

# Ventura County Social Host Ordinance Impact Evaluation: Phase I Findings



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Ventura County  
Behavioral Health Department  
Alcohol and Drug Programs

Submitted by

**EVALCORP**  
Research & Consulting

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## **EXECUTIVE SUMMARY**

### **Purpose of the Evaluation**

Ventura County Behavioral Health (VCBH) Department collaborated with EVALCORP to design and implement the current evaluation study for a number of reasons. Past evaluation efforts had examined the Social Host Ordinance (SHO) policy advancement and implementation process, as well as initial enforcement efforts across Ventura County. However, time has elapsed since those evaluations were conducted, permitting further investigation of the longer-term impacts of the ordinances. Also, given that Ventura County is one of the first counties in the nation to have implemented such ordinances across all jurisdictions, there have been numerous inquiries from other cities and counties asking VCBH whether problems have decreased as a result of the ordinance. Such repeated inquiries and desires to develop a better understanding of outcomes of the ordinance have created a strong need for the present impact evaluation, which focuses on outcomes related to decreases in the incidence of disturbances and other problems that result from underage drinking parties in private homes.

It is important to keep in mind that the current report presents findings from Phase I of a two-phased evaluation process. The purpose of Phase I was to begin to collect evidence about the impact that SHOs have made in three jurisdictions in Ventura County thus far. Data collection for this phase occurred between April and July 2009 and included an analysis of trend data related to “home parties” across three target jurisdictions, using information from local municipal agencies such as law enforcement and medical services. However, given limitations in the data currently available, the evaluation team also collected initial survey and interview data to supplement the existing trend data. Phase II of the Social Host Ordinance impact evaluation is anticipated to begin Fall 2009 and will include more local impacts of the implementation and enforcement efforts from the perspective of additional stakeholder groups such as youth and parents.

### **Target Jurisdictions**

The three jurisdictions targeted for this evaluation included: Camarillo, Thousand Oaks, and San Buenaventura (Ventura). These cities were identified based on three main criteria: (1) level of fine associated with the ordinances, (2) geographic location in Ventura County, and (3) median household income. The level of the SHO fines varied across the cities; that is, Camarillo has the lowest fine (\$500), Thousand Oaks has the highest (\$2,500), and the fine for violation of the SHO in Ventura is mid-range (\$1,000). Regarding geographic location, although all three cities are residential areas alongside Highway 101, Thousand Oaks is located on the east side of Ventura County, Camarillo is located more centrally, and Ventura is the farthest west. The third criterion, median household income, also varied across the target cities with the wealthiest city being Thousand Oaks (\$126,849), followed by Camarillo (\$78,677) and then Ventura (\$63,147).

### **Data Collection Strategies and Tools**

Data collection strategies and tools included: (a) the development of a logic model to frame the evaluation process; (b) a comparison of ordinances across the three jurisdictions; (c) an assessment of enforcement data from Ventura County Sheriff’s Department and Ventura Police Department; (d) an analysis of impact data indicators such as party related calls for service, youth alcohol use, drinking and

driving, perceived difficulty obtaining alcohol, alcohol-related emergency room visits, and alcohol-related traffic collisions caused by underage persons driving under the influence; (e) surveys administered to law enforcement with authority to issue SHO violation citations; and (f) key informant interviews regarding SHO fine and appeal processes.

### **Promising Findings and Impacts**

There were numerous positive findings and impacts revealed during the course of data review and interviews. Examples of the most promising findings and impacts of the Social Host Ordinances in three Ventura County cities thus far are listed below.

- Three out of four law enforcement officers surveyed agree that the SHO is an effective tool for reducing underage drinking parties.
- Of those with an opinion about changes in the number of service calls, about one quarter of all law enforcement officers surveyed report fewer calls for service for underage drinking parties since the ordinances passed – 71% said there were no change in calls, 27% said there were fewer calls, and 2% said there were more calls for service for these types of parties.
- Nearly all (91%) of the law enforcement officers surveyed report there have been no negative impacts resulting from the SHOs in their respective jurisdictions.
- Four out of five law enforcement officers believed the SHO penalty is appropriate for their respective jurisdictions – 83% from Thousand Oaks, 83% from Ventura, and 80% from Camarillo.
- Three out of four law enforcement officers across jurisdictions reported no problems/obstacles when trying to enforce the SHO (75%) and said they would not change anything about the ordinances (75%).
- Since passage of the ordinances, a total of 129 SHO violations have been issued across the three jurisdictions. This represents approximately half of the 242 citations issued in Ventura County to date.
- The overall rate of SHO violations per party disturbance calls for service has decreased since the ordinances were passed – for example, 2007 rates have dropped from 17.5 Social Host violations per 500 party disturbance calls to 13.1 in Camarillo.
- The size of underage drinking parties appear to have decreased since the passage of the ordinance – some enforcement data indicated decreases in the percentage of hosts who received citations for parties with 51-100 attendees and several law enforcement officers noted decreased size of underage drinking parties in Thousand Oaks.
- CHKS data for Thousand Oaks students demonstrated decreases in ease of obtaining alcohol since the implementation of the ordinance - 59% of 9<sup>th</sup> graders and 78% of 11 graders reported that alcohol is fairly or very easy to obtain in Fall 2007, as compared to 65% and 84% of 9<sup>th</sup> and 11<sup>th</sup> graders before the ordinance was passed.
- The majority of persons who received a Social Host violation have done so only once. That is, only 4% of violators were repeat offenders.

### **Recommendations and Next Steps**

The following are suggested next steps for VCBH Alcohol and Drug Programs and their community partners as they move forward with continued efforts in deterring the provision of alcohol to underage persons in home party settings.

- 1. Develop and implement a plan to build additional awareness about the Social Host Ordinances and related consequences.**

It may be useful to develop and implement an expanded plan to increase awareness about the ordinance among residents throughout Ventura County. As suggested by the survey findings, if one of the main reasons the ordinance is effective is because it acts as a deterrent for hosting underage drinking parties, then it is especially important to provide broad-based community education about the intent of the ordinance and its associated consequences. In order to be a successful deterrent, people need to be aware of the ordinance. VCBH and their partners should consider assessing the current level of public awareness of the ordinance to help guide the development of a targeted awareness campaign. Some suggestions from those who participated in this evaluation include listing addresses of those who have received citations on the internet, distributing press releases about the ordinance, and building awareness at annual events at high schools. Providing information about the ordinance to incoming high school students and their parents at orientation or student/teacher night may be especially effective in targeting “new cohorts” of students and parents who may not be aware of the consequences of hosting underage drinking parties. Other possibilities include using “hot spot” or “narrowcast” media to build awareness about the ordinance (e.g., door hangers, movie theater advertisements).

**2. Consider implementing changes suggested by patrol officers regarding Social Host Ordinance enforcement procedures.**

Although the current study focused on three jurisdictions, it is important to consider how the findings relate to other areas of Ventura County. For example, VCBH and their partners should discuss and reflect on the benefits of implementing some of the recommendations related to Social Host enforcement protocols, not only in Camarillo, Thousand Oaks, and Ventura but how such changes countywide might positively or negatively impact the long-term outcomes of the ordinances. For example, some suggestions involve reducing the number of underage drinkers officers must prove are present at the party, or perhaps removing requirements for sergeant/supervisor approval of Social Host citations in relevant jurisdictions. Some of the patrol officers thought it would be beneficial to make the consequences of violating the ordinance more specific to juveniles, such as punishing juveniles with community service or requiring they attend classes on the dangers of alcohol (similar to classes required by those charged with driving under the influence). Others suggested adding a requirement for juveniles to provide a preliminary alcohol screening breath test, or even making Social Host violations a criminal arrest rather than citation. Some of these recommendations may be more or less feasible; however a good starting place may be a discussion about ways to ensure that sufficient citations are available at every station. Providing easy-to-use citation forms and making them readily available to officers across jurisdictions may assist with enforcement of the ordinance.

**3. Investigate methods to increase the collection of Social Host Ordinance fines.**

It is clear from the key informant interviews that collecting SHO related fines in Camarillo, Thousand Oaks, and Ventura has been a challenging process. Given the consistency of this finding across jurisdictions, it is likely that other cities in Ventura County are struggling with the same issue. In part, the Social Host Ordinances were developed to hold hosts accountable for underage drinking; however if people do not pay their fines, there is no meaningful consequence for their actions and thus the accountability component is lost. Some suggestions related to this issue included attaching fines to property taxes or city bills such as trash or water. Another idea was to find a way to legally transfer liability for the fine to the property owner when the original recipient does not pay. This might be one method for not only facilitating the collection of fines, but also increasing the consequences of violating

the ordinance for those who do not pay (i.e., some persons may be evicted from their homes by property owners forced to pay their fines).

**4. Consider additional training or materials for law enforcement officers related to the Social Host Ordinances.**

Given that at least 40% of the patrol officers across jurisdiction reported interest in additional training or information about Social Host Ordinances, VCBH could assist in determining officers' specific training needs and working with law enforcement to respond. As suggested by the officers, one way of providing additional information would be to put ordinance guidelines on the back of the citations. This may help facilitate and even increase the likelihood of continued and consistent enforcement.

**5. Continue to monitor the impacts of the Social Host Ordinances over time.**

It is important for VCBH and their partners to continue to track both enforcement and resulting outcomes associated with the ordinances over time. This information is not only invaluable to the continued improvement and sustainability of VCBH's ongoing efforts to reduce underage drinking parties and related problems, but also to inform Social Host policy adoption and enforcement in other areas of the country. Given longstanding norms pertaining to underage drinking it is expected that continued prevention and enforcement will produce positive outcomes and achieve all of the objectives inherent within Social Host Ordinances as an environmental prevention strategy. However, it is important to remember that this type of large scale change is a process that requires ongoing efforts and takes time.

That is, first people must become aware of the ordinance and its consequences and then individual attitudes about underage drinking can begin to change among parents and their children. Next, as a result of these attitudinal changes one might expect to see changes in underage drinking behaviors that later, after several years, become visible in global indicators like the ones provided in this report (e.g., alcohol-related ER visits by underage persons). At this point, after only a couple years since the passage of the ordinances, we are already seeing some changes in global indicators, but again would like to remind the reader that this kind of change is likely to take many years to achieve. For example, widespread norm changes regarding seat belt use and even drinking and driving were only achieved after years of ongoing efforts by traffic safety experts and advocates often with well-funded, major public education programs.

Lastly, it is important to keep in mind that this evaluation report included findings from Phase I of a planned two-phase impact evaluation study. Phase II is anticipated to begin Fall 2009 and will complement the current evaluation by continuing to follow existing data trends, and gather new information from additional stakeholders such as youth and parents about the impact of the SHO on their attitudes and behaviors.



## **SECTION 1: INTRODUCTION**

### **Background**

It is well known that binge drinking among youth is a serious problem not only in Ventura County, but across the country. Numerous studies indicate that there are significant consequences associated with binge drinking. These include threats to long-term development and well-being, increased risk of traffic crashes, illicit drug use, sexual assaults, and other problem behaviors including violence, suicide, and educational failure that affect communities as well as individual young people. Given this reality, to help combat binge drinking among youth, California was awarded a \$12 million federal grant (\$4 million per year over three years) by the U.S. Department of Health and Human Services Center for Substance Abuse Prevention (CSAP) to strengthen county-level prevention systems. Specifically, California's State Incentive Grant (SIG) program was intended to use evidence-based, environmental prevention programs and strategies to reduce binge drinking and related community problems among 12-25 year olds. In 2004, Ventura County was one of 13 counties in California selected for a three-year SIG grant based on its ability to effectively plan and use science-based, environmental prevention strategies to attain measurable outcomes related to binge drinking.

