaks and valleys of the economic cycle.<sup>6</sup>

## **Rates of Binge Drinking**

According to a national survey, nearly one-third (31.5%) of all high school students reported hazardous drinking (5+ drinks in one sitting for males, 4+ drinks for females) during the 30 days preceding the survey. Among those 18-20 years of age, 30% reported binge drinking during the past 30 days.<sup>7</sup> Young adults ages 18-25 are most likely to binge or drink heavily. 54% of the drinkers in this age group binge and about one in four are heavy drinkers.<sup>8</sup> Junior/middle and senior high school students drink 35% of all wine coolers sold in the United States; they also consume 1.1 billion cans of beer annually (ibid).

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<sup>3</sup> Local Population Health Improvement Survey III, Mendocino Toplines. Conducted for the California Wellness Foundation's Health Improvement Initiative by Louis Harris & Associates, 2000.

<sup>4</sup> Mendocino Private Industry Council, 2003.

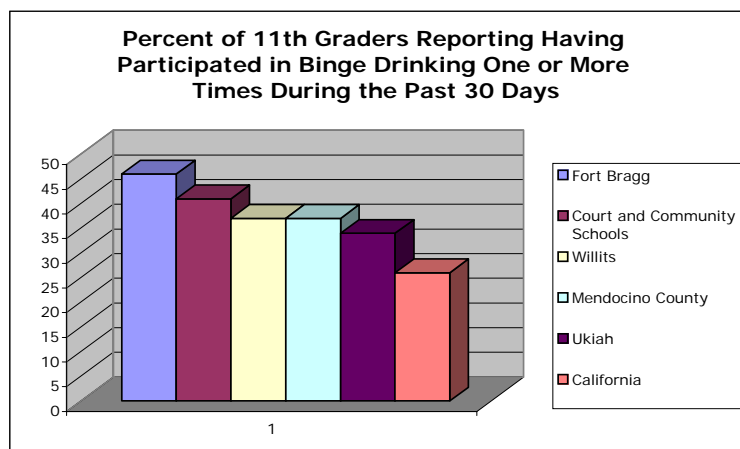
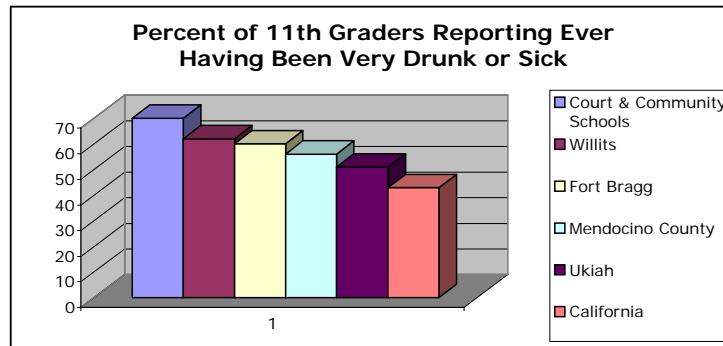
<sup>5</sup> Mendocino County Comprehensive Economic Development Strategy, 2004.

<sup>6</sup> Mendocino County Comprehensive Economic Development Strategy, 2004.

<sup>7</sup> Youth Risk Behavior Surveillance – United States, 1999. June 09, 2000 / 49(SS05);1-96 Kann, L., S. Kinchen, B. Williams, J. Ross, R. Lowry, J. Grunbaum, and L. Kolbe.  
<http://www.cdc.gov/mmwr/preview/mmwrhtmjl/ss4905a1.htm>, accessed June 19, 2001

<sup>8</sup> NIDA, 1998 National Household Survey on Drug Abuse.

In Mendocino County, according to the California Healthy Kids Survey (CHKS), 12% of Mendocino County students in 9<sup>th</sup> grade and 25% of students in 11<sup>th</sup> grade reported that they have been very drunk or sick after drinking four or more times in their life. In answer to the question of binge drinking within the past 30 days, 13% of 9<sup>th</sup> graders and 23% of 11<sup>th</sup> graders reported binge drinking three or more times in the past 30 days. The graphs below compare state and countywide rates of binge drinking to those in Fort Bragg, Ukiah, Willits, and the Court and Community School, which serves at-risk youth.



These data were corroborated by an informal survey conducted at Ukiah High School by the STAT staff in collaboration with the STAT Youth Advisory Kommittee (YAK). The STAT survey, which was administered to 172 students in grades 9-12, indicated that almost 60% of respondents reported drinking alcohol in the last 30 days. Almost half reported drinking four or more drinks at a sitting. An additional 38% said their parents don't know about their drinking. Less than 20% reported their parents disapproving. The high rate of alcohol use appears to continue after high school as indicated in a survey administered at Mendocino College in Ukiah in 2004. Of the 610 students who responded to the survey, 403 were in the STAT target age group (14-25 years). Of those, 133 (33%) reported behaviors that indicated binge drinking—70 (53%) male and 63 (47%) female. The predominance of male binge drinkers was corroborated by AODP's Last Drink Survey, which was administered to 146 individuals in the county's four DUI intervention/education groups in Spring 2005. (Participation in these groups is required of people arrested for driving under the influence.) Of the 29 survey respondents who were in the STAT targeted age group, 83% (24 out of 29) were male and 17% (5 out of 29) were female.

