

ENVIRONMENTAL PREVENTION FOR A SAFE AND THRIVING BUSINESS COMMUNITY //

A REPORT FOR WEST HOLLYWOOD //



Institute for Public Strategies



harder+company
community research





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INTRODUCTION

This report—authored in partnership between the community research firm, Harder+Company, and the public health agency, Institute for Public Strategies (IPS)—provides a thorough overview of the research, policy measures, enforcement strategies and best practices that have most effectively reduced alcohol-related problems in communities around the country. It builds upon the many measures already being implemented within the City of West Hollywood, which are extensive. Its ultimate purpose is to provide a thorough guide to evidence-based strategies proven to reduce alcohol-related problems and optimize public health.



Alcohol businesses can be strong assets to a community, providing venues for social gatherings and entertainment and contributing to the local economy. However, sales of alcohol, especially in communities with a high concentration of bars, clubs, restaurants and liquor stores, are also associated with a host of serious problems ranging from public intoxication to violent crime. Even relatively minor problems associated with alcohol sales, such as loitering and noise, constitute public nuisances that adversely affect neighboring businesses and residents and contribute to neighborhood blight. In some cities, this has resulted in the loss of business diversity and a long-term decline in economic viability.

Nine out of ten alcohol-related problems in communities are caused by people who are not alcoholics. Solutions must go beyond treatment.

Fortunately, there are strategies based on scientific research that allow cities to mitigate alcohol-related problems in a way that is supportive of local businesses that may be additionally or unintentionally contributing to such problems. These strategies are implemented as part of a comprehensive approach using IPS's Environmental Prevention Planning and Implementation Model, which draws from research showing that the

way people behave is largely shaped by factors in the environment. Such factors include physical layout, property maintenance, business practices of alcohol establishments, easy availability of alcohol or drugs, and a tolerance for drunkenness and unruly behavior.

When patrons enter an establishment, they receive many messages about what kind of behavior is expected. Among these messages are lighting, types of entertainment, the attitude and appearance and behavior of employees, cleanliness, and the behavior of other customers. If the establishment's staff is disorganized, fails to pay attention to cleanliness and maintenance, overlooks intoxication and drug dealing, and allows rowdiness or sexually permissive behavior, patrons get the impression that violence or aggression may or will be tolerated¹.

The factors underlying these problems are often deeply embedded within a complex network of social systems, held in place by well-established community norms. This can render them highly resistant to change. Nevertheless, strategies implemented using the Environmental Prevention Planning and Implementation Model have the power to create meaningful change, not only in a single business, but in the community as a whole.

The Community Trials Project

The Community Trials Project, a 5-year research project that aimed to reduce local alcohol-involved injuries and death in three communities (one in Northern CA, one in Southern CA and one in South Carolina), applied an environmental prevention approach using strategies such as community mobilization, responsible beverage service training, increased drunk driving enforcement, and local zoning powers to reduce the availability of alcohol. **Results from the study showed reductions of 6% in heavy drinking, 49% in driving while intoxicated and 10% in night-time injury vehicle crashes. Most significant of all, the study found that for every \$1.00 of investment in prevention activities, there was a savings of \$2.03. This was based on the cost of traffic crashes alone.**

Source: Holder, et al., Effect of Community-Based Interventions on High-Risk Drinking and Alcohol-Related Injuries, *Journal of the American Medical Association*, 2000.



ALCOHOL-RELATED INTERVENTIONS IN WEST HOLLYWOOD

DATA

- » Public Health and Safety Reports
- » LASD West Hollywood Station Reports

COMMUNITY ORGANIZING

- » The Safe WeHo Leadership Council
- » Alcohol and Drug Free Events (BOOM, SIZZLE, Others)
- » Youth Programs
- » Neighborhood Watch Groups
- » Sheriff's Volunteers

MEDIA

- » City of West Hollywood Media Relations
- » Extensive City-Sponsored Social Media

POLICY

- » CUP
- » RBS Trainings (IPS and ABC)

ENFORCEMENT

- » Community Impact Team
 - › Community Oriented Policing and Problem Solving (COPPS)
 - › Entertainment Policing Team
 - » Impaired Driving Enforcement
 - › Sobriety Checkpoints
 - › Saturation Patrols
 - » Code Compliance Officers
 - » Crime Suppression Deputies
 - » Traffic Detectives
 - » West Hollywood Bike Team
 - » Block By Block
-



ENVIRONMENTAL STRATEGIES

This report outlines best practices for environmental strategies that have been documented in scientific research to reduce alcohol-related harms. The report is meant to serve as a best practices guide for West Hollywood to improve community health and safety without diminishing business. Throughout, practical examples of these practices are provided to illustrate how they might be applied in West Hollywood. Strategies are organized by the elements of the Environmental Prevention Model, which are strategically integrated to produce a campaign that will create lasting, positive community change. The report concludes with recommendations for implementing a multi-component environmental approach in West Hollywood.



IPS' Multidimensional
Planning and
Implementation Model



RESEARCH & DATA

The Environmental Prevention Model includes a review of the relevant research and collection of other data to identify alcohol-related harms in the community.

It is generally known that excessive alcohol use is the number one health and safety problem in America. Abuse of alcohol causes approximately 87,000 deaths per year in the United States, accounting for nearly 1 in 10 deaths in the nation ². It can also lead to a range of health and social harms, including accidental injuries, crime and violence. Most of these harms are the result of underage drinking or excessive drinking or binge drinking, which pose a major public health concern for individuals, families, and communities.

Evidence indicates that about half of the impacts can be attributed to commercial access, i.e. alcohol that is purchased at a business licensed by the Department of Alcoholic Beverage Control. For example, sales to underage or intoxicated individuals have been shown to occur in one-half to three-quarters of all retail alcohol outlets (Toomey, T., et al, Alcohol Risk Management to Prevent Sales to Underage and Intoxicated Patrons, Health Education & Behavior, (2001). Additionally, multiple studies show that about 50 percent of drinking drivers had their last drink at a licensed establishment such as a bar, club or restaurant (Mosher, J., A Public Health Approach to Alcohol and Other Drug Problems: Theory and Practice, In Principles of Public Health Practice, 1996 and POLD Survey: San Diego, San Bernardino, Ventura County).



This scenario often plays out in communities that have a large number of alcohol establishments located in a given geographical area³, as does West Hollywood. Research shows that such communities have higher rates of accidental injuries, drinking and driving⁴, alcohol-related traffic crashes⁵, and rates of assault, crime and violence⁶. In Los Angeles County, a study found that every additional alcohol outlet was associated with 3.4 additional violent incidents per year⁷. Not surprisingly, studies after the L.A. riots of 1992 found that when alcohol outlet density was reduced, rates of violent crime also went down.



Alcohol Outlets per 10,000 People (On- and Off-Sale Combined)



West Hollywood has one of the highest concentrations of alcohol outlets in Los Angeles County, with 47.3 on-premises alcohol outlets per 10,000 people⁸, and a number of large-scale special events that bring in hundreds of thousands of people. In a recent LA County Public Health report, West Hollywood is ranked first of 117 communities for its concentration of on-sale retail alcohol establishments (bars, clubs and restaurants), and tenth highest for its rate of off-sale establishments (stores and markets that sell alcohol). It also has some of the highest rates of motor vehicle collisions involving alcohol and alcohol-related deaths.

In most communities it is highly unlikely that alcohol outlet density can be reduced once it has been established. Nor is it always desirable, especially in communities that rely on income derived from hospitality-based businesses. However, through a comprehensive review of the research and the collection of relevant data, effective solutions that mitigate problems associated with high alcohol outlet density can be identified and implemented.

Data most helpful for this purpose are data that seek to determine the impact problems have on the community and the underlying conditions that are their cause. Examples include: measuring the number and density of alcohol outlets; compiling data on binge drinking locations, and alcohol-impaired driving; identifying where alcohol-involved crimes occur; and compiling data on police calls for service⁹. Tools used to collect such data include the following:

DATA COLLECTION TOOLS:

KEY STAKEHOLDER INTERVIEWS

FOCUS GROUPS

PUBLIC OPINION POLLS/SURVEYS

PLACE OF LAST DRINK (POLD)

RISK ASSESSMENTS

LAW ENFORCEMENT DATA

EMERGENCY SERVICES DATA

GIS MAPPING DATA

ENVIRONMENTAL SCANS



USEFUL DATA COLLECTION TOOLS TO INFORM AN ENVIRONMENTAL APPROACH

KEY STAKEHOLDER INTERVIEWS

are structured interviews with community leaders, public officials, other decision makers, opinion influencers and other key stakeholders to discuss the history of the community, its problems and potential solutions. The interviews use a preselected set of questions that are asked of each participant. The number of participants is usually small, less than twenty, but can be larger if a broader scope of input is desired and sufficient resources are available. Learnings help with defining the problem, setting priorities, planning intervention campaigns and developing messages that resonate with the community.