A major accomplishment of the Ventura County SIG initiative was the development, passage, and implementation of the Social Host Ordinance (SHO) in all jurisdictions across Ventura County. By September 2007, 10 out of 10 Ventura County municipalities had formally enacted Social Host policies to deter underage and young adult binge drinking. A countywide ordinance was also enacted to cover all of the unincorporated areas of Ventura County. Additionally, a formal resolution was added to the County Social Host Ordinance covering federal land on the west end of the Ventura County. Thus, Ventura County has essentially seamless coverage and enforcement of the ordinance, with some limited variation in the details of local provisions and intensity of use. A total of 242 SHO citations have been issued across Ventura County since passage of the ordinances through May 2009.

Between 2006 and 2008, two in-depth evaluation studies were conducted by EVALCORP in collaboration with VCBH regarding the passage and adoption of the SHOs in Ventura County<sup>1</sup>. The previous two evaluations primarily focused on process data and short-term outcomes achieved at that time. Also, many of the findings were specific to Fillmore, Ojai, and Ventura County Unincorporated, the first three jurisdictions that adopted the ordinance. Given that VCBH continues to support the purpose of the Social Host Ordinance to reduce underage drinking parties and problems often resulting from such parties, the Department is interested in developing a better understanding of some of the longer-term impacts of the ordinance. Additional rationale for the current evaluation study is discussed below.

### **Purpose of the Current Evaluation**

VCBH collaborated with EVALCORP to design and implement the current evaluation study for a number of reasons. Past evaluation efforts had examined the SHO policy advancement and implementation process, as well as initial enforcement efforts across Ventura County. However, time had elapsed since

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<sup>1</sup>See "Social Host Ordinance Development, Implementation and Enforcement Across Ventura County, Ventura County State Incentive Grant (SIG) Case Study/Process Evaluation Report," June 2007 and the "Ventura County SIG Year Three Final Evaluation Report, July 2008. Prepared by EVALCORP for Ventura County Behavioral Health Department/Ventura County Limits.

those evaluations were conducted, permitting further investigation of the longer-term impacts of the ordinances. Also, given that Ventura County is one of the first counties in the nation to have implemented the SHO across all jurisdictions, there have been numerous inquiries from other cities and counties asking VCBH if problems have decreased as a result of the ordinance and/or there is evidence that such problems will decrease in the future. In other words, people across the country are not only interested in learning how to get SHO policies adopted, but want evidence of the ordinance's impact. Such repeated inquiries and desires to develop a better understanding of outcomes of the ordinance have created a strong need for the present impact evaluation which focuses on outcomes related to decreases in the incidence of disturbances and other problems that result from underage drinking parties in private homes.

It is important to keep in mind that the current report presents findings from Phase I of a two-phased evaluation process. The purpose of Phase I was to begin to collect evidence about the impact that SHOs have made in three jurisdictions in Ventura County thus far. Data collection for this phase occurred between April and July 2009 and included an analysis of trend data related to "home parties" across three target jurisdictions (described below), using information from local municipal agencies such as law enforcement and medical services. However, given limitations in the data currently available, the evaluation team also collected initial survey and interview data to supplement the existing trend data. Phase II of the Social Host Ordinance impact evaluation is anticipated to begin Fall 2009 and will include more local impacts of the implementation and enforcement efforts that may not have been demonstrated with data collected during the first phase.

### **Target Jurisdictions**

The three jurisdictions targeted for this evaluation included: Camarillo, Thousand Oaks, and San Buenaventura (Ventura). These cities were identified based on three main criteria: (1) level of fine associated with the ordinances, (2) geographic location in Ventura County, and (3) median household income. The cities varied on each of the three criteria in order to provide findings that may be generalizable to other geographic areas with similarly diverse cities. As seen in **Table 1**, the level of the SHO fines varied across the cities. That is, Camarillo has the lowest fine (\$500), Thousand Oaks has the highest (\$2,500), and the fine for violation of the SHO in Ventura is mid-range (\$1,000). Regarding geographic location, although all three cities are residential areas alongside Highway 101, Thousand Oaks is located on the east side of Ventura County, Camarillo is located more centrally, and Ventura is the farthest west. The third criterion, median household income, also varied across the target cities with the wealthiest city being Thousand Oaks (\$126,849), followed by Camarillo (\$78,677) and then Ventura (\$63,147). Other variations between the cities include population size and the date the SHOs were passed (see **Table 1**).

**Table 1. Characteristics of Target Jurisdictions**

|                                       | <b>Camarillo</b> | <b>Thousand Oaks</b> | <b>Ventura</b> | <b>Ventura County*</b> |
|---------------------------------------|------------------|----------------------|----------------|------------------------|
| Date Enacted                          | June 2006        | May 2006             | June 2007      | April 2006             |
| Level of SHO Fine                     | \$500            | \$2,500              | \$1,000        | \$1,000                |
| Geographic Location in Ventura County | Central          | East                 | West           | All                    |
| Median Household Income**             | \$78,677         | \$93,695             | \$63,147       | \$72,984               |
| Total Population**                    | 61,068           | 126,849              | 103,119        | 794,412                |
| Youth Population (ages 15-20)**       | 4,860            | 11,514               | 8,546          | 76,311                 |

\* Ventura County is included in this table as a frame of reference.

\*\* From the 2005-2007 American Community Survey, U.S. Census Bureau (<http://factfinder.census.gov/>).

## **SECTION 2: EVALUATION METHODOLOGY**

Numerous activities took place which guided the Social Host impact evaluation presented in this report. This section begins with a description of the impact evaluation logic model, and then provide details related to the major data collection strategies and tools used for the comparison of ordinances, as well as the analyses of SHO enforcement data and evaluative indicators related to calls for service, the California Healthy Kids Survey (CHKS), alcohol-related emergency room visits, and alcohol-related collisions. This section will also provide details related to two tools developed for the purposes of the current evaluation: the Patrol Survey and Key Informant Interview Protocol for Fines and Appeals.

### **Logic Model**

A logic model was collaboratively developed by VCBH and EVALCORP to frame and guide the development of the impact evaluation methodology. The logic model is based on the primary goals of the SHOs and serves as a graphic representation of the relationships between the programs' strategies and expected outcomes. For example, the major goals of the policies are to reduce underage drinking parties, as well as incidences of disturbance and other problems associated with underage drinking in private settings. One strategy related to these goals includes ongoing Social Host enforcement monitoring, which is expected to result in the provision of citations and sustained enforcement of the ordinance. Mapping out this relationship in the logic model helped VCBH and the evaluation team determine the need for enforcement measurement indicators such as the (a) number of SHO citations issued, (b) number of appeals, (c) outcomes of those appeals, and (d) characteristics of SHO violators. Similarly, another SHO strategy has involved a media campaign with localized messaging and community engagement efforts. This strategy is expected to increase the initial awareness of the ordinance in the short-term and then continue to build community-wide awareness, ultimately resulting in long-term use of the Social Host Ordinance and a change in local drinking patterns. Measurement indicators such as (a) party disturbance calls for service, (b) CHKS data on alcohol use, involvement in drinking and driving, and perceived difficulty obtaining alcohol, (c) Ventura County Medical Center (VCMC) alcohol-related emergency room visits, and (d) California Highway Patrol Statewide Integrated Traffic Records System

(SWITRS) data on collisions, injuries, and deaths caused by underage persons driving under the influence, were analyzed to assist in determining whether expected change over time is evidenced thus far and/or whether identifiable trends exist given the amount of time the ordinances have been in place.

### **Environmental Prevention Strategies**

Also represented in the logic model is VCBH's utilization of the five-pronged environmental prevention model, which includes: 1) data collection/research, 2) community engagement, 3) media advocacy, 4) policy development, and 5) enforcement. It is important to note that Social Host Ordinances are a component of a comprehensive environmental approach to effective prevention. To date, all five components of the model have been incorporated in the development, passage, and resulting enforcement of the SHOs countywide as part of their ongoing efforts to reduce loud, unruly parties involving underage drinking in Ventura County.

### **Data Collection Strategies and Tools**

Data collection strategies and tools associated with the (a) Comparison of Ordinances, (b) Enforcement Data, (c) Impact Data Indicators, (d) Patrol Survey, and (e) Key Informant Interviews are discussed below. Findings related to each of these evaluative activities are presented in Section 3.

### **Comparison of Ordinances**

Following the development of the logic model, one of the first evaluative activities involved the comparison of the ordinances for the cities of Camarillo, Thousand Oaks, and Ventura. The most current form of the Social Host municipal codes were located on each city's Webpage and reviewed for similarities and differences. The matrix developed as a result of this comparative analysis is included in Appendix A.

### **Enforcement Data**

Data pertaining to Social Host citations issued through the end of May 2009 were analyzed for the three cities. For Camarillo and Thousand Oaks, a data request was made to the Assistant Chief of the Thousand Oaks Police Department. Both of these cities are under the jurisdiction of the Ventura County Sheriff's Department (VCSD), whereas the City of Ventura has its own police department. As such, a separate request was made to the Ventura Police Department (VPD) for Ventura enforcement data. The specific types of information requested by the evaluation team for each citation issued included: location, date, party calls for service history, age and gender of the person issued the citation, and size of the party.

### **Impact Data Indicators**

The impact data indicators identified for the current study included (a) law enforcement party disturbance calls for service, (b) CHKS data for alcohol use, involvement in drinking and driving, and perceived difficulty obtaining alcohol, (c) VCMC alcohol-related emergency room visits including Blood Alcohol Concentrations (BAC), and (d) SWITRS data on collisions, injuries, and deaths caused by underage persons driving under the influence. The evaluation team requested calls for service data from

the VCSD and VPD from January 2005 through May 2009 to help determine how the passage of the SHOs may have affected the number of parties that occur in each of the three target cities.

CHKS data indicators including alcohol use in the last 30 days, involvement in drinking and driving, and perceived difficulty obtaining alcohol data were obtained for school districts in Camarillo, Thousand Oaks, and Ventura from 2005/2006 and 2007/2008 to compare alcohol-related behaviors of 9<sup>th</sup> and 11<sup>th</sup> graders before and after the implementation of the SHO in each city. Recent CHKS reports that contain the needed indicators were downloaded from the WestEd website ([http://www.wested.org/cs/chks/print/docs/chks\\_bsearch.html](http://www.wested.org/cs/chks/print/docs/chks_bsearch.html)) in May 2009; however, some of the older technical CHKS reports were requested directly from the school districts by the evaluation team.

VCMC and Santa Paula Hospital alcohol-related emergency room (ER) visit data were requested and received from the Manager of Medical Records. The ER data included all emergency room patients residing in Camarillo, Thousand Oaks, and Ventura from January 2005 to June 2009 with one or more alcohol-related diagnosis. The Manager of Medical Records helped the evaluation team identify 15 different ICD-9 codes related to alcohol diagnoses and then used these codes for the ER data query (e.g., 291.81 alcohol withdrawal, 305.00 alcohol abuse). The data also included patient age at the time of the ER visit allowing the evaluation team to analyze trends specific to underage drinkers. The evaluation team also made a separate request for BAC data from the VCMC Lab Manager since it was not available in the medical database containing the alcohol-related diagnoses. This data includes lab results for VCMC ER patients across Ventura County.

The evaluation team also requested municipal level SWITRS data for collisions, injuries, and deaths caused by underage persons driving under the influence directly from the California Highway Patrol (CHP) Information Services Unit Team. This data was requested for underage drivers (ages 16-20) for the cities of Camarillo, Thousand Oaks, and Ventura.

### **Patrol Survey**

A self-report Patrol Survey was developed and administered to law enforcement officers in Camarillo, Thousand Oaks, and Ventura to develop a better understanding of the use and impacts of the SHO from a law enforcement perspective. The twelve survey items took approximately 10 minutes to complete. Close-ended items were designed to capture information related to: the number of service calls to underage drinking parties, changes in the number of such calls, number of Social Host citations written, interest in additional SHO information or training, and perceptions about the appropriateness of the penalties and effectiveness of the ordinance. Seven open-ended items asked for opinions about: the benefits and effectiveness of the ordinance, negative impacts, problems/obstacles encountered when enforcing the SHO, anything the officers would change about the ordinance, recommendations to make enforcement easier, and instances when they may have been reluctant to issue the ordinance. A copy of the Patrol Survey is included in Appendix B.