## Alcohol Availability

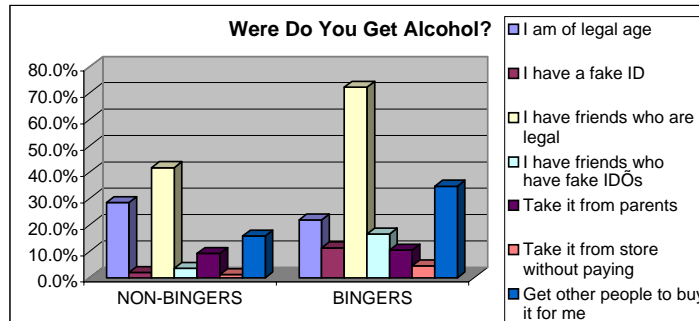
One of the most direct measures of alcohol availability is the concentration of retail liquor outlets in an area. To sell alcohol in California, any retail establishment—from bars to gas stations—must obtain a license from the California Department of Alcoholic Beverage Control. This agency provides data as to the number of licenses in a geographic area. To compare these data to the state average or to other cities and counties, comparisons per 10,000 population are used. As shown in the graph below, the number of retail liquor outlets in Mendocino County per 10,000 total population is consistently twice that of the State, and has been since 1992. Mendocino County ranks 47<sup>th</sup> out of 58 California counties in terms of the concentration of retail liquor licenses.



The number of retail liquor outlets in the study areas are as follows: Fort Bragg Area (Albion, Caspar, Little River, Mendocino, Westport, Fort Bragg)—113; Willits Area—38; Ukiah area—95.

Despite the ubiquity of alcohol in Mendocino County, youth who are underage must still find ways to access it. Several data sources indicate that underage youth obtain alcohol primarily through older friends, although paying strangers is also a common means to obtain alcohol according to informant interviews with police and students themselves. In small communities like those in Mendocino County, law enforcement is aware of the popular places that underage youth access and use alcohol. In Ukiah, Alex Thomas Plaza is a popular hang-out for youth, particularly in the summer. The Perkins Street Grill, the Forest Club, and the 7/11 Club are the trouble bars for police in Ukiah—where many people arrested for DUI were last drinking alcohol. In Willits, John's Place, JP's Club, and Al's Redwood Room are the most popular bars. Underage drinkers in Willits often find places outside the city limits to drink, such as the railroad tracks, areas in Brooktrails, and at residences. In Fort Bragg, at least according to one police officer, there are no particularly troublesome drinking spots. Binge drinking among teens and young adults tends to take place in non-public establishments outside the Fort Bragg city limits. The Last Drink Survey conducted in Fort Bragg, which did not indicate that any particular bar was the most frequented, corroborated this opinion. As in Willits, many underage drinkers locate remote places to drink outside the city limits.

According to a survey conducted by the STAT project at Ukiah High School in April 2005<sup>9</sup>, students tend to drink at friends' houses and at small gatherings, and are most likely to get their alcohol from older friends. The Mendocino College survey indicated that the vast majority of binge drinkers get their alcohol from friends who can purchase legally. These findings are illustrated in the graph below which shows that, among binge drinkers at Mendocino College, over 40% get other people to buy alcohol for them.



Underage youth in local communities are frequently able to purchase alcohol—illegally—from retailers who do not enforce existing law, which requires youth to be 21 to purchase alcohol. In a recent sting in Fort Bragg, 8 out of 12 stores sold alcohol to minors.<sup>10</sup>

The extent of binge drinking among youth in Mendocino County is also reflected in the county's high rates of adolescent admissions to alcohol and drug treatment. Mendocino County ranks 44<sup>th</sup> out of 58 California counties in the rates of adolescent admissions to alcohol and drug treatment. Since 1997, Mendocino County has experienced a statistical upward trend in this indicator of alcohol use among youth, as shown in the table below.<sup>11</sup>

**TABLE TWO. RATES OF ADOLESCENT ADMISSIONS TO ALCOHOL AND DRUG TREATMENT PER 1,000 YOUTH UNDER 18 YEARS: STATE AND COUNTY COMPARISONS 1997-2002**

	1997	1998	1999	2000	2001	2002
Mendocino	1.5	1.4	1.6	3.2	5.1	3.7
California	1.1	1.2	1.3	1.5	1.9	2.0

### Consequences of Binging

National as well as local level data indicate that binge drinking is associated with a host of negative social consequences including violence, crime, sexual assault, unplanned pregnancies, fetal alcohol syndrome, and high-risk activities such as driving while intoxicated, smoking, etc. However, youth perception of the consequences of binge drinking, based on the two Ukiah surveys (Ukiah High School and Mendocino College), tend to focus on the short-term, less serious consequences. For example, in the

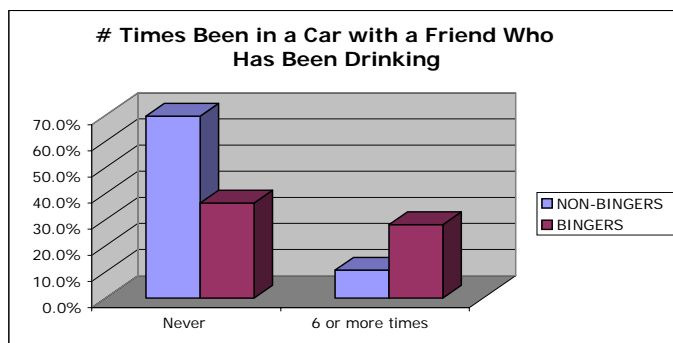
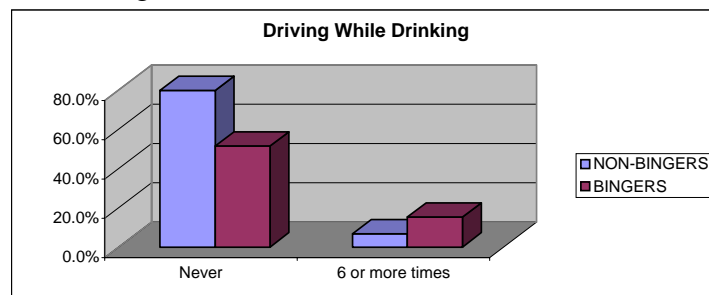
<sup>9</sup> This survey was administered in nine classes with passive parental permission. Information from 172 students at all grade levels was captured, including 120 (70%) who identified themselves as having had alcohol in the past 30 days.