FOCUS GROUPS

yield mostly qualitative data from small interactive groups of perhaps a dozen members or less. They use a preselected set of open-ended questions to discover the attitudes, perceptions or opinions of the larger population to which the group members belong. With regard to environmental prevention, focus groups are usually made up of local residents or business people from a community where prevention activities are being planned. They can be used to assess the community's support for policy solutions, their willingness to get involved in prevention campaigns or their readiness for change. Results are used to help develop messages for media advocacy-related activities and to inform the planning process in general.

PUBLIC OPINION POLLS/SURVEYS

are formalized surveys that yield mostly quantitative data about attitudes, perceptions and opinions. With regard to environmental prevention, such instruments are often used to establish use levels, attitudes and perceptions about alcohol and/or other drugs among youth, or perception of harm and/or level of approval of parents or other adults. Results from surveys and opinion polls are used to help establish prevention priorities. They can also be used to determine the effectiveness of media advocacy designed to change public opinions or community norms.

PLACE OF LAST DRINK (POLD)

is survey data collected from people who have been arrested for impaired driving. The POLD survey could also be used to collect data from people who commit alcohol-related crimes if they are administered by law enforcement at the time of arrest. The survey provides detailed information about the settings and circumstances that led to intoxication. It also provides data about the types and quantities of alcohol and/or other drugs that might have been used as well as demographics describing those who are arrested. Data can be used to identify high-risk retailers, to help focus law enforcement resources and to develop policies intended to reduce overservice of customers.



RISK ASSESSMENTS

are detailed surveys using a standardized protocol to assess the operating standards and consequent level of risk for bars, clubs, restaurants and special events. The surveys focus on the use of responsible beverage sales and service practices, compliance with local and state laws, the presence of nuisance-related activity and other crime in the vicinity of the business. The number of assessments conducted depends on available resources. Results are used to identify establishments in need of technical assistance or other interventions. Data can also serve as a baseline and then followed-up upon to measure effectiveness of interventions.

LAW ENFORCEMENT DATA

generally consists of crime data collected by law enforcement agencies. These include Part I crimes, which are more serious (aggravated assault, robbery, burglary, sex crime) and Part II crimes (simple assault, disorderly conduct, drunkenness, DUI). They also include Calls for Service, where law enforcement is called for assistance but no arrest is made. Violations of local codes, which are available from the code enforcement division of law enforcement, can also be valuable information in identifying community problems.

EMERGENCY SERVICES DATA

evaluate the cost and resource allocations – typically police, fire and ambulance interventions – required at a city or county level to manage alcohol-related calls for service.

GIS MAPPING DATA

(Geographic Information System) data can provide comprehensive mapping of the community, showing the locations of criminal activity or other specified problems and their proximity to alcohol outlets, residential neighborhoods and youth-sensitive areas such as schools, churches and parks. Such mapping can graphically represent the extent of problems and their impact on the community, which has shown to be helpful in building public awareness and support for action. They can also inform where environmental prevention activities should be focused.

ENVIRONMENTAL SCANS

are reviews of the physical layout of a place of business, its immediate surrounds and the general neighborhood it serves. It may include a variety of observable factors such as general condition, compliance with local building codes, signage, availability of parking, and the proximity of other alcohol outlets and/or youth sensitive areas. It can also include an assessment of what kinds of customers the business hopes to attract and its potential impact on the community by obtaining feedback from nearby businesses and local residents. Such data are most valuable in assessing the feasibility of adding new alcohol outlets to an existing neighborhood.



COMMUNITY ORGANIZING

Community organizing is the component of environmental prevention that develops strategic partnerships necessary to define local issues of concern and support positive community change.

This may take the form of an action team, such as the Safe WeHo Leadership Council, with leaders from various community sectors, including businesses, enforcement, emergency service providers, urban planners, non-profit partners, public officials, residents, community

activists and others. Essential first steps include assessing the local community concerns and bringing the right people to the table¹⁰.

Activities of an action team may include regular meetings where members identify strategies for changing community conditions in a geographically-defined target area. They may also coordinate data-gathering activities to identify local concerns and sponsor community forums to raise public awareness about problems and potential solutions.

There are many examples of these types of organizations that have had success in reducing alcohol-related problems in the community. The

Communities Mobilizing for Change on Alcohol (CMCA) project has been effective in many communities throughout the country, helping to reduce underage drinking by changing the selling and serving practices of alcohol businesses¹¹. CMCA projects have also been used to address alcohol problems at large-scale community events. Another is the Drug-Free Communities program, a national initiative sponsored by the U.S. Substance Abuse and Mental Health Services Association. By establishing a nation-wide network of coalitions, it has fostered collaboration among grassroots community members who are seeking to reduce the abuse of alcohol, tobacco, and other substances¹².



Communities Mobilizing for Change on Alcohol (CMCA)

CMCA is a powerful example of how community organizing can be used as an effective intervention approach for mobilizing communities for policy change to reduce the accessibility of alcohol to youth. As a result of the intervention:

- » Alcohol retailers increased ID checking and decreased their likelihood to sell alcohol to minors;
- » 18-20 year olds reduced their likelihood to give alcohol to other teens, and were less likely to try to buy, drink in a bar, or consume alcohol

Source: Wagenaar, A. C., Murray, D. M., Gehan, J. P., Wolfson, M., Forster, J. L., Toomey, T. L., ... & Jones-Webb, R. (2000). Communities mobilizing for change on alcohol: outcomes from a randomized community trial. *Journal of studies on alcohol*, 61(1), 85-94.

There are also organizations that are specifically designed for communities with a strong hospitality orientation. Rather than conducting a grassroots community organizing campaign, they seek to engage representatives from local businesses, law enforcement and other public officials to support a prosperous business climate while improving public health and safety. Two such organizations have proven track records: **Hospitality Resource Panels** and **Responsible Hospitality Coalitions**. Both are similar to the Safe WeHo Leadership Council.



HOSPITALITY RESOURCE PANEL

HRP STAKEHOLDERS:

HOSPITALITY

SAFETY

DEVELOPMENT

COMMUNITY

The Hospitality Resource Panel (HRP), versions of which have been established in multiple cities across the country¹⁰, has had success in the creation and management of hospitality zones. It is generally a non-membership alliance of business, government and neighborhood representatives working together to develop a safe community and healthy business environment through the promotion of responsible hospitality principles and practices. The group typically includes four primary stakeholder groups: hospitality, safety, development and community.

- » **Hospitality** stakeholders include local businesses, suppliers, associations and educators involved in accommodation, dining, entertainment and events.
- » **Safety** includes agencies and organizations responsible for protecting public safety while assuring a balance in quality of life for visitors and residents. They include police and fire departments, health (food safety), emergency services, traffic/highway safety and code compliance.
- » **Development** includes representatives from business improvement districts, chambers of commerce, planning and economic development departments, commercial brokers, licensing and permitting agencies, developers, historic commissions, transportation service, public works and waste management.
- » **Community** includes representatives from neighborhood organizations, colleges and universities, retail businesses impacted by dining and entertainment, and community coalitions addressing underage drinking and drunk driving, homelessness and other issues.

HRP GUIDELINES:

COMMUNICATION

COOPERATION

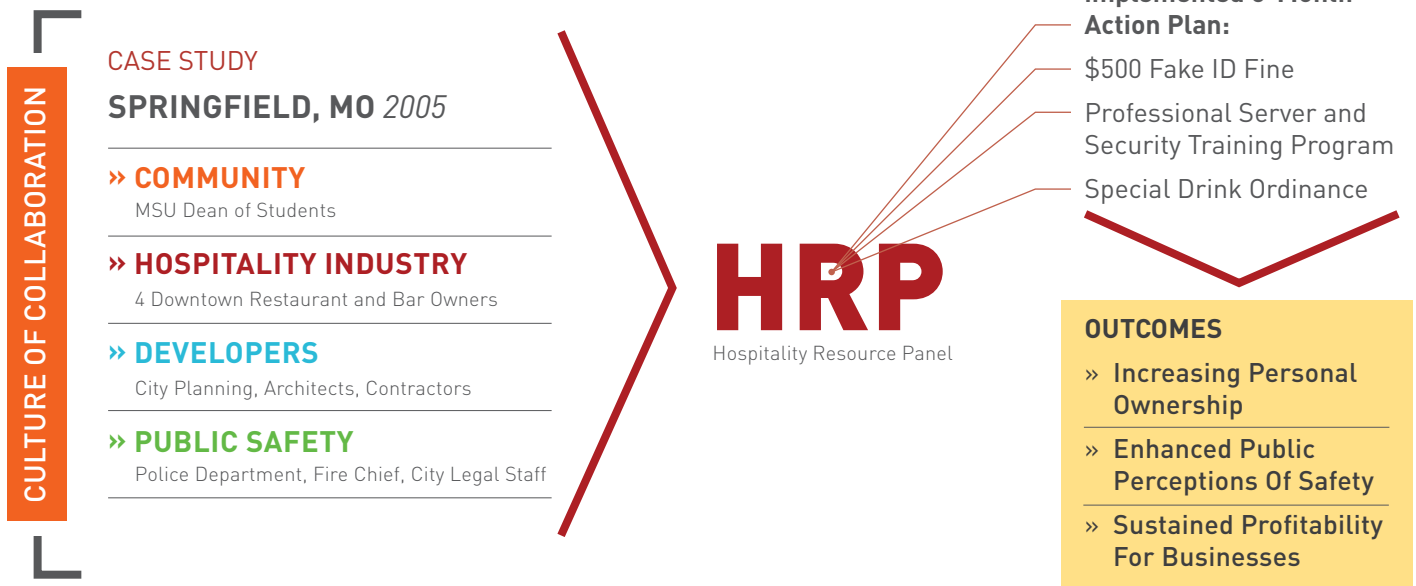
CONSENSUS

COMMITMENT

COLLABORATION

Priorities and process are defined by those involved, the nature of the community, the essence of the business district, the commitment from city leadership and other factors. If funding is available, the group may employ a HRP coordinator to facilitate meetings and coordinate the group's activities. This is done according to the following guidelines:

- » **Communication:** often the key stakeholder groups involved have limited communication and are unaware of existing resources. Therefore, the first step is to assess the level of communication, identify gaps and develop ways to close them.
- » **Cooperation:** Through communication and understanding, a greater willingness among stakeholders to set aside past differences and conflicts is created.
- » **Consensus:** As the process evolves, participants establish the foundation for identifying mutually agreed-upon strategies, developing an action plan and advocating for change.
- » **Commitment:** Leadership develops from within, and organizations begin to filter through their staff to identify the most appropriate individuals to carry out the plan's activities.
- » **Collaboration:** Partnerships form, alliances emerge and many collaborative activities evolve. Eventually the strategies developed by the group become institutionalized within the infrastructure of participating organizations, changing the role of the HRP to one of monitoring and evaluation.



HRPs have been formed around the country and have successfully implemented solutions that bridge economic and public safety interests. In 2005 in Springfield, Missouri, an HRP comprised of representatives from the community (MSU Dean of Students), hospitality industry (four downtown restaurant and bar owners), developers (city planning, architects, contractors), and public safety (Police Department, Fire Chief and city legal staff) created an HRP to be proactive around a rapidly-developing city center and to develop a 'culture of collaboration.' During monthly meetings, the HRP

developed a six-month action plan that ultimately yielded a range of policy and enforcement solutions mutually agreed upon by the group, including a \$500 fake ID fine, a professional server and security training program, and a special drink ordinance (no all-you-can-drink specials and no games or contests involving alcohol).

Participants reported the outcomes from the HRP included increasing personal ownership in the District, enhanced public perceptions of safety and sustained profitability for businesses.



RESPONSIBLE HOSPITALITY COALITION

Another option for a hospitality-based community organizing effort would be to establish a variation of the HRP known as a Responsible Hospitality Coalition (RHC). Established in San Diego County in 1991, the RHC serves as a liaison between the community and commercial alcohol businesses and special events. By providing trainings, data-gathering services and consultations to individual businesses, the RHC specializes in working with bars, clubs or entertainment venues that are known to have alcohol service-related problems.

The coordinator of the RHC establishes a relationship with various local businesses, visiting them on a regular basis and providing supportive services. These may include the distribution of Designated Driver or Safe Ride materials and consultation on the establishment of program elements, which can include free non-alcoholic drinks, complementary appetizers, gift certificates, tee shirts or other benefits for designated drivers.

The RHC may also promote implementation of a Place of Last Drink (POLD) survey conducted when people are arrested or cited for alcohol-related crimes, including DUIs. Once problem alcohol outlets are identified, the RHC follows up by conducting on-site risk assessments to identify problematic serving practices; the RHC coordinator then works with management to resolve outstanding issues.

On a broader scale, the RHC could work alongside Code Compliance in West Hollywood to organize and/or expand

Responsible Beverage Service (RBS) trainings for retail alcohol sales. Such trainings give owners, managers, and staff the knowledge and skills they need to serve alcohol responsibly.

The RHC can coordinate RBS trainings for groups and organizations hosting special events where alcohol is consumed by the general public. These can include a variety of community gatherings, such as street fairs, parades, October-fests, art-walks and many other special events, including, in West Hollywood, the Halloween Carnival and LA PRIDE Festival. The RHC in San Diego County provides training to over 1000 participants annually and over 700 volunteers that serve alcohol at special events.¹⁴ In order to obtain a permit from the City and Alcohol Beverage Control to sell alcohol at such gatherings, organizers and volunteers working the events must attend special event trainings that focus on methods used for selling and serving alcohol at outdoor locations.

An RHC could work alongside Code Compliance in West Hollywood to organize and/or expand Responsible Beverage Service (RBS) trainings, including trainings for special events.



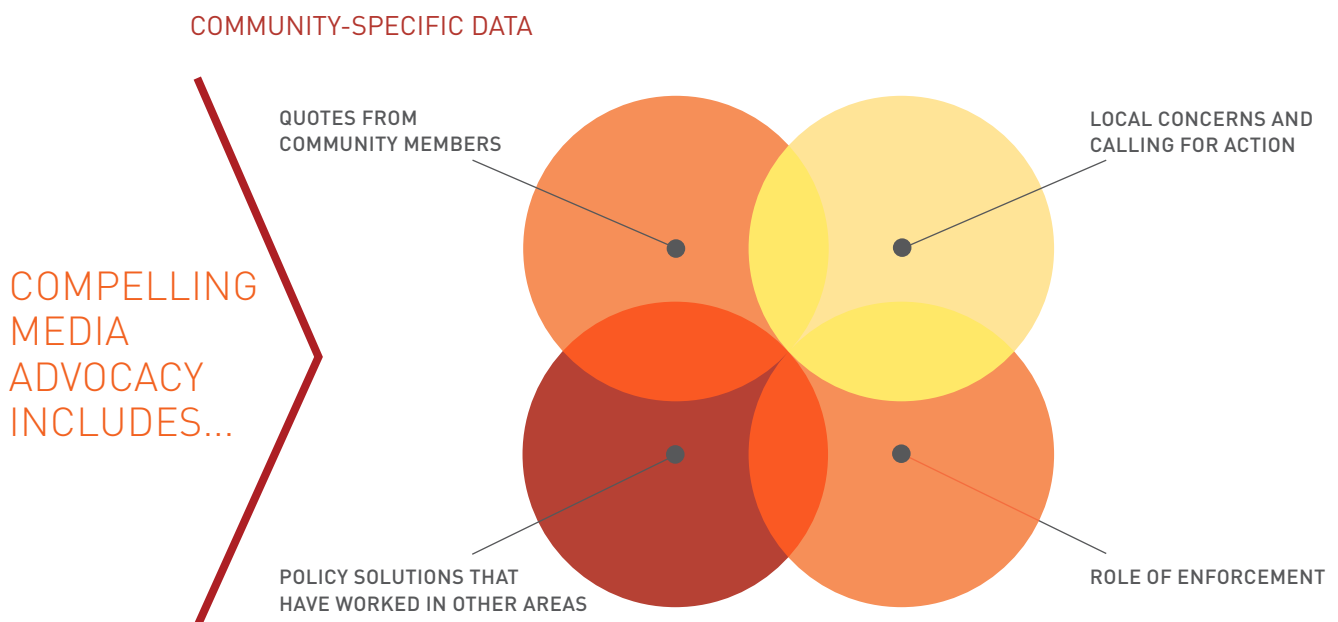
MEDIA ADVOCACY

Media advocacy is the strategic use of news media to advance and shape positive social change.

It addresses the political and social context in which public health and safety problems occur. It is often referred to as “earned media” because it is different from paid media or public service announcements, billboards, etc. It requires working closely with news outlets and reporters to craft and frame a series of strategically placed and timed news stories that reveal problems and promote potential solutions in a way that is meaningful to the community, policy makers, enforcement officials and other community stakeholders¹⁵.

To be effective, media advocacy must be part of a larger campaign that includes all the other elements of the **ENVIRONMENTAL PREVENTION MODEL**. This includes the use of applied data and research to highlight problems with specific examples of how they impact the community; it includes quotes from community members, validating local concerns and calling for action; it explores policy solutions that have worked in other areas and shows how they could be adapted to the local community; and it describes the role of enforcement, highlighting operations and focusing on how they benefit the community as a whole.

Used in this way, media advocacy has been shown to be effective in raising public awareness about alcohol-related problems and building support among community members for change. Tactics used within a media campaign include hosting press conferences and media events to generate local news coverage via electronic and print media. Public officials or business people might be invited to speak on morning TV, news, magazine, or talk radio shows. Opinion pieces may be authored by community leaders, feature stories written about the activities of a community coalition, or letters to the editor submitted by local residents in support of



some policy change. Together, these various elements of a media campaign are integrated into a compelling story, describing the vision of the community and the obstacles it must overcome to accomplish its goals.