### **Key Informant Interviews – Fines and Appeals**

A Key Informant Interview Protocol was developed to help determine what happens after the citation is used by law enforcement and if any improvements to the ordinance and related processes are necessary at this time. The evaluation team used the protocol to conduct structured interviews with city officers

from Camarillo, Thousand Oaks, and Ventura regarding the SHO fine and appeal processes. Interviews with Camarillo’s Code Enforcement Supervisor and Thousand Oak’s Assistant City Attorney were conducted by telephone and lasted about 15 minutes each. In contrast, the interview with Ventura’s Alcohol Enforcement Officer was conducted via email. The interviews consisted of seven open-ended items and were conducted in May and June 2009. A copy of the Fines and Appeals Key Informant Interview Protocol is included in Appendix C.

### **SECTION 3: FINDINGS**

This section of the report begins with a detailed comparison of the Social Host Ordinances for the cities of Camarillo, Thousand Oaks, and Ventura. Findings are then provided relative to enforcement of the ordinances, and on existing data indicators such as calls for service, CHKS Survey data, alcohol-related emergency room visits, and alcohol-related crashes for each of the three cities. Also included in this section are findings from the Patrol Survey and Key Informant Interviews regarding fines and appeals. Individual findings, as well as similarities and differences, will be presented for each of the three cities by data source/method.

#### **Comparison of Ordinances**

As mentioned above, an analysis of the three city ordinances was undertaken in an effort to reveal similarities and differences. Of the three cities, Thousand Oaks was the first to pass a SHO in May 2006, followed by Camarillo in June 2006, and Ventura a year later in June 2007. The reasons for implementing the law were similar across the cities and include protecting public health, safety and welfare, and allowing for the enjoyment of residential property. Thousand Oaks and Ventura also sought to establish controls for parties involving underage persons who consume alcoholic beverages, while Camarillo's ordinance explicitly states that it is to provide for the recovery of costs associated with providing emergency response services to "unruly gatherings." All three of the cities refer to an unruly gathering or public nuisance in terms of unlawful drinking, public drunkenness, vandalism, litter, excessive noise and traffic, and other disturbances of the peace. Camarillo's ordinance states that two or more persons can constitute an unruly gathering while Thousand Oaks and Ventura state in their respective ordinances that a public nuisance is defined as a gathering where four or more underage persons are present at a private property where alcoholic beverages are being consumed.

The matter of who is the responsible person for a SHO violation is defined similarly across the three jurisdictions and includes the owner of the property, tenants, landlord, person in charge of the residence, and the person hosting the party. Thousand Oaks and Ventura also specifically state that the parent(s) or legal guardian(s) of a minor hosting a party are considered responsible, adding that the responsible person need not be present to be in violation. Before financial liability is implemented for response costs, all three cities provide a written warning to the responsible party informing them that if a subsequent response is required within 12 months, response costs will be assessed. Response costs refer to the costs associated with responses made by law enforcement, fire and other emergency response providers (e.g., salaries and benefits of law enforcement for the amount of time spent responding to SHO violations).

SHO fines, however, can be issued for the first violation of the ordinance. The Camarillo ordinance explicitly states that within a 12-month time period the first offense is a \$500 fine, the second is a

\$1,000 fine and the third or subsequent violation is a \$2,500 fine. The amount of the fees is not specified within the actual ordinances for the other two cities; however, the penalty for a first offense in Thousand Oaks is \$2,500, and the fine for a first offense in Ventura is \$1,000. Camarillo and Ventura do not include an alternative for the payment of the fine for underage persons whereas Thousand Oaks explicitly outlines another option: community service and payment of administrative fees with approval from the Police Chief. Additionally, parents may request their child serve community service in lieu of paying the civil fine.

All three jurisdictions provide notices to the responsible party that include the person liable, address, date and time where violation occurred, what emergency service was provided, date and time of previous warnings, and an itemized list of costs. Camarillo adds to the notice the person's right to appeal while Thousand Oaks adds that there will be a lien against the property if the response costs are not paid. Responsible persons in Camarillo and Ventura have 30 days to respond to the notice, which, if not paid, will make them liable in a civil action for the fine plus the costs of the civil action. Thousand Oaks allows 35 days from the notice for the penalty to be paid.

### Enforcement Data

In order to assess the level of enforcement of Social Host violations, data were collected and analyzed from the three jurisdictions. Of interest for this report are the number of violations along with the number of attendees, hosts who were underage, hosts aged 21 -25 and gender of responsible party.

#### Camarillo

The City of Camarillo began enforcing the ordinance soon after passing it in June 2006. As seen in **Table 2** a total of 49 SHO citations have been issued within the past several years.

**Table 2. Camarillo: Violations Issued Since Passage**

|                                | 2006<br>(Aug - Dec) | 2007<br>(Jan - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) | Total |
|--------------------------------|---------------------|---------------------|---------------------|---------------------|-------|
| Total number of SHO violations | 10                  | 17                  | 15                  | 7                   | 49    |

When looking at who has been cited for violations, at least half of the violators have been underage with that percentage increasing to over two-thirds from 2007 onward (see **Table 3**). Males were most likely to host these parties in 2006 and 2007, whereas females were more likely to host the gatherings in 2008 and 2009. Only three of the 49 violators in Camarillo received a second Social Host citation (i.e., 94% of those receiving SHO violations did not receive a second citation). In 2008, all of the parties found in violation of the SHO had 50 or fewer participants. Specific characteristics of violators were available for 36 out of the total 49 offenders.

**Table 3. Camarillo: Characteristics of SHO Violators**

|                              | 2006<br>(Aug - Dec) | 2007<br>(Jan - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) |
|------------------------------|---------------------|---------------------|---------------------|---------------------|
| Range of party size          | 3 - 40              | 12 - 400+           | 5 - 50              | 20 - 45             |
| % party size < 10*           | 25%                 | 18%                 | 10%                 | 100%                |
| % party size 10-50           | 50%                 | 45%                 | 90%                 | 0%                  |
| % party size 51-100          | 0%                  | 18%                 | 0%                  | 0%                  |
| % party size > 100           | 0%                  | 18%                 | 0%                  | 0%                  |
| % listed as "numerous"       | 25%                 | ---                 | ---                 | ---                 |
| % of hosts who were underage | 50%                 | 73%                 | 70%                 | 71%                 |
| % of hosts age 21-25         | 25%                 | 9%                  | 20%                 | 0%                  |
| % male hosts                 | 63%                 | 64%                 | 40%                 | 43%                 |

\* In 2009, data related to party size were available for only 2 of the 7 citations issued between Jan-May.

### Thousand Oaks

Thousand Oaks passed its ordinance May 2006, with two violations issued that year. There were 18 violations in 2007, decreasing to 13 in 2008, and seven through May 2009 for a total of 40 as noted in **Table 4**.

**Table 4. Thousand Oaks: Violations Issued Since Passage**

|                                | 2006<br>(Aug - Dec) | 2007<br>(Jan - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) | Total |
|--------------------------------|---------------------|---------------------|---------------------|---------------------|-------|
| Total number of SHO violations | 2                   | 18                  | 13                  | 7                   | 40    |

Characteristics of violators of the SHO in Thousand Oaks are included in **Table 5**. Underage hosts accounted for 40% of the parties in 2007 and 2009, but accounted for over two-thirds of the parties in violation in 2008. The percentage of parties hosted by males has dropped slightly each succeeding year. Party size also has decreased over time. In 2007, a third of the parties had 51 or more participants; however, parties of this size dropped to zero for the first five months of 2009. Four of the parties in 2007 were visited by law enforcement twice in the evening before being issued a violation. One of those violators was cited yet again a month later. However, overall only two of the 40 violators in Thousand Oaks received a second Social Host violation (i.e., 95% of those receiving SHO violations did not receive a second citation).



**Table 5. Thousand Oaks: Characteristics of SHO Violators**

|                              | 2006<br>(Aug - Dec) | 2007<br>(Jan - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) |
|------------------------------|---------------------|---------------------|---------------------|---------------------|
| Range of party size          | 10 - 100            | 10 - 300+           | 6 - 200             | 12 - 60             |
| % party size < 10            | 50%                 | 11%                 | 8%                  | 0%                  |
| % party size 10-50           | 0%                  | 39%                 | 61%                 | 100%                |
| % party size 51-100          | 0%                  | 5%                  | 8%                  | 0%                  |
| % party size > 100           | 50%                 | 28%                 | 23%                 | 0%                  |
| % listed as "numerous"       | ---                 | 17%                 | ---                 | ---                 |
| % of hosts who were underage | 50%                 | 50%                 | 69%                 | 71%                 |
| % of hosts age 21-25         | 50%                 | 28%                 | 31%                 | 14%                 |
| % male hosts                 | 100%                | 72%                 | 67%                 | 57%                 |

**Ventura**

Of the three cities studied as part of the current evaluation, Ventura was the last to implement its ordinance (i.e., passed in June 2007). As shown in **Table 6**, the number of violations issued has remained fairly constant over time (i.e., with 11 citations issued during the latter part of 2007, 18 in 2008, and 11 in the first part of 2009 for a total of 40 violations issued since date of passage).

**Table 6. Ventura: Violations Issued Since Passage**

|                                | 2007<br>(Aug - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) | Total |
|--------------------------------|---------------------|---------------------|---------------------|-------|
| Total number of SHO violations | 11                  | 18                  | 11                  | 40    |

The percentage of underage hosts has increased somewhat in 2009 (see **Table 7**). During the first year of enforcement, all of the SHO parties were hosted by males, and while that percentage has decreased over the next two years, the majority has been hosted by males. Worth noting is that the size of the parties may be decreasing over time with 90% of parties in 2009 (through May) having 50 or fewer attendees. In August 2007, one of the violators was noted as having previous party calls. However, none of the Social Host violators in Ventura received a second citation.

**Table 7. Ventura: Characteristics of SHO Violators**

|                              | 2007<br>(Aug - Dec) | 2008<br>(Jan - Dec) | 2009<br>(Jan - May) |
|------------------------------|---------------------|---------------------|---------------------|
| Range of party size          | 10 - 120+           | 5 - 80              | 9 - 50              |
| % party size < 10            | 0%                  | 11%                 | 10%                 |
| % party size 10-50           | 55%                 | 72%                 | 80%                 |
| % party size 51-100          | 36%                 | 17%                 | 10%                 |
| % party size > 100           | 9%                  | 0%                  | 0%                  |
| % of hosts who were underage | 55%                 | 53%                 | 64%                 |
| % of hosts age 21-25         | 9%                  | 6%                  | 18%                 |
| % male hosts                 | 100%                | 59%                 | 64%                 |

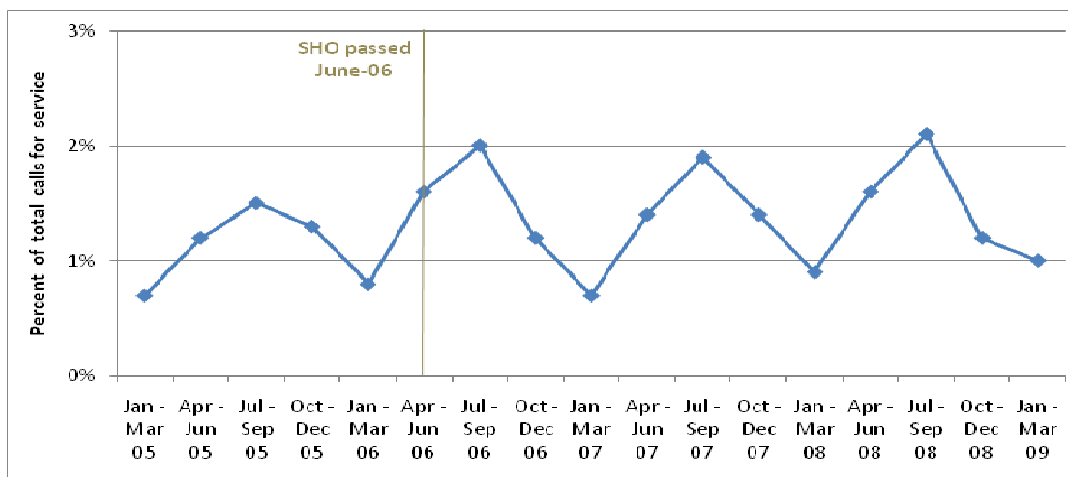
### Impact Data Indicators

In collaboration with VCBH, EVALCORP had a series of meetings to determine which data indicators would be the most effective and useful to analyze and evaluate trends related to the passage of the SHOs. The following section describes the measures of impact, implementation and enforcement of the data indicators selected including calls for service, CHKS data on alcohol use, involvement in drinking and driving, perceived difficulty in obtaining alcohol by minors, alcohol-related emergency room visits, and alcohol-related collisions.