<sup>10</sup> Fort Bragg Police Chief, personal communication with Judy Kvinsland, Campus Vice President, College of the Redwoods, March 2005.

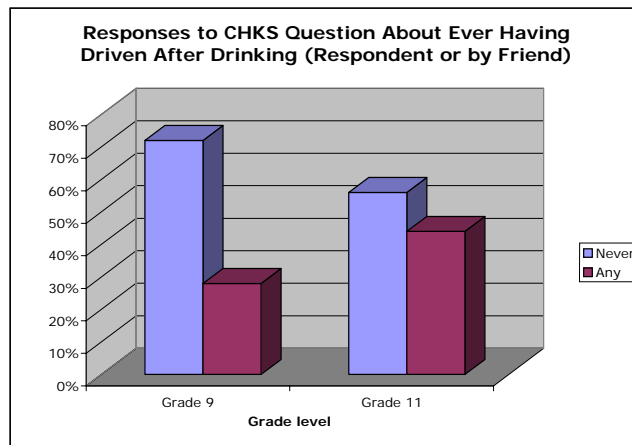
<sup>11</sup> Community Indicators of Alcohol and Drug Abuse Risk, 2004. (Data obtained from the California Health and Human Services Agency and the California Department of Alcohol and Drug Programs.)

Mendocino College survey, the self-reported frequency of binge drinking is negatively correlated with the perception of harm. In other words, students who are drinking more, and more frequently, perceive alcohol as less harmful than do those who drink less. In the Ukiah High School survey, a hangover (53%) was most frequently cited as the most serious consequence of binge drinking, followed by car accident (51%), and getting arrested for a DUI (46%).

Despite youth perception, alcohol availability and abuse is associated with a host of negative consequences and risky behaviors. Communities that have more bars and liquor stores per capita experience more assaults (Scribner 1995; Roncek and Maier 1991). McKinnon et al (1995) found that the availability of alcohol in off-site alcohol outlets, including liquor stores and stores with beer and wine licenses was substantially related to arrests for public drunkenness and disturbing the peace. Rabow and Watts (1983) established a relationship between physical availability of alcohol, different types of outlets, and arrests for public intoxication. The following graphs are from the Mendocino College survey comparing participation in two high-risk behaviors—drinking while driving and driving with someone else who had been drinking—among self-identified binge drinkers and non-binge drinkers.



The Mendocino College survey mirrors findings from the CHKS survey focusing on this same issue. By 11<sup>th</sup> grade, approximately 50% of students have driven after drinking, as shown below:



Arrests of youth for crimes related to alcohol use or for crimes coincident with alcohol use also demonstrate the negative consequences of excessive drinking among youth. Mendocino County ranks 53<sup>rd</sup> out of 58 California counties in terms of the three-year average rate of juvenile arrests for alcohol and drug offenses. The following table compares Mendocino County rates to those of California from 1996-2001.

**TABLE THREE. JUVENILE ARRESTS FOR ALCOHOL AND DRUG OFFENSES:  
ANNUAL STATE AND COUNTY COMPARISONS 1996-2001**

	1996	1997	1998	1999	2000	2001
Mendocino	20.4	15.0	20.5	18.8	19.3	25.9
California	10.3	10.2	10.4	10.0	8.9	8.5

Juvenile crime in general in Mendocino County is also consistently above statewide averages. Mendocino County ranks 43<sup>rd</sup> out of 58 California counties in the rate of law enforcement dispositions for all offenses per 100,000 youth ages 14-17. Often juvenile crime is associated with alcohol and other drug use, even when it is not included in the charges, according to informant interviews.

Alcohol use also impairs teens' ability to make judgments about their sexual behavior. As a result, their risk increases for unplanned pregnancy, sexual assault, and sexually transmitted diseases (STDs). According to a study from Erie, Pennsylvania, one-quarter of sexually active high school students report using drugs or alcohol during their most recent sexual experience, and, in a national survey, 13 percent of teens say they did something sexual while using drugs or alcohol that they wouldn't have done if they were sober. Males are nearly twice as likely as females to mix alcohol or drugs with sex (31 percent compared to 19 percent of females), but young women face greater threats. Nearly 40 percent of high school boys said it is acceptable to force sex if a girl is stoned or drunk.<sup>12</sup>

One study of girls ages 14-21 with unplanned pregnancies found that one-third of the girls were drinking when they had sex and that nine out of ten hadn't even planned to have sex. The more teens drink the less they use condoms. Teens who had five or more drinks were three times less likely to use condoms than other teens. The Ukiah High School survey showed, however, that these consequences were not perceived to be among the most serious. Twenty-nine percent (29%) of survey respondents ranked "date

<sup>12</sup> Erie Times-News, April 30, 2001.