Examples of how media advocacy has been applied in real-life situations include the Community Trials Project, described earlier in this report. The project used media advocacy activities like those described above to increase public awareness about underage alcohol sales and the prevalence of DUI-related incidents. This was successful in building enough support to pass local policies to address alcohol-related problems and deter drivers from driving while under the influence. The two factors that

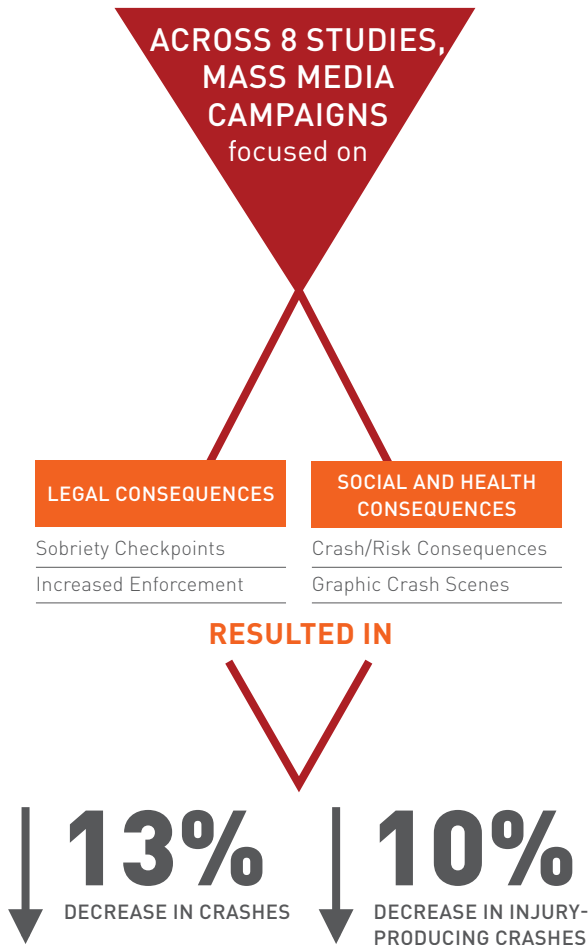
made the media advocacy strategy successful were: 1) the existence of a specific policy objective; and 2) the awareness and support of the community and key decision makers.

Findings from an evaluation of the Community Trials Project's media advocacy efforts showed that trainings in media advocacy can increase coverage of news events generated by community members, that this increased news coverage focused public attention on specific issues in support of the project, and that media advocacy can be more effective than paid public information campaigns in increasing public awareness of alcohol issues¹⁶

USING MEDIA FOR HIGH PROFILE ENFORCEMENT

A specific instance where media advocacy is especially effective, as described above, is when it is used in conjunction with enforcement operations. Systematic review of the effectiveness of mass media campaigns in reducing alcohol-impaired driving and alcohol-related crashes found a significant decrease in alcohol-related crashes across eight studies.¹⁷ Studies of campaigns focusing on the legal consequences and the social and health consequences were included in the review. Campaigns focusing on the legal consequences included publicizing a sobriety checkpoint program and raising awareness about increased enforcement activities. Campaigns focusing on social and health consequences emphasized crash/risk factors and often included graphic crash scenes. **Across all eight studies, reviewers found a 13% median decrease in crashes and a 10% median decrease in injury-producing crashes.** The studies reviewed provide strong evidence that carefully planned, well-executed campaigns, implemented alongside other prevention activities, such as increased enforcement, are effective in reducing alcohol-related crashes.

Researchers have also emphasized the role mass media can play in influencing social policies, and argue that using mass media to influence social policies reaps larger benefits than attempting to change individual behavior¹⁸. A study analyzing news coverage found that most of the observed association between this coverage and alcohol-related crashes between 1978 and 1996 could be accounted for by legislative policies associated with the news coverage rather than by direct effects on individual behavior¹⁹. Taken together, these studies provide additional support for using the **ENVIRONMENTAL PREVENTION MODEL** to foster long-lasting and sustainable change.



A photograph of a modern building with a green wall. The building has large windows and a green wall made of plants. A Metro sign is visible in the bottom left corner.

STRATEGIC MEDIA ADVOCACY:

DEFINES CLEAR OBJECTIVES

FRAMES THE ISSUES

BUILDS RELATIONSHIPS WITH JOURNALISTS

CREATES NEWS

LINKS TO BREAKING NEWS

USES MEDIA BITES

Best Practices For Implementing Media Advocacy Strategies

- » **Define clear objectives.** What are your media advocacy objectives? What are you aiming to change or preserve? A media advocacy campaign should include a clear objective identifying the problem (e.g. there are too many liquor stores in a community) and a policy solution (e.g. a moratorium on new liquor stores).
 - » **The importance of framing.** Advocates need to ensure that the way they define the issue is the way it is being defined in the media and community. It is also important for media advocates to frame for access, the objective of which is to get journalists' attention, and frame for content, the objective of which is to frame the issue from a policy or public health lens, highlighting environmental factors and proposing policy solutions.
 - » **Build relationships with journalists.** Journalists are constantly looking for ideas for stories. Advocates need to see themselves as sources for these stories and always be ready with as many of the necessary story elements as possible. First step is identifying who is covering your issue and then reaching out to those journalists. For example, advocates can connect with journalists by providing feedback on a story they wrote.
 - » **Creating news.** Creating news simply means doing something that is worth telling a story about. Some examples include releasing a report, making a public announcement, or presenting a demand. Advocates should aim to create news that is newsworthy, something that is so compelling, interesting, or groundbreaking that journalists have to tell your story.
 - » **Linking to breaking news.** Stories have more impact and reach when they are linked with breaking news. For example, using breaking news about a shooting to emphasize the importance of handgun violence prevention can be extremely effective.
 - » **Use media bites.** Given time and length restraints in news stories, only one or two sentences said will end up in a final news piece. It is important for media advocates to speak in media bites—short summary statements that are straightforward, memorable and repeatable.
- Sources: Chapman, S. (2004) Advocacy for public health: a primer. *Journal Epidemiol Community Health*, 58.; Wallack, L., & Dorfman, L. (1996). Media advocacy: a strategy for advancing policy and promoting health. *Health Education Quarterly*, 23(3); Wallack, L., Woodruff, K., Dorfman, L., Diaz, I. (1990). *News for a Change: An Advocate's Guide to Working with the Media*. Sage Publications.



POLICY DEVELOPMENT

One of the most widely cited approaches for reducing alcohol-related harms is to manage and limit the retail availability of alcohol.^{20, 21} In California, only the Department of Alcoholic Beverage Control (ABC) has the authority to regulate the sale of alcohol. However, cities and counties have the ability to protect their neighborhoods from the problems given businesses might cause through Conditional Use Permits (CUPs) using their land-use and zoning powers.²² Land use is a long-range plan for development that defines how specific areas should be used, i.e. residential, commercial and industrial. Zoning provides standards for development, including a list of specific uses that are allowed in each zone, such as density, lot size, business practices and other standards.

Local government can use these powers to regulate where alcohol outlets can operate, the number of them allowed and the operating standards they are required to follow. Local ordinances that can be passed to regulate alcohol-serving businesses include a Conditional Use Permit (CUP) and a Deemed Approved Ordinance (DAO). Local municipalities can also mandate that staff from alcohol retailers attend a class in Responsible Beverage Service.

Moderate and heavy drinkers account for more total alcohol problems, especially those of an acute nature, than alcohol-dependent persons. This is because there are so many more such drinkers compared to dependent drinkers. Therefore, a much wider public health perspective for policy research is essential, i.e. wider than focusing on providing treatment for alcohol-dependent persons.²³



CONDITIONAL USE PERMIT

A CUP allows a local municipality to place restrictions on the applicant for a new alcohol business before ABC issues the actual license. City or county officials might decide to do this if they feel the proposed license may cause nuisance-related activities or other crime. They might also determine that the proposed business isn't compatible with the character of the community in which it is to be located. In such cases, they might approve the license application only if certain conditions are met. Some commonly applied conditions are the following:

- » Installation of Soundwalls
- » Regular graffiti removal
- » No sales of prohibited products (e.g. mini-bottles, beer over certain alcohol content, etc.)
- » Limiting drink specials and the size of drinks
- » Restrictions on sale of chilled alcoholic beverages
- » Restricted hours of operation or hours of sales and service of alcohol
- » Maintenance of exterior lighting
- » Adequate exterior lighting
- » No pay telephones
- » Restrictions on the size of alcohol signage
- » Loitering not allowed
- » Complaint response procedure
- » Prohibited activities (e.g. pool tables)
- » Security cameras, guards
- » Limits of advertising on windows and doors

Through the CUP process, local jurisdictions can also control and manage the number of new alcohol outlets allowed into a community²⁴. For example, in communities with a high number and density of retail outlets, a CUP can be used to limit new licenses in areas that are already oversaturated with alcohol outlets or set a minimum distance between alcohol outlets²⁵.