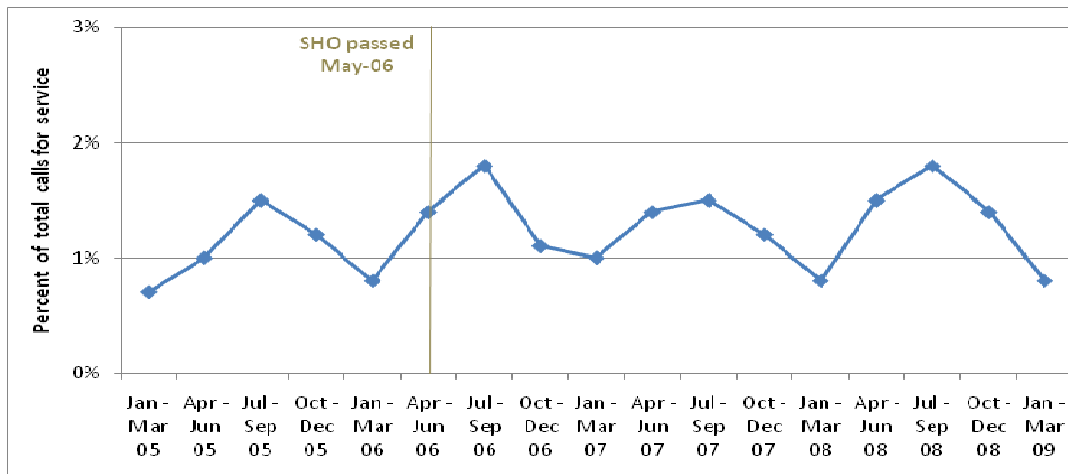
#### Party Disturbance Calls for Service

Changes in the number of party disturbance calls were evaluated to ascertain whether impacts of the SHOs are evidenced in these data. To normalize data fluctuations, the number of party disturbance calls was converted to a percentage of the total number of calls for service. Graphs of this calculation for the three cities are found in **Figures 1-3**. Something that is quite evident when looking over the graphs is the very strong seasonality effect associated with fluctuations in the percentage of party calls, an effect that remains stable before and after passage of the SHO. What might be the first change expected to appear after an ordinance is implemented is an increase in the number of calls as other residents believe that action will be taken. At a later time, it would be expected that the number of party calls would decrease as enforcement of SHO violations becomes well-known throughout these communities and acts as a deterrent. Considering that, it is interesting to note the percentage of party calls has gone up slightly for Camarillo and Ventura, perhaps as a result of the new ordinances. These are trends that will have to be studied over a longer period of time to determine how the SHOs are impacting calls for service.

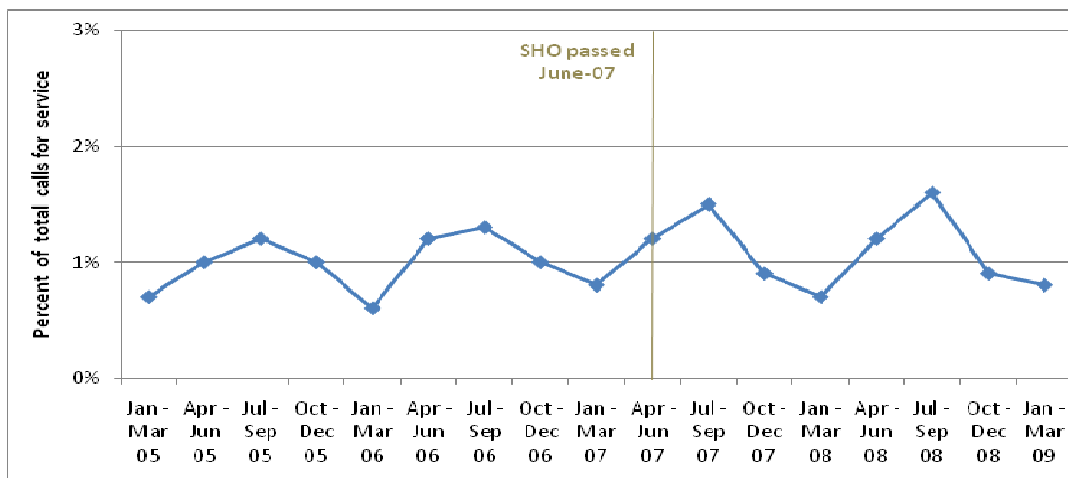
**Figure 1. City of Camarillo Party Disturbance Calls, January 2005 – March 2009 (N=2,116)**



**Figure 2. City of Thousand Oaks Party Disturbance Calls, January 2005 – March 2009 (N= 3,276)**



**Figure 3. City of Ventura Party Disturbance Calls, January 2005 – March 2009 (N=3,934)**



**Rate of SHO Violations to Party Disturbance Calls**

The use of party disturbance calls as an indicator of change related to passage of a SHO can be limited as is it is unknown if calls are related to underage drinking. To overcome this limitation, data for the violations of SHOs were analyzed in comparison to party disturbance calls. A rate of SHO violations per 500 calls was calculated (number of SHO violations/total number of party disturbing calls for service x 500) so that any observed increases or decreases in SHO violations could be considered in relation to the total number party disturbing calls. These rates eliminate variations that result from the fluctuation in the total number of party disturbing calls over time.

**Camarillo.** The data in **Table 8** demonstrates a lot of variability quarter by quarter in both SHO violations and party disturbing calls for Camarillo. More interestingly, the rate of SHO violations in the city also varies, and in contrast to the seasonality effect of party disturbances, the highest rates for citations are found in the last quarter of 2006 and 2007, and the first quarter of 2009. Over the full two calendar years for which there are data, there was a decrease in the rate of SHO violations between 2007 to 2008 from 17.5 to 13.1. It will be important to examine this rate for 2009 and beyond to determine whether that trend continues.

**Table 8. Number and Rate of SHO Violations in Camarillo**

|                   | <b>Number of Party Disturbing Calls for Service</b> | <b>Social Host Ordinance Violations</b> | <b>Rate of SHO violations (per 500 calls)</b> |
|-------------------|---|---|---|
| Jul - Sept 2006   | 189   | 2                                       | 5.3   |
| Oct - Dec 2006    | 107   | 8                                       | 37.4  |
| Jan - Mar 2007    | 65  | 1                                       | 7.7   |
| Apr - Jun 2007    | 120   | 3                                       | 12.5  |
| Jul - Sep 2007    | 176   | 5                                       | 14.2  |
| Oct - Dec 2007    | 125   | 8                                       | 32.0  |
| <b>2007 Total</b> | <b>486</b>  | <b>17</b>                               | <b>17.5</b>                                   |
| Jan - Mar 2008    | 79  | 2                                       | 12.7  |
| Apr - Jun 2008    | 151   | 3                                       | 9.9   |
| Jul - Sep 2008    | 215   | 5                                       | 11.6  |
| Oct - Dec 2008    | 127   | 5                                       | 19.7  |
| <b>2008 Total</b> | <b>572</b>  | <b>15</b>                               | <b>13.1</b>                                   |
| Jan - Mar 2009    | 104   | 5                                       | 24.0  |

**Thousand Oaks.** As seen in **Table 9**, there is also some variability in the rate of SHO violations in Thousand Oaks, ranging from 1.7 to 17.7 violations per 500 calls. Worth noting was the sharp decrease in the rate of citations for the last quarter of 2007. Another point of interest are the low rates of violations in the spring and summer of 2008, in particular the rate of 1.7 for the 3rd quarter in contrast to the seasonality effect of party disturbing calls noted in the section above. Also, the yearly rate has decreased from 2007 to 2008 from 11.7 to 7.7. As more time passes, these data should be evaluated in light of yearly rates from 2009 and beyond.

**Table 9. Number and Rate of SHO Violations in Thousand Oaks**

|                   | Number of Party Disturbing Calls for Service | Social Host Ordinance Violations | Rate of SHO violations (per 500 calls) |
|-------------------|--|----------------------------------|--|
| Jul - Sept 2006   | 275  | 1                                | 1.8                                    |
| Oct - Dec 2006    | 169  | 1                                | 3.0                                    |
| Jan - Mar 2007    | 137  | 3                                | 10.9                                   |
| Apr -Jun 2007     | 233  | 6                                | 12.9                                   |
| Jul - Sep 2007    | 236  | 7                                | 14.8                                   |
| Oct - Dec 2007    | 164  | 2                                | 6.1                                    |
| <b>2007 Total</b> | <b>770</b>                                   | <b>18</b>                        | <b>11.7</b>                            |
| Jan - Mar 2008    | 113  | 4                                | 17.7                                   |
| Apr - Jun 2008    | 226  | 3                                | 6.6                                    |
| Jul - Sep 2008    | 291  | 1                                | 1.7                                    |
| Oct - Dec 2008    | 209  | 5                                | 12.0                                   |
| <b>2008 Total</b> | <b>839</b>                                   | <b>13</b>                        | <b>7.7</b>                             |
| Jan - Mar 2009    | 124  | 3                                | 12.1                                   |

**Ventura.** There are fewer data points for Ventura as its ordinance was passed a year later than those for Camarillo and Thousand Oaks making it a little more difficult to assess outcomes of the ordinance using these data. **Table 10** shows the highest rate of SHO violations issued was noticed in the third quarter of 2007, which was the first quarter after the law went into effect. Over 2008, the rate remained fairly constant across the four quarters. Of note is that the rate for the first quarter of 2009 was almost half of what it was during the first quarter of 2008.

**Table 10. Number and Rate of SHO Violations in Ventura**

|                   | Number of Party Disturbing Calls for Service | Social Host Ordinance Violations | Rate of SHO violations (per 500 calls) |
|-------------------|--|----------------------------------|--|
| Jul - Sep 2007    | 336  | 10                               | 14.9                                   |
| Oct - Dec 2007    | 203  | 1                                | 2.5                                    |
| Jan - Mar 2008    | 150  | 3                                | 10.0                                   |
| Apr - Jun 2008    | 269  | 4                                | 7.4                                    |
| Jul - Sep 2008    | 354  | 7                                | 9.9                                    |
| Oct - Dec 2008    | 208  | 4                                | 9.6                                    |
| <b>2008 Total</b> | <b>981</b>                                   | <b>18</b>                        | <b>9.2</b>                             |
| Jan - Mar 2009    | 184  | 2                                | 5.4                                    |

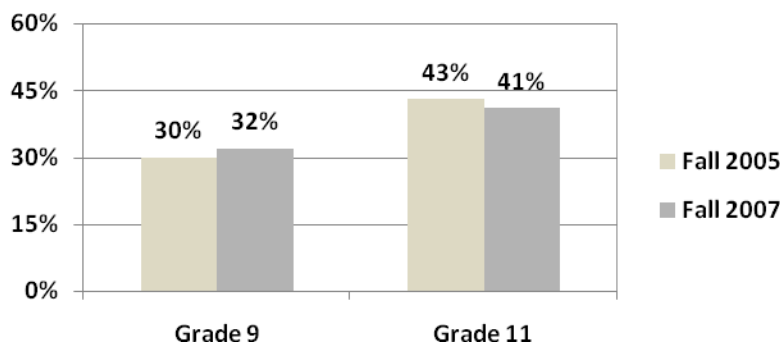
## California Healthy Kids Survey (CHKS)

CHKS data were examined to ascertain whether alcohol use by youth in high school has changed over time. Responses to three particular questions from the survey were chosen as indicators including reported use of alcohol in the last 30 days, involvement in drinking and driving, and perceived difficulty obtaining alcohol. It is important to note the data are aggregated by school district which may include schools in other cities with slightly different social host ordinances. High schools in Camarillo are part of the Oxnard Union High School District, which also includes high schools from the cities of Oxnard and Port Hueneme. CHKS data for the city of Thousand Oaks is found under the Conejo Valley School District comprised of schools from the cities of Thousand Oaks and Westlake Village. All schools within the Ventura Unified School District are within the city's boundary. Data were collected for two points in time for each of the three school districts: Oxnard Union High School District in Fall 2005 and Fall 2007; Conejo Unified School District in Fall 2005 and Fall 2007; and, Ventura Unified School District in spring 2006 and spring 2008.