rape” as one of the most serious consequences of binge drinking—making it the 5<sup>th</sup> most serious consequence (out of nine). Pregnancy/STD was the 6<sup>th</sup> most serious (at 25%), and alcohol-related birth defects were noted as the least serious consequence of binge drinking. However, drinking and unplanned pregnancies can lead to children with Fetal Alcohol Syndrome (FAS), especially among women who continue to drink throughout their pregnancy. FAS is a pattern of malformations and disabilities resulting from a pregnant woman drinking heavily during her pregnancy. Heavy drinking on a consistent basis or binge drinking on an occasional basis can produce FAS. Fetal Alcohol Syndrome is currently the leading cause of mental retardation in the United States. Fetal Alcohol Effects (FAE) is a condition where children are born with less dramatic physical defects, but with many of the same behavioral and psychosocial characteristics as those with FAS. FAE is often thought of as lower on a continuum than FAS, but this is not correct. Many individuals with FAE, while looking quite normal, have significant deficits in their intellectual, behavioral, and social abilities, which prevent them from leading normal lives.

Mendocino County’s rates of hospital discharges per 100,000 population for alcohol and drug related causes are also consistently above statewide averages. In comparing three-year average rates, Mendocino County ranks 38<sup>th</sup> out of 58 California counties in this measure of alcohol use. In every measure of alcohol use, Mendocino County is above the state average, demonstrating that there exists a culture in which alcohol use and abuse is tolerated.

### **Community Norms Around Youth Binge Drinking.**

There is an insidious connection between alcohol advertising, alcohol consumption, and violence. Billboards, point of sale displays, and television advertisements that portray women as sexually available in conjunction with beer and other types of alcohol encourage men to drink and to sexually abuse women. There are eight times as many men as women among the heaviest drinkers, and young people aged 18 to 29, while they represent only 27% of the population, account for 45% of all adult drinking nationally.<sup>13</sup> According to data from the STAT survey at Ukiah High School, almost 60% of students reported drinking alcohol in the last 30 days. Almost half reported drinking four or more drinks at a sitting. And 43% said their parents know about their drinking but don’t object. An additional 38% said their parents don’t know. Less than 20% reported their parents disapproving. This, combined with the data described above, indicates that drinking alcohol and, to a lesser degree, binge drinking may be community norms in Mendocino County. Of particular interest may be the complicity or, at least, tacit acceptance, of adults, including parents, in youth binge drinking. This takes the form of young adult siblings or friends who purchase alcohol for underage youth, strangers who accept payment from underage youth to purchase alcohol for them, and parents or guardians who accept youth alcohol consumption as normal or inevitable and, therefore, do not object to underage drinking. According to a county law-enforcement officer, there are geographic differences in the attitudes of parents. He reported that parents along the Mendocino coast, compared to all other areas of the county, are most accepting of their teens drinking at home. These parents accept that their teens will drink alcohol. They prefer that their teens drink at home rather than somewhere where they are not under

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<sup>13</sup> Greenfield TK, Rogers JD. Who drinks most of the alcohol in the US? The policy implications. Alcohol Research Group, Berkeley.

adult supervision. This officer associates this attitude with the higher levels of education and income that are found on the coast.

In comparing the locations where binge drinking takes place, perhaps the Mendocino College data is most revealing. Not only are binge drinkers more likely to drink in all locations, they are nearly twice as likely to drink at a party, perhaps considering themselves “party animals.” They are three times as likely to drink in the woods and more than twice as likely to drink in “other” locations. The 25 and younger group was most likely to drink in some “other” location. Follow up research should attempt to discover the where these “other” locations are.

Several persons interviewed for the STAT project, including an alcohol and other drug counselor for Native American youth, indicated that binge drinking is treated as a rite of passage among youth. It is a commonly held community belief that all teens experiment with alcohol and drugs and that it is a harmless phase of adolescent development. The community acceptance of alcohol and drug use as a rite of passage makes it difficult for parents to enforce rules regarding use. The community acceptance of alcohol also supports teens’ belief that everyone uses, which undermines any education they may have received regarding the risks of use. People who glorify their own high school drunken escapades, who supply alcohol for adolescents, or who smoke marijuana with their kids and their friends create lax public attitudes toward adolescent alcohol and drug use.

**Programmatic Resources**

The project conducted an analysis of Mendocino County’s programs and policies that are in place to address or ameliorate alcohol and other drug abuse among youth. Following is a listing of such resources, although none specifically address binge drinking.

**TABLE FOUR: COMMUNITY RESOURCES TO PREVENT AND/OR ADDRESS ALCOHOL AND OTHER DRUG ABUSE AMONG YOUTH**

Program	Agency	Target Population & # served	Funding Period
Mediation Program at Nokomis School (prevention)	Ukiah Unified School District	Elementary school youth. Over 50% served are Latino.	Ongoing
Club Latino at Pomolita School (prevention)	Ukiah Unified School District and Nuestra Casa	Latino middle school age students; 45-50/year	Through June 2005
Juvenile Drug Court	Courts, Mendocino County Youth Project, AODP, Mendocino County Office of Education, Consolidated Tribal Health	Youth ages 14-17 <sup>14</sup> who have been arrested for substance abuse and/or substance-related crimes and who are wards of the court. Full program in Ukiah only.	Through June 2005

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<sup>14</sup> ExTRA will also serve older youth who begin the program while age 14-17.