The City of West Hollywood currently requires all on-sale and off-site alcohol outlets to obtain a CUP. However, while the zoning ordinance requires that proposed alcohol outlets must "avoid contributing to undue proliferation of alcoholic beverage sales businesses in an area where additional ones would be undesirable"²⁶, it does not delineate a specific maximum number of allowable alcohol outlets in a given area. Nor does it have any guidelines specifying what characteristics would make a given business undesirable.

The CUP is a city's most powerful tool in making sure a new outlet will be operated in a way that protects public health and safety and is consistent with and supportive of the community character. Also, the CUP process is a way to gather community input

on these issues so they can be addressed appropriately, rather than leaving all the responsibility to the ABC, which isn't always as aware of community needs and concerns.

However, it should be noted that alcohol establishments in existence before enactment of a CUP are exempt from its restrictions. They are treated as Existing Non-Conforming uses (aka "Grandfathered") and, according to California law, must be allowed to continue operation under the conditions that their original license was granted. The large majority of a city's alcohol outlets usually fit in this category, and even if the business is sold, its grandfathered status can be transferred to new owners. What's more, these outlets are often the ones drawing most of the city's alcohol-related calls for law enforcement service. To effectively deal with problems caused by grandfathered outlets, many local jurisdictions are now using a Deemed Approved Ordinance (DAO).

The City of West Hollywood currently requires all on-sale and off-site alcohol outlets to obtain a CUP. However, it does not delineate a specific maximum number of allowable alcohol outlets in a given area.



DEEMED APPROVED ORDINANCE

A DAO is a land use ordinance that empowers local municipalities to regulate grandfathered outlets. Unlike a CUP, the DAO does not impose conditions, as this is not permitted by State law. The ordinance works by changing the legal status of these businesses from Existing Non-Conforming to Deemed Approved, allowing them to operate only as long as they abide by a set of specific operating standards²⁷. The standards are focused on controlling nuisance-related activities and other crimes that occur in close proximity to the place of business, which according to state law is the responsibility of the business owner.

Examples of some responsible operating standards that retailers must follow to maintain their Deemed Approved status are listed below:

- » Cannot result in adverse effects to the health, peace or safety of persons residing or working in the surrounding area.
- » Must comply with all provisions of local, state or federal laws, regulations or orders, including but not limited to those of the ABC, and California Business and Professions. This includes compliance with annual city business license fees.
- » Upkeep and operating characteristics must be compatible with, and not adversely affect, the livability or development of nearby properties or the surrounding neighborhood.
- » Cannot result in repeated nuisance activities including disturbing the peace, illegal drug activity, public drunkenness, harassment of passersby, gambling, prostitution, public urination, assaults, batteries, acts of vandalism, littering, loitering, graffiti, or excessive loud noises, especially in the late night or early morning hours.
- » Cannot result in excessive traffic violations, curfew violations, lewd conduct, or police detentions and arrests.
- » Owners and all employees must complete an approved course in Responsible Beverage Service within 60 days for new employees and within six months for existing employees.

The process is complaint driven, so the ordinance only comes into play when a business is causing problems in the community, such as those listed above. In most instances, public safety agencies or local prevention groups can work with the business to bring it into compliance. In rare cases, when a businesses is unresponsive, the city can utilize the powers it has under the DAO to schedule a public hearing where the record of the business is reviewed and solutions are considered. During this process, law enforcement presents evidence of non-compliance and community members provide testimony regarding how they have been impacted by the problem business.

Law enforcement has an important role to play in the implementation of a DAO. In the best case scenario, officers establish ongoing relationships with local retailers, visiting their places of businesses on a regular basis and helping them stay in compliance with the law. As a follow-up, they

conduct periodic enforcement operations including minor decoy operations, undercover bar visits and pseudo-intoxicated decoys in which warnings are provided. They may also conduct periodic sessions of Responsible Beverage Service training to familiarize hospitality workers about their responsibilities under the DAO as well as with State law. To support these activities, a fee can be included in the ordinance to pay for a dedicated officer. This approach has been successful in many California cities, including Oakland, Oxnard, San Francisco, Rohnert Park, Vallejo and Ventura.

There is substantial evidence that supports DAOs. After adopting a DAO, the city of Vallejo saw a decrease in the total number of alcohol outlets and a reduction in the number of alcohol-related nuisance phone calls for service²⁸. Another study found land use powers to have an impact on moderating the impact of alcohol outlet density on assault rates²⁹.

If a business is found culpable, the city can pull its DAO status, rendering it unable to continue selling alcoholic beverages. In order to continue operating, the business must apply for a new CUP, which allows the city to place meaningful conditions on the outlet. The intent of DAOs is to bring businesses into compliance with responsible operating standards, not to put establishments out of business.

The City of El Cajon in San Diego County is the most recent example of a successful DAO. Since it was passed in 2012, alcohol-related problems—including public drunkenness, drinking in public and minors in possession—have declined substantially. (See chart.) Moreover, this reduction was accomplished not by shutting down problem retailers, but by bringing them into compliance, benefiting the entire community.

THE CITY OF EL CAJON: A CASE STUDY

PUBLIC DRUNKENNESS

2012

526 Arrests

2014

344 Arrests

DRINKING IN PUBLIC

2012

148 Arrests

2014

109 Arrests

MINORS IN POSSESSION

29 Arrests

2 Arrests

Data from the El Cajon Police Department

RESPONSIBLE BEVERAGE SERVICE TRAINING

West Hollywood mandates Responsible Beverage Service training for alcohol licensees as a provision in the city's CUP, which, when implemented as part of a larger strategy, can be an effective tool in preventing alcohol-related harms at the community level.

RBS programs give owners, managers, and staff of alcohol retail outlets knowledge and skills to help them serve alcohol responsibly. Training programs for managers and owners often include guidance on implementation of service policies and practices. Training programs for servers focus on knowledge and skills that enhance their ability to prevent excessive alcohol consumption and minimize alcohol related harms, such as identifying and responding to early signs of intoxication³⁰. Alcoholic

Beverage Control and facilitators from IPS provide these trainings in West Hollywood.

With regard to California State law, RBS programs are strictly voluntary. However, many California cities and counties have adopted mandated or mixed programs that require, to one degree or another, staff to attend some form of RBS training. West Hollywood, like the cities of Santa Rosa, Vallejo, Ventura, Newport Beach, San Bernardino and El Cajon, includes RBS training in the city's CUP.

Other communities, including Orange County and the cities of Berkeley, San Marcos and National City have created standalone mandatory RBS training ordinances³¹. Such standalone RBS ordinances are typically included in the city's health and safety code or zoning code.



HIGHLIGHTS OF A MODEL RESPONSIBLE ALCOHOLIC BEVERAGE SALES AND SERVICE ORDINANCE

- » Drafted as a standalone RBS ordinance or added to a conditional use permit ordinance to require RBS training of employees.
- » Provides for mandatory RBS training of licensees, managers, servers, and security staff workers of new and existing on-site and off-site alcoholic beverage establishments and of special event organizers and special event staff workers.
- » May be modified to apply to particular establishments or employees, such as new establishments, off-site establishments, or servers and managers only.
- » Imposes graduated set of penalties—administrative penalty, infraction, criminal—on the licensee and risk of decertification on trainers and RBS training programs for non-compliance with the municipality's standards and criteria.

Research on the effectiveness of RBS training has had mixed results³². In a systematic review of such interventions, some studies have shown improvements in responsible serving practices and reductions in intoxication rates, while others showed no significant changes. The

authors of the review attributed the poor outcomes of some studies to poor implementation and lack of support amongst managers. Numerous other studies cite a lack of high-visibility enforcement as the reason for little or no positive outcomes.

IT SHOULD BE NOTED THAT INTERVENTIONS COMBINING RBS TRAINING AND TARGETED ENFORCEMENT ARE SIGNIFICANTLY MORE EFFECTIVE.

In New Mexico, a statewide study found a 46.5% reduction in patrons who reported drinking 8 or more drinks at a bar after high-visibility enforcement operations. The researcher recommended that these operations be conducted throughout the year. **The findings demonstrate the importance of accompanying RBS training with highly visible, follow-up enforcement efforts.**

On balance, the results of multiple studies indicate that RBS training can be a powerful tool if accompanied by a comprehensive set of environmental strategies, most importantly, active and recurring enforcement.