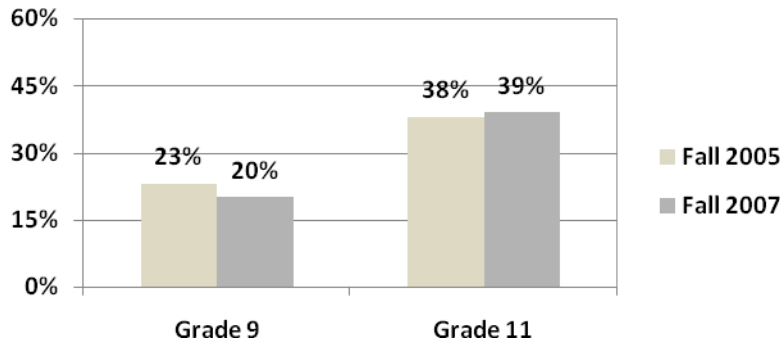
### *Alcohol Use in the Last 30 Days*

The first indicator examined was the self-reported use of alcohol in the last 30 days by students in grade 9 and grade 11. As illustrated in **Figure 4**, Oxnard Union High 9th grade students reported a slight increase in usage between the two time frames from 30% to 32% of students while 11th grade students reported a slight decrease in use (43% to 41%). Ninth-grade students within Conejo Unified reported a decrease in use between the two time periods (23% down to 20%) as 11th grade students remained fairly constant (38%, 39% respectively) as seen in **Figure 5**. The largest decrease for this indicator came from students in the 9th grade at Ventura Unified with the percentage dropping from 36% to 32% while usage among youth in the 11th grade remained constant at 44% (see **Figure 6**). Overall, students in the Conejo Unified District had the lowest reported use of alcohol across the three districts.

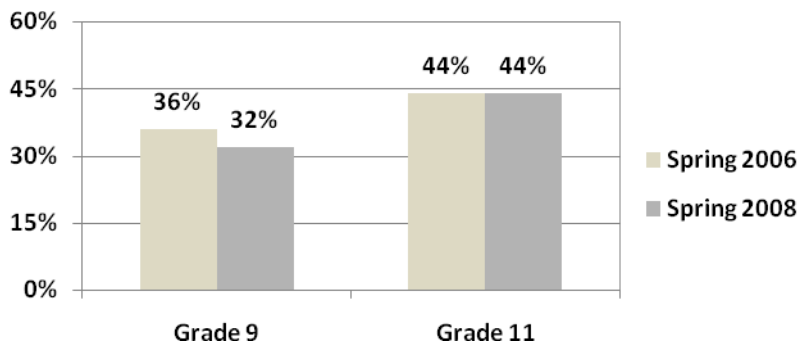
**Figure 4. Camarillo: Oxnard Union Students Who Reported Use of Alcohol in the Last 30 Days**



**Figure 5. Thousand Oaks: Conejo Unified Students Who Reported Use of Alcohol in the Last 30 Days**



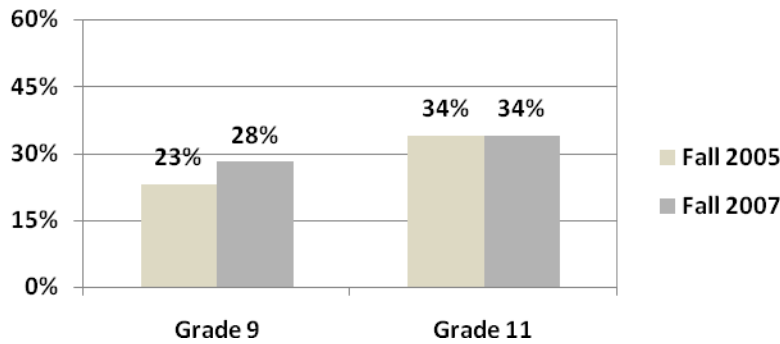
**Figure 6. Ventura: Ventura Unified Students Who Reported Use of Alcohol in the Last 30 Days**



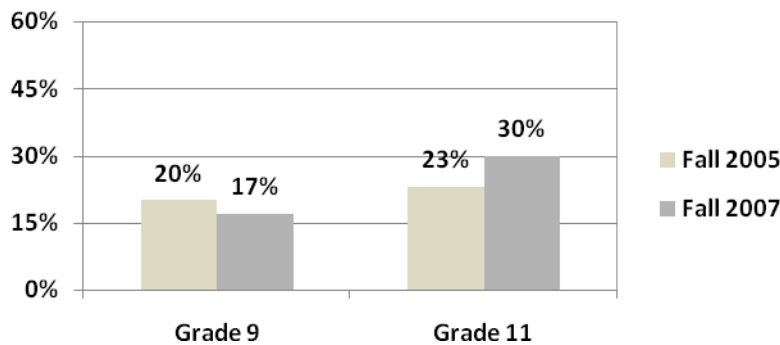
***Drinking and Driving***

Another indicator examined was whether students reported ever having driven a car after drinking, or been in a car driven by someone who had been drinking. There was an increase in ninth grade students at Oxnard Union High who reported this behavior from 23% to 28% while students in the 11th grade remained steady at 34% (see **Figure 7**). As seen in **Figure 8** there was a decrease in this activity amongst 9th graders in the Conejo Unified School District from 20% to 17% while there was a jump reported by 11th graders from 23% to 30%. At Ventura Unified decreases were seen for both students in 9th grade (29% to 25%) and those in 11th grade (38% to 34%) as displayed in **Figure 9**. Both grades in the Conejo Unified School had the lowest reported incidence across the three districts overall.

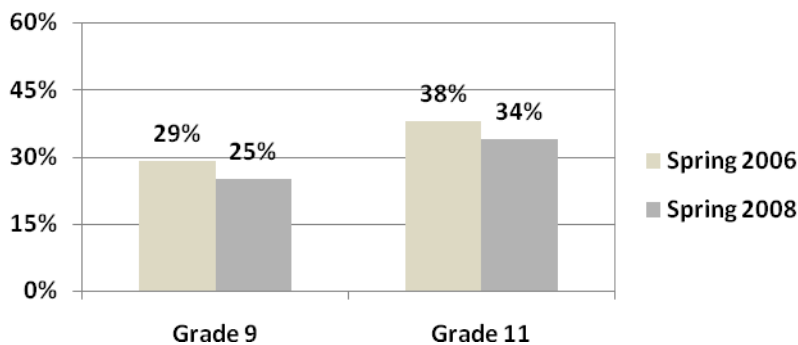
**Figure 7. Camarillo: Oxnard Union Students Who Reported Ever Having Driven a Car after Drinking, or Been in a Car Driven by Someone Who Had Been Drinking**



**Figure 8. Thousand Oaks: Conejo Unified Students Who Reported Ever Having Driven a Car after Drinking, or Been in a Car Driven by Someone Who Had Been Drinking**



**Figure 9. Ventura: Ventura Unified Students Who Reported Ever Having Driven a Car after Drinking, or Been in a Car Driven by Someone Who Had Been Drinking**



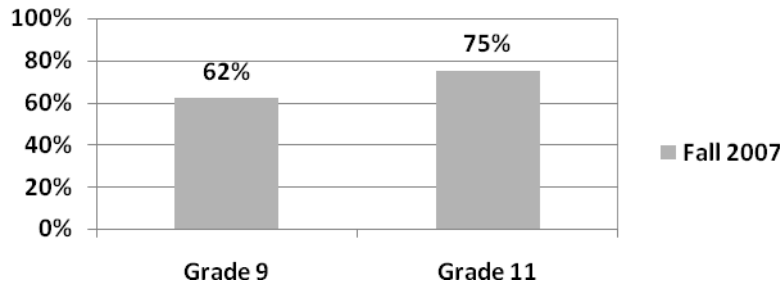
***Ease of Obtaining Alcohol***

The last data indicator evaluated from CHKS data was the perceived difficulty of obtaining alcohol with the percentages here relating to those students who reported it was "fairly easy" or "very easy." At

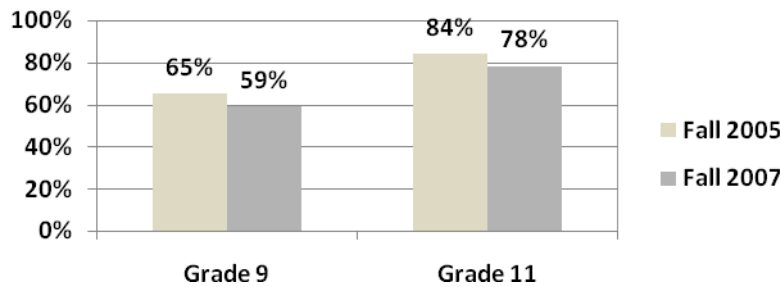


Oxnard Union High District during Fall 2007 over three-fifths of 9th grade students (62%) reported alcohol as easy to obtain while three-quarters of 11th graders (75%) stated the same as displayed in **Figure 10**. Unfortunately, earlier data for this indicator are not available for the district. Between Fall 2005 and Fall 2007 there was a decrease in the percentage of both 9th grade (65%, 59% respectively) and 11th grade (84%, 78% respectively) students within the Conejo Unified District who reported that alcohol was easy to obtain (see **Figure 11**). Similar to Oxnard Union High there is only one data point from spring 2008 for Ventura Unified students with almost three-quarters of 9th graders (73%) and four-fifths of 11th graders (81%) who reported that alcohol was easy to obtain (see **Figure 12**).