Program	Agency	Target Population & # served	Funding Period
Kids United: No Gangs for Ukiah (KUNG FU)	AODP—Also collaborates with the Gang Prevention Coalition, the new Ukiah Valley Cultural and Recreational Center, UUSD, MCOE, Nuestra Casa, MESA and the Ukiah Boys and Girls Club.	Offers an array of school-based substance abuse and violence prevention services to targeted elementary schools and the middle school in Ukiah area. KUNG-FU provided 500 direct service contacts in 2004-05.	Through August 2007
RuralMurals	AODP	RuralMurals produces annual public art murals in six regions of the county through youth art teams composed primarily of “at-risk” youth. 250 were served in 2004-05.	Through September 2005 (may be extended)
SATYA	AODP and Ukiah Unified School District	Offers prevention and treatment services to Ukiah high school students. Services include six week on campus groups and presentations and 12 week after school prevention and treatment modules. SATYA provided 2,046 direct service contacts in 2004-05.	Through June 05 (may be extended)
School of Performing Arts and Cultural Education (SPACE)	SPACE	Provides performing arts classes to about 200 youth per year with an emphasis on developing resiliency.	Ongoing funding through tuition and grants.
Watching Anderson Valley Excel	AODP, Anderson Valley Unified School District, law enforcement, and community-based organizations	At-risk youth in the Anderson Valley. WAVE provided 1,212 direct service contacts in 2004-05.	Through June 06 (may be extended)
PACE (Probation Alternative in a Community Environment)	MCOE	Youth on probation and/or in Juvenile Drug Court. Between 9 and 16 students are enrolled at any given time.	Ongoing
Safe Schools/Healthy Students	MCOE, AODP, MCDMH, Probation	Alternative education students; 6 out of 9 alternative education sites served,	Through September 2005 (may be extended)
Community Prevention in Action	AODP	Community-based organizations that operate prevention programs. CPIA provided 6,547 direct service contacts in 2004-05.	Through June 2005 (expected to be extended)
Red Road to Recovery	Consolidated Tribal Health Project, Coyote Valley, Sherwood Rancheria, Hopland Rancheria	Native American youth (Consolidated has about 70 contacts/month with youth 18 and under and approximately 50 contacts/month with youth in their 20's.	Ongoing

Program	Agency	Target Population & # served	Funding Period
Yuki Trails	Round Valley Indian Health Center	Outpatient treatment for adolescents (50), seniors/older adults, DUI/DWI offenders, criminal justice clients located in Covelo.	Indian Health Services 638 program; SAMHSA's California American Indian Recovery (ends in 2008)
Passages	Mendocino County Youth Project	Individual, family, and group counseling for substance abuse and dual diagnosis (in Ukiah and Willits).	June 2005
Nuestra Casa	Nuestra Casa	AOD counseling for adolescents (in Spanish) serving 65/year	Through June 2006
Youth Crisis Services (SHARE)	Mendocino County Youth Project	Short-term crisis services for youth and their families including counseling, emergency housing, mediation, support group information and referral.	Ongoing
Catholic Churches in various communities	Catholic Church	Particularly for the Latino population, the Catholic Church provides community and decreases youth isolation.	Ongoing through community donations

The vast majority of these programs are collaboratively run by public agencies and community based organizations. Staff from agencies and organizations in Mendocino County know each other and are familiar with pooling resources to make successful programs, which otherwise would not get off the ground. Any strategies implemented through the STAT project should make use of the collaborative experience of human service providers.

### **Policies**

The City of Willits and the County both have “teen party” ordinances. These ordinances have different names and are written slightly differently but both make it illegal for an adult (over 21 years of age) to permit or host a party, gathering, or event at his or her place of residence or other private premises under his or her control where five or more persons under 21 years of age are present and consuming or possessing alcohol. Law enforcement officers are empowered to arrest or cite persons responsible for the event and that person is liable for the cost of providing law enforcement services. Based on informant interviews with Willits and County law enforcement officers, these ordinances are rarely enforced. (Between January 2002 and December 2004, the Sheriff's department cited people in violation of its teen party ordinance only eight times.) One commented that the teen party ordinance is most effective as a *deterrent* from hosting parties for underage drinkers, even though people are not often charged.

In addition, California state law requires that when kegs are sold, buyers must show identification and fill out a form, writing in their names and addresses. A registration “tag”—actually a sticker—is then affixed to the outside of the keg. The intent of the tagging law is to hold adults accountable for providing alcohol to minors. If law enforcement finds a tagged keg at a party where minors are drinking, they can track it back to the purchaser, who may then face civil or criminal penalties. The experience of

Isla Vista, a small town located next to the University of California Santa Barbara campus, is evidence that keg tagging is not foolproof. California law currently requires that keg tags be easily removable, which makes it harder to trace kegs to the purchaser. Isla Vista law enforcement officers say that many beer kegs are found at large parties without tags. When questioned, partygoers tell officers they don't know who supplied the keg. This means there is no way to hold responsible those who buy alcohol for minors. Although this issue was not reported to be a problem in Mendocino County, one informant did note that the keg "tags" are easy to remove.