NEW MEXICO: A CASE STUDY IN RBS AND ENFORCEMENT



46.5%

REDUCTION IN PATRONS
WHO REPORTED DRINKING

8+ DRINKS



Best Practices For Implementing RBS

- » Alcohol server training programs work well when there is strong management support.
- » Training programs are most effective when accompanied by highly-visible follow-up enforcement efforts, even when citations are only issued in egregious cases.
- » To be fully effective, RBS must be one component of a comprehensive set of local strategies aimed to reduce alcohol-related harms.



LIMITING DRINK SPECIALS AND 'HAPPY HOURS'

Numerous studies show that raising alcohol prices reduces alcohol consumption and alcohol-related harms. While there is a need to raise taxes on alcohol, which have not been raised since the early 1990s, an adjustment to our state's current taxes is highly unlikely and advocacy efforts for raising taxes on alcohol will require a sustained, long-term campaign and resources. Local policies and efforts can provide more immediate results.

Local city government can restrict or ban discount prices on alcohol, such as happy hours, quantity discounts and drink sizes. They can also limit the number of drinks any one person can buy at a time. Some examples of policies that place controls on the price of alcohol include: prohibiting discounted alcohol prices that are lower than standard prices within a community and prohibiting "drink specials" and other price promotions.

While the research evaluating the effects of placing restrictions on drink specials is limited, there is a large body of evidence that shows the strong effect of raising alcohol taxes and prices on reducing alcohol consumption and alcohol-related harms. Using surveys and breath alcohol concentration (BrAC) readings, one study examined price-behavior relationship at the bar-patron level at college bars. The researchers of the study found a strong association between higher alcohol prices and lower levels of intoxication. For every \$1.40 increase in average price for a standard drink, a person was 30%

less likely to leave the bar with a BrAC above 0.08³³.

A systematic review of seventy-three studies examining the effects of price on consumption found substantial evidence of the effectiveness of raising alcohol taxes or prices in reducing excessive alcohol consumption and alcohol related harms. Across all studies, alcohol consumption was highly elastic to price. In other words, higher prices were associated with lower levels of alcohol consumption across all types of alcohol (e.g. beer, wine, and spirits). On average, across all studies it is estimated that a 10% increase in alcohol prices would result in a 3% to 10% decrease in alcohol consumption. Twenty-two of the studies in the review examined the effect of increased alcohol prices and taxes on alcohol-related harms. These studies found a significant relationship between alcohol prices and injuries and deaths due to motor-vehicle crashes³⁴.

Higher prices were associated with lower levels of alcohol consumption across all types of alcohol.

These studies provide strong evidence that raising alcohol prices, through taxes or other means, is an effective strategy for reducing excessive alcohol consumption and alcohol related harms. Local governments and communities can produce similar results by placing limits on drink specials and other alcohol promotions.





ELECTRONIC IDENTIFICATION VALIDATION

Compliance check studies suggest that underage drinkers may have little need to use false identification because retailers often make sales without any inspection of identification³⁵. Even when identification is checked, current technology, including high quality color copiers and printers, has made false identification easier to fabricate, and the Internet provides ready access to a large number of false identification vendors. So, concerns about false identification remain high, and effective means for checking identification is still needed.

Stronger requirements for ID checking and mandatory RBS training covering latest techniques to false identifications have been proposed as solutions. Electronic ID scanning has gained popularity in recent years and many states offer incentives to retailers who use them as part of their identification validation procedures³⁶. Some research has shown that these methods can be effective in preventing sales to minors, but the equipment can be expensive and vendors must be willing to use it.





ENFORCEMENT

While policy provides the necessary foundation to reduce excessive drinking and alcohol-related harms, successful policy implementation also requires adequate enforcement measures in order to be truly effective over the long term.^{37, 38}

LIMITING SALES TO INTOXICATED PERSONS AND UNDERAGE YOUTH

One factor in particular that contributes to excessive consumption in California is the sale of alcoholic beverages to intoxicated people³⁹ (“overservice”). Research has shown that in as many as fifty percent of cases, individuals pulled over for driving under the influence of alcohol had their last drink at a licensed establishment^{40, 41}. Another factor is underage drinking, which poses a high risk to both the individual and society. For example, the rate of alcohol-related fatal motor vehicle crashes is more than twice as great for youth between the ages of 16 and 20 as it is for those over 21⁴².

In response to these data, restricting alcohol at the point of sale, through alcohol server interventions and alcohol service law enforcement, has become an increasingly important strategy to prevent negative outcomes associated with alcohol abuse.

Unfortunately, not many communities are using enforcement to curb alcohol sales to obviously intoxicated patrons and underage youth.


OVERSERVICE OPERATIONS

A recent survey of statewide alcohol enforcement agencies and local law enforcement agencies found that enforcement efforts aiming to reduce the sale of alcohol to obviously intoxicated patrons is an underutilized strategy, especially among local law enforcement agencies. Only 29% of local law enforcement agencies and 60% of state agencies reported conducting enforcement efforts to reduce sales to obviously intoxicated patrons in the past year. Among these agencies, fewer than half used specific enforcement strategies on at least a monthly basis⁴³. Based on the research, high-visibility enforcement operations conducted quarterly are recommended.

Efforts across the U.S. have shown that overservice enforcement interventions can successfully reduce alcohol-related harms. Such interventions utilize pseudo-intoxicated ‘decoys,’ which can either be undercover law enforcement officers or community volunteers.

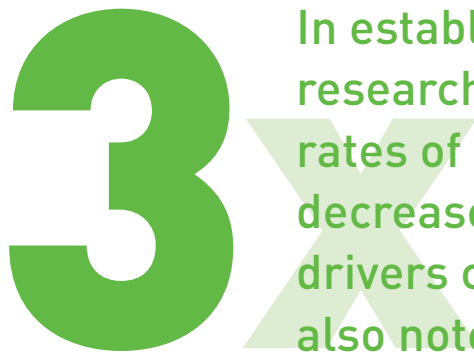
Washtenaw County, Michigan implemented a year-long, high-visibility enforcement effort targeting the service of alcohol to intoxicated patrons at licensed establishments⁴⁴. All retailers were made aware of the increased






enforcement efforts prior to the start of the intervention. Officers dressed in plain clothes entered bars and restaurants to observe and cite servers serving alcohol to intoxicated patrons. The initial observation period included a series of warnings followed by a citation period for servers. The effort gained visibility through community presentations, after-site visits, and media coverage.

A study of the effectiveness of the increased enforcement effort in Washtenaw County also examined refusals of service using “pseudo patrons”. These pseudo patrons were individuals trained to simulate intoxication before, during and after the enforcement effort to determine how servers responded. In establishments with increased enforcement, researchers saw a three-fold increase in the rates of refusal of additional alcohol sales. A decrease in the percentage of arrested drunk drivers coming from bars and restaurants was also noted after the increase in enforcement⁴⁵.



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The Los Angeles Police Department employs a similar “Drunk Decoy” program where undercover police officers impersonate intoxicated persons attempting to purchase alcohol to track ‘sales to intoxicated persons’ (SIP) compliance rates⁴⁶. If bar staff make a sale to an undercover officer, management and staff are given the opportunity to undergo optional training. Because no true legal violation takes place during these operations, formal citations are not issued. However, even without formal action, the program has effectively modified retail practices with SIP compliance rates reaching 90 percent in some cases.

Best Practices for Implementing Point-of-Sale Enforcement Interventions

- » Identify the place of last drink for individuals who are pulled over or arrested for driving under the influence in order to target the most problematic establishments efficiently.
- » When working with alcohol licensees, provide information about the problems encountered and offer solutions and assistance to prevent future recurrence.
- » Monitor problem establishments for compliance through bar checks with visible officers; undercover observations utilizing ‘drunk decoy’ or ‘pseudo patrons’; and continuous data collection related to violence, disturbances or other issues with intoxicated patrons.

IMPAIRED DRIVING ENFORCEMENT

The Los Angeles County Sheriff's Department West Hollywood Station conducts impaired driving enforcement operations, which research shows is an effective way to reduce impaired driving by increasing the perceived risk of being stopped and arrested by law enforcement. Sobriety Checkpoints and Saturation Patrols are most effective in deterring impaired driving when they are combined with publicity and when they are conducted routinely throughout the year⁴⁷.

Checkpoints concentrate law enforcement officers at the roadside to identify impaired drivers passing through. Checkpoints are not designed to arrest large numbers of people. One of the reasons for this is the requirement to have an escape route so they are generally easy to avoid. Instead, they are intended to increase the perceived risk of arrest, which deters impaired individuals from entering their vehicles in the first place⁴⁸. Literature reviews show a median decrease of 20 percent in alcohol related fatalities when checkpoints are publicized through the media. According to the National Highway Traffic Safety Association (NHTSA), this makes high-visibility checkpoints the most effective DUI enforcement strategy. Also, effectiveness does not depend upon staffing levels, which means that low staffing and frequently moving checkpoints are feasible enforcement options.