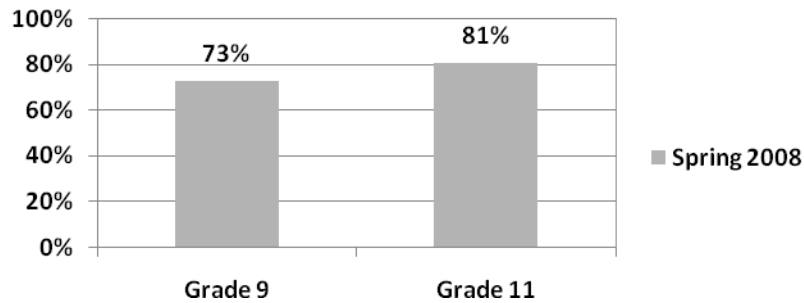
**Figure 10. Camarillo: Oxnard Union High Students Who Reported that Alcohol is "Fairly Easy" or "Very Easy" to Obtain**



**Figure 11. Thousand Oaks: Conejo Unified Students Who Reported that Alcohol is "Fairly Easy" or "Very Easy" to Obtain**



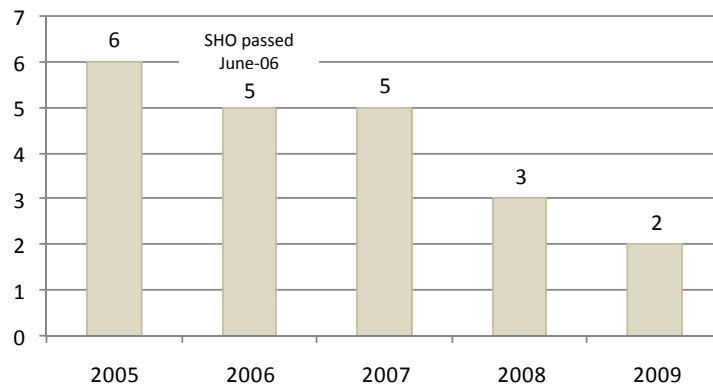
**Figure 12. Ventura: Ventura Unified Students Who Reported that Alcohol is "Fairly Easy" or "Very Easy" to Obtain**



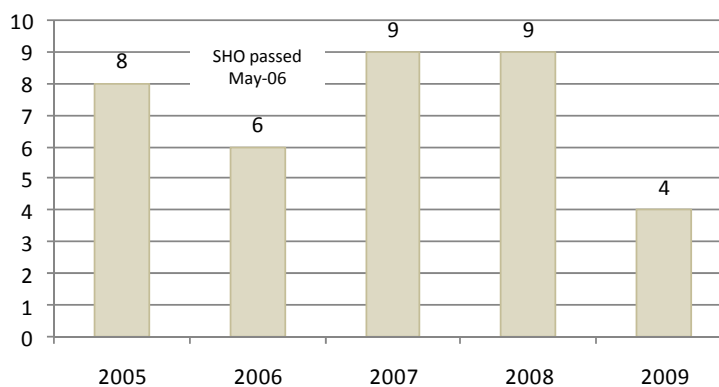
### Alcohol-Related Emergency Room (ER) Visits

Another impact data indicator analyzed for this evaluation was the number of alcohol-related ER visits at VCMC and Santa Paula Hospital. These data included emergency room patients residing in Camarillo, Thousand Oaks, and Ventura from January 2005 through June 2009 with one (or more) alcohol-related diagnosis. **Figures 13-15** illustrate trends in the number of alcohol-related VCMC and Santa Paula Hospital ER visits for each jurisdiction before and after the passage of the SHO. Although it appears that the number of alcohol-related ER visits have somewhat decreased in Camarillo and may be on the rise in Ventura, it is important to note that these data are limited in number, and trends may not be solely reflective of the impact of local social host ordinances.

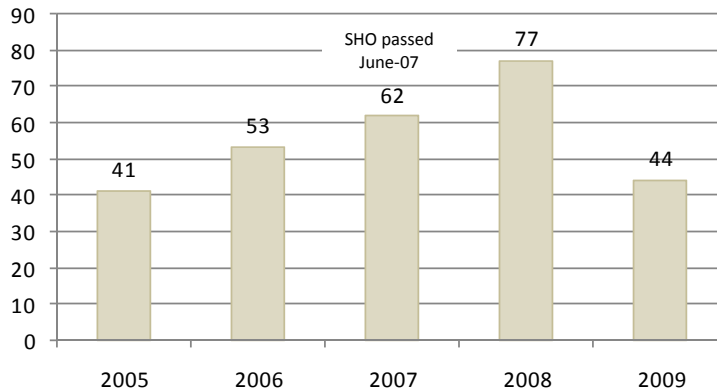
**Figure 13. Number of Alcohol-Related Emergency Room Visits for Residents of Camarillo (N=21)**



**Figure 14. Number of Alcohol-Related Emergency Room Visits for Residents of Thousand Oaks (N=36)**



**Figure 15. Number of Alcohol-Related Emergency Room Visits for Residents of Ventura (N=279)**



Across the three jurisdictions the age of the ER patients with alcohol-related diagnosis ranged between 12 and 20 years (only those under age 21 were included in the analyses). The average age of the ER patients was 17 years for those residing in Camarillo, Thousand Oaks, and Ventura. Although any patient with one or more alcohol-related diagnosis was included in analysis, about 70% of visits across jurisdictions included alcohol-related issues as the primary diagnosis (e.g., alcohol abuse). Although the cases are few, there seems to be a slight downward trend in the number of ER patients from Camarillo. Alternatively, there has been a steady increase of Ventura residents over time.

When interpreting these findings it is important to remember that data for 2009 includes six months of data, not the entire year. Also, although it is interesting to note that there were markedly more ER visits by residents of Ventura as compared to Camarillo and Thousand Oaks, it should be taken into account that this dataset includes ER visits to VCMC and Santa Paula Hospital only. Residents of Camarillo and Thousand Oaks may be utilizing alternative emergency medical services not captured here.

In addition to the records for ER patients with alcohol-related diagnoses, Blood Alcohol Concentration (BAC) lab data were analyzed for VCMC patients under 21 years of age. As seen in **Table 11**, the average BAC across underage ER patients testing positive for alcohol (BAC  $\geq$  .005) was relatively stable across the years, ranging from .17 to .19.

**Table 11. Average BAC for VCMC Underage ER Patients**

| Year          | Number ER Patients with BAC Results $\geq$ .005 | Average BAC |
|---------------|---|-------------|
| 2005          | 65  | .19         |
| 2006          | 53  | .18         |
| 2007          | 83  | .18         |
| 2008          | 92  | .19         |
| 2009*         | 56  | .17         |
| <b>Totals</b> | <b>349</b>                                      | <b>.18</b>  |

\* 2009 data through June.

Also seen in **Table 11** beginning in 2008 there seems to be an increase in the number of underage ER patients with BACs. However, this is likely a result of growing interest in alcohol-related injuries at VCMC and their increased efforts to screen all trauma patients for alcohol beginning in 2008. While it would be interesting to also look at the average BACs for Camarillo, Thousand Oaks, and Ventura, it should be noted that only a small number of BAC lab results were available for residents of the individual cities. That is, there were BAC lab results for less than one third of the alcohol-related ER cases across the three cities, significantly decreasing the reliability of these statistics. Also, it should be noted that the averages provided in the table include only those lab results with BACs of .005 or higher and less than .45 (three outliers above .45 were not included in the analysis). Although VCMC provided 790 BAC data points for patients under 21 years old, only 352 were at least .005 or higher. This makes sense given that some patient’s alcohol levels may have been tested many hours after their incident occurred. Also, some ER patients may have been tested for alcohol as a safety procedure regardless of whether or not they said they had been drinking.

**Alcohol-Related Collisions**

In an effort to evaluate alcohol-related collisions by underage drivers, data from the California Highway Patrol Statewide Integrated Traffic Records System (SWITRS) for drivers age 16 - 20 were obtained and analyzed. The time frame examined was 2004 to October 2008 (latest available) to ascertain if SHOs may have had an impact on the number of crashes and injuries over time. The actual numbers are small and as such are statistically subject to significant fluctuation. With that being said, **Tables 12-14** suggest that the number of collisions in Camarillo and Ventura have not experienced much change over time, whereas there appears to be a decrease in the number of crashes in Thousand Oaks for 2008 in comparison to previous years.

**Table 12. Camarillo: Alcohol-Related Collisions, Injuries, and Deaths Caused by Drivers Age 16-20**

|   | 2004 | 2005 | 2006 | 2007 | 2008* |
|---|------|------|------|------|-------|
| Total number of collisions by drivers age 16-20 | 5    | 6    | 10   | 9    | 10    |
| Number injured by drivers age 16-20             | 3    | 5    | 9    | 6    | 11    |
| Number killed by drivers age 16-20              | 0    | 0    | 0    | 0    | 1     |

\* 2008 data through October.

**Table 13. Thousand Oaks: Alcohol-Related Collisions, Injuries, and Deaths Caused by Drivers Age 16-20**

|   | 2004 | 2005 | 2006 | 2007 | 2008* |
|---|------|------|------|------|-------|
| Total number of collisions by drivers age 16-20 | 24   | 19   | 19   | 30   | 10    |
| Number injured by drivers age 16-20             | 18   | 13   | 18   | 17   | 10    |
| Number killed by drivers age 16-20              | 0    | 0    | 0    | 0    | 0     |

\* 2008 data through October.

**Table 14. Ventura: Alcohol-Related Collisions, Injuries, and Deaths Caused by Drivers Age 16-20**

|   | 2004 | 2005 | 2006 | 2007 | 2008* |
|---|------|------|------|------|-------|
| Total number of collisions by drivers age 16-20 | 14   | 15   | 22   | 16   | 21    |
| Number injured by drivers age 16-20             | 14   | 7    | 15   | 11   | 13    |
| Number killed by drivers age 16-20              | 0    | 0    | 2    | 1    | 0     |

\* 2008 data through October.

### Patrol Survey

To supplement analyses of the quantitative data indicators selected for this study, a Patrol Survey was developed and administered in Camarillo, Thousand Oaks, and Ventura to those law enforcement officers responsible for issuing Social Host Ordinance violations. The following are findings from each respective jurisdiction.

#### Camarillo

In the City of Camarillo, 10 out of 13 law enforcers completed the Social Host Ordinance Patrol Survey, yielding a response rate of 77%. Although the majority (70%) of the Camarillo respondents was ranked sergeant, 30% held the position of senior deputy.

#### ***Calls for Service and SHO Citations***

When asked how often they responded to calls for service to private parties where underage drinking occurred within the last 12 months, 20% of the Camarillo respondents said *once every few months*. About one third of the respondents said *monthly* (20%) or *a few times a month* (10%), and 20% said they

respond to these types of calls *weekly*. None of the respondents said they respond to such calls *more than once a week* and 30% indicated that they had not responded to any such calls during the last 12 months. Regarding changes in the number of calls for service for underage drinking parties since the ordinance passed, 80% reported *no change*, 10% said they were *not sure*, and another 10% of respondents said they believe there have been *fewer calls* for service to private parties with underage drinking. Next the survey respondents were asked how many SHO citations they were involved in or wrote during the past 12 months. The number of citations reported ranged between zero and 12, with 30% involved with one to two SHO citations and 10% with three to four, and 10% with ten to twelve. Half (50%) reported no involvement with SHO violations during the past year.

### ***Interest in Additional Training***

The Camarillo survey respondents were also asked if they would be interested in additional information and/or training related to the ordinance. Forty percent indicated interest in learning more about the SHO, whereas the remaining 60% said they were not interested.

### ***Perceptions of Penalties and Effectiveness***

**Penalties.** When asked how suitable they think the penalties are for those who violate the ordinance, 80% said they believe the penalties are *just right*. Only 20% said the SHO penalties in Camarillo are *too lenient* and none reported that the penalties are *too severe*.

**Effectiveness.** Next respondents were asked their opinions regarding the effectiveness of the SHO as a tool for reducing underage drinking parties. Most of the respondents (80%) agreed that the ordinance is an effective tool; only 20% said they believe it is not effective. When asked to explain these responses, a third (33%) of those who agreed that the SHO is effective said that there is increased awareness that citations are being issued and that awareness is deterring others from hosting underage drinking parties. Similarly, one respondent noted that the fine is a good deterrent; however, another noted that the ordinance is only a good tool if applied correctly. This officer stated that Social Host citations are not appropriate for all parties with underage drinking, but is an effective tool for instances when there are fights, no adult supervision, or a failure to comply. Other respondents indicated the ordinance is an effective tool because it holds parents responsible, provides law enforcement another tool to control underage drinking, and allows enforcement without neighbors having to make a criminal complaint. Two who reported that the SHO is not an effective tool shared the following reasons. One respondent stated that the ordinance has not been effective because it has not reduced underage drinking, while another said teenagers do not think of consequences, and therefore the ordinance does not change anything. This officer noted that teenagers who do actually think of consequences probably already choose not to drink for other reasons.

### ***Negative Impacts, Problems, and Suggestions***

**Negative Impacts.** When asked if there have been any negative impacts in their jurisdiction as a result of the SHO, 100% of those who responded to this item said “no” or that they did not know of any. One respondent added, “I believe the community supports the Social Host Ordinance and wants law enforcement to enforce it.”