### **Analysis of Findings**

The principle findings from the Needs & Resource Assessment can be summarized into three areas:

- 1.) Rates of binge drinking and other indicators of alcohol use among the target population of youth are higher in all areas of Mendocino County than in most other counties in California as a whole. This finding is consistent with research at the national level, which has pointed to consistently higher rates of binge drinking (and any alcohol drinking, for that matter) among 12 to 17 year olds in **rural** areas as compared to non-rural areas<sup>15</sup>.
- 2.) There is a widespread "culture of acceptance" of alcohol and other drug use in Mendocino County. Again, this finding is consistent with research at the national level, which has shown that rural areas like Mendocino County tend to have fewer people who perceive a great risk from having four or five drinks of alcohol nearly every day and fewer people who disapprove of daily drinking (ibid.).
- 3.) Mendocino County, perhaps because of its relatively small population size, is replete with agencies and organizations that are used to working collaboratively to implement a spectrum of human service programs. As a result, the resources to address substance abuse among youth in Mendocino County are rich and varied, which bodes well for any STAT implementation strategies that may require a multi-agency approach. There are, however, no programs that specifically address binge drinking.

Specific issues that emerged from the needs assessment to support the first two findings above include the striking degree to which parents and other adults are complicit in youth binge drinking and other drug abuse. One informant recounted a family where the parents obtained "medical marijuana" for their son so that he would not violate the terms of Juvenile Drug Court by using alcohol. Several people have mentioned the rite of passage aspect of binge drinking. Most people say that binge drinking is evenly distributed among subpopulations of youth and geographically although one informant reported that binge drinking among Latino youth is most serious in the Anderson Valley. Others reported that remote areas with fewer community activities have bigger problems with drinking. Summers, according to Ukiah law enforcement officers, are when they see the highest rates of youth drinking. Given the fact that adults—especially parents and guardians—in Mendocino County are witting and unwitting accomplices to the binge drinking problem in this county, and that all interview informants and local surveys (e.g., Harris poll) point to the culture of acceptance of alcohol use in this County, the prevention strategies selected for STAT implementation should target adults as well as youth. An environmental approach that uses media advocacy will address this issue, since media

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<sup>15</sup> National Survey on Drug Use and Health (NSDUH) Report, August 27, 2004. Published by the Office of Applied Studies, Substance Abuse and Mental Health Services Administration (SAMHSA).

usually reach a variety of age groups. Radio may be an especially effective medium for media advocacy in Mendocino County (where there are no local television stations). Knowing that certain radio stations are popular with certain groups will allow STAT program planners to target its message.

On a broader social scale, some experts have commented on the extent to which alcohol marketing and sales are embedded in our expectations about what is acceptable for business. “America’s liquor-control regime is structured without any apparent regard for the connection between alcohol availability, consumption, crime, and other social problems—and is calculated to give the states almost zero capacity to regulate and directly enforce liquor laws. A study of the ABC offices and investigators in California, for example, found that investigators were ‘less concerned with public health and welfare than with the rights of applicants.’ The study concluded that selling alcohol in California ‘is treated more as a right than a privilege.’<sup>16</sup> A strategy that serves to educate policymakers, law enforcement, and business owners about the connection between alcohol consumption among youth and crime, unplanned pregnancies, and other social problems also may reduce the ready availability of alcohol to minors. Other ways to limit alcohol availability include limitations in the type and frequency of outlets and hours of sale, alcohol content and type of beverage, marketing and profit seeking and pricing and taxation (Vallejo Alcohol Policy Coalition, April 2001).

While parents underestimate the probability of their child abusing alcohol or drugs, teens overestimate the extent of use among their peer group. Many teens that do not drink or use other drugs will describe themselves as “the only one in my whole school who doesn’t use!” While it is true that by senior year in high school 79% of adolescents have used alcohol at least once, fewer than half of seniors have used in the past thirty days. All of those students are doing something on most weekends that does not involve alcohol or drugs. The strength of this belief reaches students in middle school who also believe that most kids their age drink. Most kids in eighth grade have never drunk alcohol, so their perception is clearly distorted. Teens need to know the real extent of their peers’ use, as their misperception can lead them to make poor decisions in order to be like everyone else. Clearly, the student that does not use is not alone, yet the perception of the norm of frequent and regular alcohol and drug use is a strong one. See *Social Norms: Promoting Positive Behavior as the Rule, Not the Exception*. (Melissa Stern, Community Prevention Institute, 2004)

### **Strategies:**

The environmental approach to prevention emphasizes the role of community norms and institutional practices. The most effective projects combine strategies such as community organizing, policy and media advocacy, and enforcement. Following are examples of environmental strategies:

1. Parental education and open discussion of the issue of binge drinking, including feature stories run in the local media, e.g., the Ukiah Daily Journal, Willits News, and Spanish-language radio stations.
2. Enforcement of existing laws such as the keg tagging and teen party ordinances. Local stings with license revocation as a consequence.

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<sup>16</sup> John J. DiIulio, Jr. *Broken Bottles: Alcohol, disorder, and crime*. The Brookings Institution, Spring 1996 Vol. 14, No. 2.

3. Education and early intervention among the target population.
4. Media literacy

Educating the STAT target population in media literacy—being able to identify the strategies that advertisers use to sell their products—is another environmental strategy that is often used to defuse the effectiveness of alcohol advertising. Usually media literacy is taught in the school context.

The data from this Needs/Resource Assessment point to some next steps for Mendocino County's STAT project. Strategies selected for implementation should address the already higher than state averages of binge drinking and risky behaviors practiced among the target population of teens and young adults. A two-pronged approach that combines environmental strategies with targeted prevention education will do this. In addition, the data point to the need for prevention education to the broader community to address the broad acceptance of alcohol and other drug use that pervades Mendocino County. It is also clear from the data that strategies implemented through STAT should target the county's growing Latino population as well as the Native American and White populations, which are the other two largest ethnic/racial groups.