A second tactic involves using DUI Saturation patrols, which involve increased numbers of officers patrolling a limited area where impaired driving is prevalent. These operations often occur in the context of a special operation, often with grant funding, occurring at a high-risk time of year and/or location. As with checkpoints, when saturation patrols are well-publicized they have been shown to be effective by research studies.

Results from a Connecticut study conducted in 2003 showed an increase in the perception that State police very strictly enforced drinking and driving laws (from 39.2

percent to 48.8 percent) from before to after a July 4th holiday enforcement period. There was also an increase in respondents who thought that a driver who had been drinking was more likely to be stopped by an officer (54% to 63%). There were about 37 less alcohol-related fatalities in Connecticut for the 18 months following the beginning of the campaign⁴⁹.

It is also notable that high-visibility DUI enforcement operations also have an impact on crime and other nuisance activities because people drink less to avoid DUI.

Another study evaluated the Drinking and Driving Component of the Community Trials Project in Northern and Southern California and South Carolina.⁵⁰

The purpose of the program was to strengthen DUI enforcement through a combination of strategies including both a media advocacy component and a DUI enforcement component, which included additional equipment such as breathalysers, officer training, and increased officer hours. Overall, the study found that the two components both result in a higher perceived risk of arrest for DUIs, resulting in lower self-reported drinking and driving.

An additional benefit to comprehensive interventions such as that implemented during the Community Trials Project is that enforcement of drinking and driving laws leads to additional harm reduction among individuals. One study showed that, in addition to decreasing the number of crashes resulting from drinking and driving, elements of the program also impacted self-reported rates of binge-drinking among those surveyed.⁵¹ While individuals still continued to drink alcohol regularly, they drank fewer drinks at one time than they had prior to the intervention.

Best Practices for Enforcing Impaired Drinking Laws

- » Financial costs can be one barrier to starting and maintaining local check point programs. Garnering public support for drunk driving enforcement, through media campaigns, for example, is one way to ensure adequate funding for programs.
- » Working with police officers so that they understand the drunk driving deterrent benefits of DUI check points is another strategy to encourage police buy-in since check points often have a low arrest rate.
- » Given that a primary goal of impaired drinking law enforcement efforts is to increase the perception of risk, any effort to increase the actual number of patrols or check points should also be coupled with increased media outreach to the public.
- » DUI enforcement programs are more successful if numerous checkpoints or highly visible saturation patrols are conducted routinely throughout the year coupled with intensive publicity coverage, including paid advertising.



USING ALCOHOL SENSORS

Passive alcohol sensors (PAS) are small electronic devices, usually built into police flashlights or clipboards that can detect alcohol in the ambient air of a vehicle. The sensors are quick, objective, and provide another source of detection to the officer which may aid in the identification of impaired drivers during checkpoints or patrols. One review examining the effectiveness check points using such devices found substantial reductions in impaired-drinking crashes and corresponding injuries when check points are implemented effectively and consistently.⁵²

Officers may also require that the driver take a breath test if it is believed that s/he is under the influence. These tests can be implemented effectively in a variety of settings, from urban cities to more rural locales, as long as there is adequate funding and buy-in from police officers. While they may not result in additional arrests, the value they offer as a deterrent is highly important in preventing drunk driving incidents.



MULTI-COMPONENT APPROACH

As mentioned throughout this report, environmental prevention strategies are most effective when paired with each other as a part of a comprehensive multi-component approach.

For example, when data about local problems is shared with community members, they are more likely to support prevention efforts. Likewise, responsible retailing policies – DAO, CUP, RBS training – are most effective when accompanied by follow-up enforcement efforts. And by raising awareness through media advocacy that local police will be enforcing these policies, owners, managers, and servers are more likely to comply.

One of the most widely cited examples of a multi-component environmental approach was the 5-year community alcohol trauma prevention trial conducted in 3 communities in California and South Carolina between 1992 and 1996 ("The Community Trials Intervention.") Designed as a coordinated strategy, interventions focused on the elements of the **ENVIRONMENTAL PREVENTION MODEL**:

1. **Mobilizing the communities** to support preventive policies and interventions. This included forming and developing a community coalition and using media advocacy.
2. **Aiding communities** in developing and implementing local zoning codes to regulate alcohol outlets.
3. **Helping alcohol retailers** develop and implement RBS training programs to reduce intoxication, driving after drinking, and alcohol sales to underage youth.
4. **Increasing enforcement** of drinking and driving laws. This included implementing DUI checkpoints and using passive alcohol sensors.

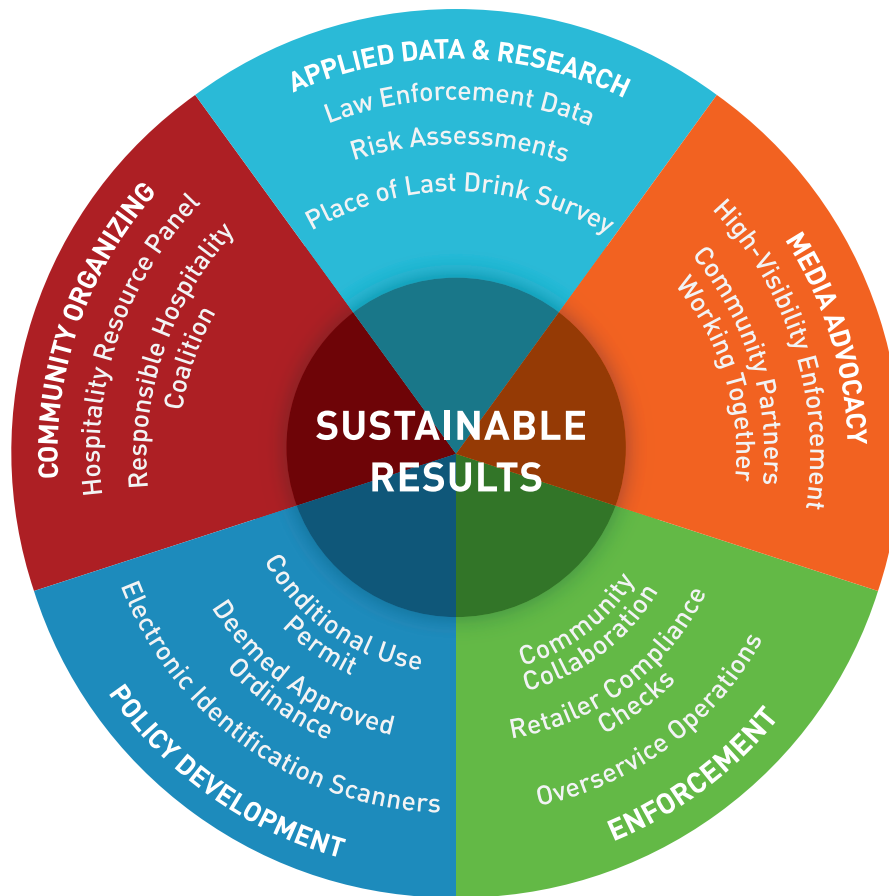
A recent evaluation of this project found substantial evidence of its effectiveness in reducing excessive alcohol consumption and alcohol-related harms. Using population surveys, the study found a decrease in the self-reported amount of alcohol consumed per drinking occasion and a decrease in self-reported driving after drinking in intervention communities. The evaluators also examined traffic data and found a decline in the number of nighttime injury crashes and crashes in which the driver had been drinking. The rates of assault injuries observed in emergency departments also declined by 43%⁵³.

Studies of similar multi-component environmental approaches have shown that these type of community-based interventions are effective and sustainable in addressing alcohol-related harms and trauma^{54, 55}. Key to success is designing mutually reinforcing strategies that mobilize local community members, stakeholders, and business owners to work together to improve the health and safety of their communities.



RECOMMENDATIONS FOR WEST HOLLYWOOD

Ensuring that alcohol establishments consistently prevent alcohol from being overserved to already intoxicated persons is a crucial measure for preventing excessive consumption in West Hollywood. Throughout this report we have outlined some of the best practices for accomplishing this goal, organized according to the environmental strategies of data collection, community organizing, media advocacy, policy development and enforcement. Elements from each of these strategies that are recommended for West Hollywood are listed below. To effectively address alcohol-related problems in the retail environment, these should be integrated into a multi-component approach.



IPS' Multidimensional Planning and Implementation Model



DATA COLLECTION

Law Enforcement Data: Calls for service and alcohol-related crime reports, especially GIS mapping, should be a priority, as they are a primary indicator of the impacts hospitality businesses are having on the community. Such data should be used to establish baseline measures and show the effectiveness of selected intervention strategies.

RECOMMENDATIONS:

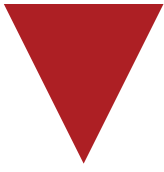
LAW ENFORCEMENT DATA

RISK ASSESSMENTS

PLACE OF LAST DRINK SURVEY

Risk Assessments: Following up on law enforcement data, risk assessments of individual alcohol establishments can identify problematic sales and service practices and serve as the basis for follow-up consultations to resolve issues. Since West Hollywood has many noted special events, specific assessment for these types of events with follow-up consultation for event organizers is also recommended. Environmental scans would also be useful in assessing the risks and benefits of proposed new alcohol businesses.