**Problems/Obstacles with Enforcement.** In response to another question, the majority (75%) of the patrol officers said they have not encountered any problems or obstacles when trying to enforce the SHO in Camarillo. Of those who did encounter obstacles, one mentioned a specific party involving a large fight in which many officers had to respond. Another said that he/she had issues with the language of the policy, but did not provide any additional details related to this comment.

**Recommended Changes to the Ordinance.** When asked if there is anything they would change about the SHO, half of the Camarillo respondents said, “no.” The remaining half suggested the following:

- Increase the amount of the fine; and
- Add an option to charge hosts per response instead of a set fee when multiple patrol officers are required.

**Reluctance to Issue SHO Violations.** The survey respondents were also asked if there are ever instances when they are reluctant to issue a SHO citation. All of the respondents to this item said “no” with one respondent adding that he/she uses the ordinance often and another commenting that although he/she is not reluctant, he/she does not use it every time. This person said, “I use the Social Host Ordinance as another tool.”

**Enforcement Suggestions.** The final question on the SHO Patrol Survey asked respondents what would make it easier for them to enforce the SHO. Over half (57%) of the respondents said nothing would make it easier to enforce the ordinance, with some adding that the ordinance is already simple to issue. In fact, one officer not only said the current policy is appropriate, but emphasized that the ordinance is broad enough to allow officers discretion to apply it when needed. The remaining officers who responded to this question suggested making County and City forms the same and utilizing additional mechanisms to collect fines and recover response costs. The officers shared the following ideas:

- There should be an option that if a party creates such a disturbance that requires several additional officers, then instead of a base fine there should be an option to apply a “per officer charge.”
- There should be a mechanism that allows law enforcement agencies to also recover the cost of responding to parties, something similar to the DUI/Accident Cost Recovery Program.
- Fines should be applied to a city bill, such as trash or water (i.e., similar to the approach taken in Oxnard).
- County and City forms/paperwork should be the same.

## Thousand Oaks

In the City of Thousand Oaks, 32 out of 55 law enforcers completed the Social Host Ordinance Patrol Survey, yielding a response rate of 58%. Over half (59%) of the Thousand Oaks respondents were deputies, 28% were senior deputies, and 13% were sergeants.

### ***Calls for Service and SHO Citations***

When asked how often they responded to calls for service to private parties where underage drinking occurred within the last 12 months, 57% of the Thousand Oaks respondents said *once every few months*. About one third of the respondents said *monthly* (6%) or *a few times a month* (25%), and 9% said they

respond to these types of calls *weekly* (6%) or *more than once a week* (3%). In addition, one person (3%) said he/she had not responded to any such calls within the last 12 months. Regarding changes in the number of calls for service for underage drinking parties since the ordinance passed, over 70% reported *no change* (39%) or said they were *not sure* (32%). About one quarter (26%) of respondents said they believe there have been *fewer calls* for service to private parties with underage drinking; however, one respondent (3%) reported *more calls* for service since the SHO was passed. Next, the survey respondents were asked how many SHO citations they were involved in or wrote during the past 12 months. The number of citations reported ranged between zero and six, with 44% involved with one to three SHO citations and 19% with four to six. Over a third (37%) reported no involvement with SHO violations during the past year.

### ***Interest in Additional Training***

The Thousand Oaks survey respondents were also asked if they would be interested in additional information and/or training related to the ordinance. Nearly half (45%) indicated interest in learning more about the SHO, whereas the remaining 55% said they were not interested.

### ***Perceptions of Penalties, Effectiveness, and Benefits***

**Penalties.** When asked how suitable they think the penalties are for those who violate the ordinance, 83% said they believe the penalties are *just right*. Only 14% said the SHO penalties in Thousand Oaks are *too lenient* and even less (3%) said the penalties are *too severe*.

**Effectiveness.** Next, respondents were asked their opinions regarding the effectiveness of the SHO as a tool for reducing underage drinking parties. Most of the respondents (84%) agreed that the ordinance is an effective tool; only 16% said they believe it is not effective. When asked to explain these responses, 40% of those who agreed that the SHO is effective, commented that the fine is a good deterrent for hosting underage drinking parties. However, one respondent added a caveat saying the fines are only a good deterrent when combined with an educational campaign. Another 40% of the respondents said the SHO is an effective tool because it makes parents and other responsible parties more aware of the consequences. Twelve percent of the respondents to this item said the ordinance is effective because it reduces the amount and/or size of underage parties. The remaining two responses were mentioned by one respondent each and state that the ordinance is effective because it allows law enforcement to impose an immediate consequence (4%) and provides officers with another tool to help control underage drinking (4%). Those who said the SHO is not an effective tool shared the following reasons. One respondent explained that those hosting the parties are not the ones who actually face the consequences (i.e., parents pay their children's fine). Another respondent said the ordinance is not effective because underage drinkers are in the moment and do not consider consequences.

**Benefits.** The survey also asked about the benefits of the SHO in Thousand Oaks so far. A third of the respondents (33%) reported that the ordinance is beneficial because it reduces the amount and/or size of underage parties. Also in response to this item, some of the respondents (15%) discussed how the large penalty associated with the SHO forces people to consider the consequences. Another 15% said a major benefit is that the ordinance reduces ongoing problems and/deters future incidences (15%). Also, in response to this question, some of the respondents (15%) said they either didn't know of any benefits



related to the SHO or had not seen any thus far. The remaining benefits were mentioned by one (4%) or two (7%) of the patrol officers and suggest that the ordinance:

- Prevents/reduces underage drinking;
- Includes parents and holds them accountable;
- Educates those involved (i.e., parents are more aware of underage drinking);
- Results in fewer underage persons drinking and driving;
- Makes juveniles more cooperative because they are aware of the fines;
- Reduces calls for service; and,
- Reduces overdose calls.

### ***Negative Impacts, Problems, and Suggestions***

**Negative Impacts.** When asked if there have been any negative impacts in their jurisdiction as a result of the SHO, 85% of the respondents said, “no.” However, two (6%) of the respondents to this item mentioned that the ordinance had created poor relationships with those receiving the citations and one (3%) commented that parents have negative opinions about the ordinance. Also, a couple of the respondents (6%) said they did not know if there had been negative impacts.

**Problems/Obstacles with Enforcement.** In response to another question, over half (54%) of the patrol officers said they have not encountered any problems or obstacles in trying to enforce the SHO in Thousand Oaks. One respondent (4%) said he/she could not answer because he/she had not yet been involved in a SHO citation. However, the remaining respondents mentioned one or more of the following issues:

- Having to identify a certain number of juveniles who had been drinking;
- Uncooperative teenagers, parents, and/or home owners;
- A house that refused to answer;
- Many people leave when the police arrive;
- Some homeowners believe police cannot enter the residence;
- There are not enough citations available at the station;
- Deputies having to appear at Social Host hearings;
- Trying to reach parents who are out of town; and,
- Citing the son of a city employee caused a negative reaction.

**Recommended Changes to the Ordinance.** When asked if there is anything they would change about the SHO, 71% of the Thousand Oak respondents said, “no.” One respondent (4%) commented that he/she did not have enough information about the ordinance to suggest any changes; however, the remaining quarter (25%) made the following recommendations and comments:

- Increase the amount of the fine;
- Repeat violations should result in higher fines;
- Require classes on parenting and alcohol (similar to classes required by persons who are charged with driving under the influence);
- Originally I thought the ordinance was intended for houses with multiple party calls but lately citations have been issued to homeowners with no previous party call;
- Have a similar tool for parties involving legal drinking age attendees (e.g., when extensive resources are needed to shut a party down);

- Make penalties specific to underage drinkers; and,
- Put ordinance guidelines on the back of citations.

**Reluctance to Issue SHO Violations.** The survey respondents were also asked if there are ever instances when they are reluctant to issue a SHO citation. The majority (81%) said “no,” 16% said “yes” and one respondent (3%) commented that he/she tries to enforce SHO as needed. The respondents who said “yes” explained that they have been reluctant to issue Social Host citations when there were no priors and people were cooperative, and when there were obvious signs of financial hardship.

**Enforcement Suggestions.** The final question on the Patrol Survey asked respondents what would make it easier for them to enforce the SHO. Nearly half (46%) of the respondents said nothing would make it easier to enforce the ordinance, with some adding that the ordinance is already streamlined and clear in its current form. Others suggested that it would be easier to enforce if there was:

- No requirement for sergeant/supervisor approval;
- Greater public awareness;
- More citations available at the station;
- More calls for service related to SHO (i.e., increased calls would create more opportunities to enforce the ordinance);
- A requirement for juveniles to provide a preliminary alcohol screening breath test, with refusals resulting in suspended driving privileges;
- More follow through from the City (i.e., “no backing down when parents complain”); and,
- A specific citation for the ordinance with space for specific names of violators.

## Ventura

In the City of Ventura, 49 out of 70 law enforcers completed the Social Host Ordinance Patrol Survey, yielding a response rate of 70%. Although the majority of the respondents were officers (86%), about 8% were corporals and the remaining 6% sergeants.

### ***Calls for Service and SHO Citations***

When asked how often they responded to calls for service to private parties where underage drinking occurred within the last 12 months, about half (47%) of the Ventura respondents indicated *once every few months*, a third stated *monthly* (12%) or *a few times a month* (20%), and 18% said they respond to these types of calls *weekly* (12%) or *more than once a week* (6%). One respondent (2%) did not mark any of the boxes and wrote “not very many.” Regarding changes in the number of calls for service for underage drinking parties since the ordinance passed, nearly half (48%) reported that they were *not sure*, while another 40% reported *no change*. Twelve percent of respondents said they believe there have been *fewer calls* for service to private parties with underage drinking and no respondents reported an increase in calls since the SHO was passed. Next the survey respondents were asked how many SHO citations they were involved in or wrote during the past 12 months. The number of citations reported ranged between zero and ten, with 53% involved in one to three SHO citations, 6% in four to six citations, and another 6% in seven to ten. Over a third (35%) reported no involvement with SHO violations during the past year.

### ***Interest in Additional Training***

The Ventura survey respondents were also asked if they would be interested in additional information and/or training related to the ordinance. Forty percent indicated interest in learning more about the SHO, whereas the remaining 60% said they were not interested.

### ***Perceptions of Penalties, Effectiveness, and Benefits***

**Penalties.** When asked how suitable they think the penalties are for those who violate the ordinance, 83% said they believe the penalties are *just right*. Only 15% said they perceive the SHO penalties in the City of Ventura as *too lenient* and even less (2%) said the penalties are *too severe*.

**Effectiveness.** Next respondents were asked their opinions regarding the effectiveness of the SHO as a tool for reducing underage drinking parties. The majority of respondents (66%) agreed that the ordinance is an effective tool; 34% said they believe it is not effective. When asked to explain these responses, 74% of those who agreed that the SHO is effective commented that the fine is a good deterrent for hosting underage drinking parties. Another 18% of the respondents said the SHO is an effective tool because it makes parents and other responsible parties more aware of the consequences. The remaining two responses were mentioned by one respondent each and suggest that the ordinance is effective because it demonstrates police involvement (4%) and provides another way to help law enforcement disperse underage drinking parties (4%).

Those who said the ordinance is not an effective tool shared the following reasons. Some of these respondents said they believe that underage persons will find a way to drink regardless of the ordinance (28%), while others explained that the ordinance is not effective because those hosting the parties are not the ones who actually face the consequences and pay the fines (18%). Some of the respondents also said the ordinance is not effective because there is not enough public awareness about the ordinance at this time (18%). Explanations mentioned by one respondent each included: underage drinkers not considering the consequences; officers failing to use the ordinance; violations being difficult to establish; and, the penalty being too weak (i.e., a violation should be a criminal act).