## CAPACITY BUILDING

*Mendocino County's Alcohol and Other Drug (AOD) Prevention Services has helped to build community capacity to respond to AOD prevention issues in at least five ways:*

### **1. Collaboration**

Since its inception, Prevention Services has developed and participated in school and community partnerships and in other forms of community capacity building. Currently, we sponsor the Asset Building Coalition (ABC) (oversees two significant Environmental Prevention projects) and lead or participate in several other countywide partnerships directly or indirectly related to Prevention services. These collaborations tend to occur in conjunction with schools, agencies and community-based organizations (CBO). We have also been very involved in community mobilizing/capacity building.

Watch Anderson Valley Excel (WAVE) is one example of community organizing in which Prevention Services took the lead along with the Anderson Valley School District. This impressive community effort has been successful in decreasing methamphetamine production and distribution in Anderson Valley. WAVE has also increased substance abuse prevention services in the schools/community and raised awareness regarding an array of substance abuse issues. AOD Prevention is also currently engaged in an AOD community mobilization effort in the remote rural region of Round Valley.

### **2. Training, Technical Assistance...**

AOD Prevention has also been active over the years in presenting trainings (including training of trainers), technical assistance, town hall meetings and symposia for youth, parents, school staff and community members on a variety of prevention topics. These presentations include youth development/asset building, underage and binge drinking, signs and symptoms of substance abuse, parenting skills, HIV/HCV/STIs, media topics (literacy, social marketing, advocacy, digital story telling, etc), prevention curricula and environmental prevention (including policy development).

### **3. Mini-Grants**

Historically, AOD Prevention Services has provided mini-grants to grass roots organizations that have developed successful proposals regarding local responses to substance abuse prevention issues. Over the last 15 years these mini-grants have leveraged at least two dollars of in-kind resources for every dollar of prevention investment. They have reached all corners and cultures of the county and yielded exceptional results. The typically small organizations that apply for funds must learn how to write a competitive proposal (including logic model, timeline and budget) and evaluate their outcomes. This strategy has proven very successful in building local capacity for addressing AOD issues and helped community members gain the technical skills they need to compete for larger grants.

#### **4. Contracting to local providers**

AOD Prevention Services contracts to local providers whenever possible. This strategy also builds capacity across the county. CBO contractors include Nuestra Casa (Latino cultural organization), Nuestra Alianza (similar to Nuestra Casa), Mendocino County Youth Project, Big Brothers/Big Sisters, School for Performance And Cultural Education (SPACE), Mathematics, Engineering and Science Achievement (MESA) (high school tutoring program), Mendocino Adventure Ropes Course, Mendocino County AIDS Volunteer Network, Billy Foundation, and teen centers across the county.

#### **5. Dissemination of Data**

Prevention Services collects and makes local and county data available to schools, agencies, community based organizations and collaboratives. These data include *California Healthy Kids Surveys*, Public Health's bi-annual *Community Health Status Reports*, the *Mendocino County Parent Resource Guide* and data from various grants. These data allows communities to plan and implement services pertinent to their specific needs. Prevention Services' Strategic Planning Framework will also be available to the public. Data is accessed through hard copies and any of three current websites RuralMurals.org; stopteendrinking.org and the Mendocino County website: [co.mendocino.ca.us](http://co.mendocino.ca.us)

Mendocino County's AOD Prevention Services intends to continue providing and supporting the above capacity-building strategies in the future.

**Theory of Change:** Through a combination of raised community awareness, education, service provision and advocacy the number of new HIV and hepatitis-c (HCV) transmissions in Mendocino County will be reduced.

<i>Problem Statement</i>			<b>Strategies</b>	<b>Activities</b>	<b>Outcomes</b>		
<i>Problem</i>	<i>Why?</i>	<i>Why here?</i>			<b>Short term</b>	<b>Intermediate</b>	<b>Long term</b>
Unsafe sex and/or unsafe drug use contribute to the spread of HIV and HCV in Mendocino County.	People engage in unsafe sex and share drug paraphernalia.	Meth is widely available in Mendocino County, and the use of drugs and alcohol - largely condoned by social norms in Mendocino County - contributes to risky behaviors that can spread HIV and HCV.	<b><i>Raise community awareness</i></b>	Media efforts and campaigns; contracts with CBOs	Increased coverage in media, increased participation in community activities.	Greater community awareness of HIV and HCV.	At least a 5% decrease in the number of new HIV and HCV transmissions in Mendocino County by 2011.
			<b><i>Educate community</i></b>	Services to at-risk youth and adults in schools, CBOs and AOD-treatment facilities	Contract with at least 1 CBO to provide HIV/HCV prevention services to those at highest risk; provide education to at least (1) 300 adults in AOD treatment facilities, (2) 120 students in area schools and (3) 50 community members.	At risk individuals, including AOD treatment clients and at-risk youth, will engage in safer sex and drug use.	
			<b><i>Decrease barriers</i></b>	Advocacy, including media advocacy, to pharmacies, Board of Supervisors (BOS) and city councils	Increased awareness by pharmacies, BOS and city councils; pharmacies mobilized to participate.	BOS and/or city councils adopt SB 1159; pharmacies opt in	

**Evaluation:**

1. Numbers of new HIV and HCV infections will be tracked via local public health statistics.
2. Effectiveness of education and service provision in changing behavior will be evaluated through ELI (Evaluating Local Interventions) - a data system used by Office of AIDS funded programs.
3. Did BOS or city councils adopt SB 1159? Did pharmacies opt in?