Place of Last Drink Survey: POLD survey data can help identify businesses that chronically over-serve customers so that they can be provided needed consultation services. It can also provide a wealth of information that can be helpful, when compiled with other data, in the planning of prevention campaigns, especially in regard to DUIs. It should be noted that collection and analysis of POLD data can require substantial resources. Additional funding to support the effort may be needed. It may also take several years to fully implement the process.



COMMUNITY ORGANIZING

Hospitality Resource Panel: Since hospitality and entertainment are fundamental to West Hollywood's business community, efforts should be made to ensure its growth and development occur in a responsible way. The establishment of a HRP seems the most appropriate way to mobilize the resources needed to create a strong and vibrant hospitality industry while protecting public health and safety.

RECOMMENDATIONS:

HOSPITALITY RESOURCE PANEL

RESPONSIBLE HOSPITALITY COALITION

ACTION PLAN

Responsible Hospitality Coalition: a RHC could provide valuable supportive services to the business community, e.g. RBS training assistance, assessments, surveys and data collection, consultation with high-risk retailers, etc. Strong management involvement and support should be priority as alcohol server training programs work best under those circumstances. RHC activities

should be implemented and coordinated by a professional prevention agency such as the Institute for Public Strategies, which has the expertise and resources to carry them out.

The Safe WeHo Leadership Council is a hybrid of a Hospitality Resource Panel and a Responsible Hospitality Coalition. The Council's efforts can be extended to develop and implement an action plan deemed best for optimizing public health and safety in West Hollywood as it relates to alcohol.

The City of West Hollywood already deploys an Entertainment Policing Team (EPT) to engage with retail alcohol outlets. As part

of its ongoing efforts, the Safe WeHo Leadership Council could interface

with the Entertainment Policing Team to support its outreach efforts and foster more regular engagement with West Hollywood alcohol retailers.

The Safe WeHo Leadership Council is a hybrid of a Hospitality Resource Panel and a Responsible Hospitality Coalition.



POLICY DEVELOPMENT

Conditional Use Permit: The existing CUP in the City of West Hollywood could be strengthened by adding an enforcement component, with specific penalties for violation of conditions. Land use decisions should include conditions that define business practices and the manner and mode of business operations that are consistent with community standards and values. A set of guidelines regarding these standards should be established to assure that new businesses are assessed fairly. However, permits should not be issued automatically based on any set of predetermined criteria. Rather, each case should be considered individually so that the community can weigh

its assets and liabilities⁵⁶. The city could also consider adding a provision restricting the distance between alcohol outlets and their proximity to schools, parks, churches, and residential areas. Other land use/zoning ordinances could specify limits on the number of outlets allowable in a given area.

RECOMMENDATIONS:

STRENGTHENED CONDITIONAL USE PERMIT

DEEMED APPROVED ORDINANCE

ELECTRONIC IDENTIFICATION SCANNERS

Deemed Approved Ordinance: The city should consider a DAO to address problem businesses that cannot be brought into compliance by the voluntary methods described above. In such circumstances, a DAO with a fee for a dedicated officer to act as a liaison with alcohol businesses would be the preferred method. The officer could also conduct compliance checks and provide RBS trainings, eliminating the need to rely on the ABC. In lieu of a DAO, grandfathered outlets could still be required to participate in RBS training by a stand-alone ordinance, but the training would have to be provided by ABC and coordinated by an RHC or prevention agency.

Electronic Identification Scanners: ID scanners could be required for retailers who have chronic problems with underage sales. If funding is available, they may also be given to retailers as incentives for participation in formalized responsible retailer research studies. Training on using scanners could be incorporated into RBS training programs.



ENFORCEMENT

Community Collaboration: A specific law enforcement officer, knowledgeable in methods of community policing, should be designated to collaborate with the Safe WeHo Leadership Council. The officer should attend general meetings of the Council, providing consultation and support for prevention activities, especially those involving law enforcement operations. The officer could also act as a spokesperson for media events and serve as a point of contact for obtaining relevant data.

In West Hollywood, a member of the Entertainment Policing Team would be ideal for this role.

RECOMMENDATIONS:

DESIGNATED LAW ENFORCEMENT OFFICER

RETAILER COMPLIANCE CHECKS

OVERSERVICE OPERATIONS

HOSPITALITY RESOURCE OFFICER

DUI INTERVENTIONS

Retailer Compliance Checks: Law enforcement should make a commitment to conduct regular compliance checks in retail outlets, especially as a follow-up to RBS trainings, as these have been shown to be effective in reducing harms in the community. Compliance checks should follow the training as soon as possible, within a few days, and quarterly after that, with feedback from the officer to management regarding the findings of the compliance checks. In many cases it is not even necessary to issue citations to have an effect. However, problem establishments should be targeted for heightened compliance enforcement through bar

checks with visible officers, undercover observations, and continuous data collection related to disturbances or other issues with intoxicated patrons.

Overservice Operations: Utilizing pseudo-intoxicated ‘decoys,’ which can either be undercover law enforcement officers or community volunteers, successfully reduces alcohol-related harms – particularly those that stem from the overservice of alcohol. Even just the issuance of warnings, in combination with media, demonstrates reductions in the serious community problems that result from excessive intoxication.

Hospitality Resource Officer (funded through DAO): This officer would act as a resource dedicated exclusively to alcohol-related businesses, ensuring they have knowledge of local regulations and helping them stay in compliance. The officer would maintain positive relationships with individual retailers by visiting their establishments on a regular basis to review their operating policies and procedures, monitor their compliance, answer questions and offer any assistance that might be needed. The officer could also review new applications for alcohol licenses, interview applicants and make recommendations for any needed conditions. Funding for the position could come out of the general fund or from a fee associated with a DAO. This officer could regularly engage with West Hollywood’s Entertainment Policing Team and extend its impact in crucial hospitality zones.

DUI Interventions: The Los Angeles County Sheriff's Department West Hollywood Station conducts DUI checkpoints and patrols for West Hollywood, making an effort to publicize dates and times to local residents. But additional media could be generated to highlight these operations; follow-up feature stories could highlight the need for greater enforcement. Passive alcohol sensors during checkpoints could also help ensure that impaired drivers are effectively identified. The City of West Hollywood provides a free shuttle service to discourage drunk drivers, which can be effective when combined with focused enforcement efforts.



MEDIA ADVOCACY

High-Visibility Enforcement: As it has been shown to be highly effective in reducing alcohol-related harms, newsmaking around alcohol compliance enforcement operations should be the top priority of media advocacy. This could include ride-alongs on special patrols in entertainment districts.

Community Partners Working Together: Feature stories about the activities of community-based organizations, such as the Safe WeHo Leadership Council, can help raise public awareness about the importance placed by local businesses and public officials on community health and safety. Also, sharing information about the city's vision for the future, as well as its potential for

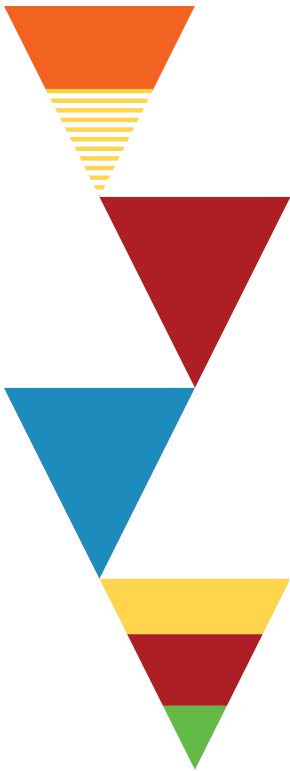
increased prosperity for local residents and business people alike will help build public support for creating change. It will also help set new and positive standards of behavior from businesses and the community.

RECOMMENDATIONS:

HIGH-VISIBILITY ENFORCEMENT

COMMUNITY PARTNERS WORKING TOGETHER





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Institute for Public Strategies

Institute for Public Strategies (IPS) is a non-profit organization with a 20-year history partnering with communities to improve health, safety and quality of life. IPS has worked with communities throughout the U.S., including in San Diego County, Ventura County, San Bernardino County, Montana, Iowa, Delaware, Louisiana and Florida, to name a few. IPS is headquartered in San Diego, with offices in Los Angeles and San Bernardino counties. Over its extensive history, IPS has implemented three federally recognized model environmental prevention programs.



The West Hollywood Project is focused on working with the City of West Hollywood to improve public health and safety through preventing alcohol-related problems. In conjunction with the City, the Project is a co-sponsor and creator of the alcohol and drug free community events #BOOM! and #SIZZLE! The Project's ultimate goal is to create a safer, healthier West Hollywood. The West Hollywood Project is directed by the Institute for Public Strategies.



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