**Note:** SB 1159 is a law signed by Gov. Schwarzenegger allowing local jurisdictions to authorize pharmacy sales of syringes without a prescription.

**Theory of Change:** When more resources are made available and the community experiences the positive effects of prevention efforts over time, they will be more likely to adopt, implement and support prevention strategies in schools, home and work.

<i>Problem Statement</i>			<b>Strategies</b>	<b>Activities</b>	<b>Outcomes</b>		
<b>Problem</b>	<b>Why?</b>	<b>Why here?</b>			<b>Short term</b>	<b>Intermediate</b>	<b>Long term</b>
Sustaining AODP – prevention efforts is challenging	Grant funding is unpredictable and doesn't lend itself to long range planning.	80% of Mendocino County's AODP-prevention funding is based on limited time grants with short durations.  The 20% prevention-set-aside does not meet countywide prevention needs.	Advocate for increased county funding and percent of block grant.	Make educational presentations to Board of Supervisors (BOS)	Educational presentations about AOD-prevention services are available	BOS receives educational presentations about AOD-prevention services	Block grant funding increased to 30%; 10% of AODP discretionary funds are reserved for Prevention; \$50,000 of Public Health re-alignment dollars are secured for AOD prevention.
			Strengthen collaborative efforts countywide	Make presentations and provide no-cost services (including TA and training) to schools and other agencies.	Strong relations with schools and other agencies		At least 4 non-grant contracts, totaling at least \$35,000, are secured by 2011.
			Apply for grants that build AOD-prevention capacity.	Secure grants that will sustain existing AOD prevention services and satisfy strategic goals.	At least 10 grants are identified by 2011 for possible grant writing	At least 5 grants proposals are developed and submitted.	At least 3 grants proposals are funded.
			Integrate programs	Assess, select and integrate programs	At least 10 programs within the Mendocino County Health and Human Services Agency (HHSA) are assessed for gaps and possible integration	At least 5 promising programs are selected for integration.	At least 3 are integrated.
		Block grant funding and outside grants are insufficient for AODP prevention activities	Local policy makers prioritize funding for AOD-treatment activities	Re-establish community health/prevention mini-grant program	Grassroots mobilization, advocacy and grant writing	AODP staff make presentations to staff of HHSA, BOS, Public Health and submit grant proposals to funders.	AODP receives guarantee of at least \$50,000 annually for mini-grant program.

**Evaluation:** Did we achieve our long term outcomes?

**Theory of Change:** through a combination of raised community awareness, school and community based AOD-prevention services, and coalition building, AOD use/abuse among youth will decline.

Problem Statement			Strategies	Activities	Outcomes			
Problem	Why?	Why here?			Short term	Intermediate	Long term	
Too many Mendocino County youth (ages 12-18) are using/abusing alcohol and other drugs.	Alcohol and other drugs are easy for youth to obtain.	Adults either knowingly or unknowingly provide alcohol and other drugs to youth.	Raise community awareness	<ul style="list-style-type: none"> <li>Conduct media campaigns: social marketing, social norms, media literacy, media advocacy, etc.</li> <li>Sponsor events: town hall meetings, journalism contest, teen performances, public trainings.</li> </ul>	Public is more informed about the dangers of underage AOD use & has more accurate understanding of actual youth use; more adults understand their roles and responsibilities in preventing underage AOD use.	Parents and other adults are less likely to provide youth with alcohol and other drugs.	Youth AOD use decreases by 10% by 2011.	
	Youth and adults alike perceive experimental and recreational use of alcohol and other drugs by youth as a harmless “rite of passage.”	<ul style="list-style-type: none"> <li>Mendocino County has a “culture of acceptance”</li> <li>Multigenerational AOD use is fairly common.</li> <li>Poverty and lack of educational opportunities make many residents dependent on AOD industries.</li> <li>Youth use alcohol and other drugs for fun, to fit in, and to escape their feelings</li> </ul>	<ul style="list-style-type: none"> <li>Educate and engage youth and parents in prevention activities.</li> <li>Provide school and community based services</li> </ul>	<ul style="list-style-type: none"> <li>Provide youth-adult mentoring and healthy safe environments for youth activities and recreation</li> <li>Provide classroom presentations, small group activities, after school activities and referrals to other youth serving agencies.</li> <li>Collaborate with schools and community agencies to provide AOD prevention services</li> </ul>	<ul style="list-style-type: none"> <li>Youth have more AOD-free services and activities</li> <li>Family involvement in AOD-prevention services increases</li> <li>Existing collaborations are strengthened.</li> </ul>	<ul style="list-style-type: none"> <li>At least 2 new school-community partnerships are developed.</li> <li>Number of youth served by AOD-prevention increases by at least 5% by 2011.</li> </ul>		
	Lack of cooperation and coordination with community groups	Mendocino County is “geographically challenged”	Community groups often have “turf” issues.	<ul style="list-style-type: none"> <li>Increase collaborations with CBOs.</li> <li>Support community partnerships.</li> </ul>	Participate with CBOs, schools and community groups.	Strengthen existing relationships with CBOs, schools and community groups.		Build at least 3 new school-community relationships.
			Existing laws addressing underage AOD use are not consistently enforced.	Increase barriers	Work with government entities to enforce existing laws, policies, ordinances, etc	<ul style="list-style-type: none"> <li>Increased enforcement of existing laws.</li> <li>Passage of new laws where necessary.</li> </ul>		Increase in number of youth and adults arrested for underage AOD use.