**Benefits.** The survey also asked about the benefits of the SHO in the City of Ventura so far. About one third of the respondents reported that either they had not observed any (21%) or were not sure of any benefits (13%). The most frequently mentioned benefit was that the large penalty makes people consider the consequences of hosting underage drinking parties prior to hosting such parties (13%). Slightly fewer respondents (11%) said a benefit of the SHO is fewer calls for service. The remaining benefits of the ordinance were mentioned by one (3%), two (5%), or three (8%) of the patrol officers and suggest that the ordinance:

- Prevents/reduces underage drinking;
- Includes parents and holds them accountable;
- Provides a good way for law enforcement to end underage drinking parties;
- Reduces ongoing problems/allows police to impose a serious fine for repeat offenders;
- Reduces the amount and size of underage drinking parties;
- Keeps juveniles from having parties while their parents are out of town;
- Decreases the acceptance of underage drinking;

- Allows law enforcement to provide an immediate punishment; and,
- Reduces the number of underage persons who drink and drive.

### ***Negative Impacts, Problems, and Suggestions***

**Negative Impacts.** When asked if there have been any negative impacts in their jurisdiction as a result of the SHO, 98% of the respondents said “no” or that they did not know of any. However, one respondent (2%) reported that the financial strain for a parent who did not know about the party was a negative impact resulting from the ordinance.

**Problems/Obstacles with Enforcement.** In response to another question, the majority (89%) of the patrol officers said they have not encountered any problems or obstacles when trying to enforce the SHO in Ventura. The remaining responses were mentioned by one or two of the respondents:

- Uncooperative teenagers, parents, and/or home owners;
- A house that refused to answer; and,
- Having to identify a certain number of juveniles who had been drinking.

**Recommended Changes to the Ordinance.** When asked if there is anything they would change about the SHO, 80% of the Ventura respondents said, “no.” The remaining fifth of the respondents (20%) made the following recommendations and comments:

- Enforcement procedures should be changed (i.e., attach fines to property taxes);
- Number of minors present should be reduced;
- Community service would ensure that juveniles are punished;
- Include cost recovery for officer time spent investigating violations;
- Make violations a criminal arrest rather than a citation;
- Increase the amount of the fine; and
- Reduce the amount of the fine.

**Reluctance to Issue SHO Violations.** The survey respondents were also asked if there are ever instances when they are reluctant to issue a SHO citation. The majority (95%) said “no” and the remaining 5% provided the following examples of times they are or have been reluctant to issue a SHO citation:

- If there are no priors and people are cooperative; and,
- If tenants refuse to allow officers to conduct a proper investigation.

**Enforcement Suggestions.** The final question on the SHO Patrol Survey asked respondents what would make it easier for them to enforce the SHO. Most of the respondents (70%) said nothing would make it easier to enforce the ordinance, with a few adding that the ordinance is already easy to enforce and works well in its current form. Two respondents said they were not sure, and others made the following comments or suggestions for making the SHO easier to enforce:

- Greater public awareness;
- Having to prove fewer underage drinkers are present at the party;
- A “no tolerance” policy;
- If it were a criminal arrest not an ordinance violation citation; and
- If there were more calls for service related to SHO (i.e., increased calls would create more opportunities to enforce the ordinance).

## Similarities and Differences Across Jurisdictions

There were a number of interesting similarities and differences in Patrol Survey findings across the three jurisdictions. For example, the majority of patrol officers across jurisdictions said they had responded to calls for service to private parties where underage drinking occurred about *once every few months or monthly* during the past year. Although the majority of respondents across jurisdictions had not seen changes in the number of calls for service, 27% of those with an opinion about changes in the number of calls reported *fewer calls* for service to private parties with underage drinking during the past year.

Across jurisdictions, patrol officers' interest in additional information and/or training related to the ordinance, and their perceptions about penalties for violating it, were consistent. Between 40% and 45% of the patrol officers indicated interest in learning more about the Social Host Ordinance. Likewise, over 80% of the officers said the level of the penalty in their jurisdiction was *just right*. Less than 20% of the respondents thought the penalties were *too lenient* or *too severe*.

Regarding effectiveness of the SHO as a tool for reducing underage drinking parties, a large majority of survey respondents from Camarillo and Thousand Oaks agreed that the ordinance is an effective tool (80% and 84%, respectively). Slightly fewer respondents from Ventura (66%) also reported that the ordinance is effective. When asked to explain why the ordinance is effective, the most common responses across jurisdictions were (a) the fine is a good deterrent for hosting underage drinking parties and (b) the ordinance makes parents and other responsible parties aware of the consequences and holds them accountable. Similarly, some of the most frequently mentioned benefits of the SHO listed by the officers were that it reduces the amount and/or size of underage parties and that the large penalty associated with the SHO forces people to consider the consequences of hosting underage drinking parties.

Nearly all of the law enforcement officers surveyed report that there have been no negative impacts resulting from the SHOs in their respective jurisdictions. That is, 100% of respondents from Camarillo, 85% from Thousand Oaks, and 98% from Ventura reported no negative impacts resulting from the SHOs. In addition, three out of four (75%) law enforcement officers across jurisdictions reported no problems or obstacles when trying to enforce the SHO (i.e., 75% in Camarillo, 54% in Thousand Oaks, and 89% in Ventura reported no problems or obstacles). When asked what they would change about the SHO, 75% of the officers across jurisdictions said there was nothing they would change about the ordinance. Also noteworthy is the finding that fewer than 10% of the officers across the jurisdictions reported ever encountering an instance that they felt reluctant to issue a Social Host citation.

When asked what would make it easier to enforce the SHO, many of the respondents in Camarillo (57%), Thousand Oaks (46%), and Ventura (70%) said nothing would make it easier, with respondents across jurisdictions adding that the ordinance is already simple to use in its current form. Those from Camarillo who had enforcement suggestions discussed using additional tools to collect the fines and recover response costs. Some of the most common suggestions from the Thousand Oaks officers were to remove the requirement of receiving sergeant/supervisor approval before issuing a Social Host citation, to create greater public awareness about the ordinance and its consequences, and to make more citation forms available at the station. Some of the Ventura officers also suggested creating greater public awareness, in addition to reducing the number of minors that they must prove is present at the parties.

## Key Informant Interviews – Fines and Appeals

Key Informant Interviews were conducted to develop a better understanding of the collection process of SHO fines and related appeal procedures.

### Camarillo

In Camarillo, the Fines and Appeals interview was conducted with the city's Code Enforcement Supervisor. After reviewing the city records, he said 45 Social Host citations have been issued since the ordinance has been in effect. While the city has tried to collect all 45 fines, they have been successful in collecting 31 thus far (i.e., 69% of the fines have been collected).

When asked what challenges Camarillo has encountered with the collection of fines, he discussed difficulties locating people who have moved to obtain the payment of the fines. He also mentioned that they have had challenges getting those who received the citations to submit the payment. The Code Enforcement Supervisor was asked if he had considered making any changes to the ordinance, or procedures related to the ordinance, to facilitate the collection of fines. He said that one of the primary changes they would like to implement in Camarillo is transferring liability to property owners when they are unable to collect fines from the original person cited. In other words, make the property owner responsible for paying the uncollected Social Host fines. Response costs can be collected from property owners at the present time, but not the actual fines. He added that no action to modify the SHO has been taken because it is unclear if such liability can be transferred to property owners. He would like to see if the city has explored a civil forfeiture for physical property approach, only in terms of monetary payment for outstanding Social Host fines.

The interviewee also explained the process used when an appeal is made for a Social Host citation. Camarillo has a two step process. The first is called an Administrative Review, whereby the person who receives the citation submits a request to have the citation reviewed by the City. This step entails determining whether the citation was issued to the proper person for the proper reason (i.e., it is strictly an administrative process). Then assuming that the person did not prevail or the request for review was denied, the second step is a Formal Administrative Hearing. If such a hearing is requested, the person may have someone present evidence on his or her behalf and then a determination is made. Thus far, there have been no appeals made in Camarillo for Social Host violations.

When asked if there was anything else he would like to share about the Social Host Ordinance, he made the following comment: *"The SHO is a good tool, but clearly your survey focuses on the issue that can be most difficult, the fine collection. Sometimes it seems frustrating to go through all of these processes, spending the time and the effort to administer the SHO itself and track citations, issue them, etcetera and then when it is all said and done it is difficult to collect the fines."* He went on to explain that when one receives a speeding ticket or is involved in a more criminal process, there are a host of other tools and punitive measures that encourage people to submit fines (e.g., suspending their driver's license, issuing a warrant). Although the city uses a collection agency, collecting these fines is very time and labor intensive and they can only do so much. The Code Enforcement Officer reported concern about being able to collect money from the 14 people who currently have outstanding fines. He suggested that additional consequences might make the idea of paying Social Host fines more attractive.

## **Thousand Oaks**

In Thousand Oaks, the Fines and Appeals interview was conducted with the Assistant City Attorney. After reviewing the records, the interviewee confirmed that 32 Social Host citations have been issued to date. Although the city has tried to collect all 32 fines, they have been successful in collecting 12 fines thus far. In addition, three juveniles participated in community service as opposed to paying the fines (i.e., 47% of the fines have been collected or community service has been served). Of the remaining 17 citations, 16 are still going through the process and one appeal was upheld.

When asked what challenges Thousand Oaks has encountered with the collection of fines, the interviewee discussed issues with having enough manpower for the process of going through small claims or collections. He mentioned that since most of those who receive Social Host violations are individuals who either do not have jobs or have very low-paying jobs, trying to arrange payment schedules with such individuals can be challenging. When asked if he had considered making any changes to the ordinance, or procedures related to the ordinance, to facilitate the collection of fines, the interviewee stated that, if better collection processes needed to be made then such changes would be discussed through a city finance team and any significant change would have to go to City Council.

The interviewee was also asked to explain the appeal process for Social Host citations. He explained that each citation receives a preliminary review by the Captain or Supervisor above the officer who issued the citation. This is an opportunity for the Captain or Supervisor to see if the citation was issued appropriately. If deemed proper, the Supervisor notifies the person who was cited that the violation still stands. The person has 35 days to file an appeal or pay the fine. If the person files an appeal then a hearing date is established with a neutral hearing officer. Both sides are heard and then the hearing officer has 15 days to render an opinion and notify both sides. So far the interviewee said he has handled approximately 12 to 14 appeals to the issuance of Social Host citations in Thousand Oaks. When asked if any of the appeals have been upheld, he reported that only one time had a hearing officer granted an appeal and voided the citation. This particular citation was deemed invalid because the hearing officer determined it was not issued appropriately.

When asked if there was anything else he would like to share about the Social Host Ordinance, he shared that although there were advertising and efforts to educate the community about the SHO when the ordinances were first passed in Ventura County, he did not know if awareness efforts have continued. For example, he wondered if there are scheduled or annual events at high schools letting students know about the ordinance and the related consequences. The interviewee also mentioned that a couple of times when he has talked to high school students about the ordinance, they do not know much about it. In fact, that was even the case with some of those who received citations.

## **Ventura**

In Ventura, the Fines and Appeals interview was conducted with the city's Alcohol Enforcement Officer. After reviewing the city records, he said a total of 40 Social Host citations have been issued since the ordinance has been in effect. While the city has attempted to collect all of the fines, thus far only twelve have been paid, some with late charges (i.e., 30% of the fines have been collected). The remaining 28 Social Host fines are unpaid with late fees attached.

When asked what challenges Ventura has encountered with the collection of fines, the interviewee said that, due to the large fine, many people are simply not paying. The Alcohol Enforcement Officer did not suggest making any changes to the ordinance, or procedures related to the ordinance, to facilitate the collection of fines.

When asked about the appeal process, he explained that if an appeal is made for a Social Host citation, the person must first undergo an Administrative Review with the Ventura Police Department (VPD). The appeal has to be made within the first 30 days of the citation being issued. When the appeal is received VPD has 10 days to respond to the person regarding the status of the citation. If the appeal is dismissed, VPD sends the cited person a notice of conclusion through certified mail and notifies the revenue company, who then dismisses the fine and sends the cited person a letter of dismissal as well. If the administrative review is denied a notice of conclusion is sent to the person contesting the citation and is copied to the City Clerk and Revenue Experts, who will then allow a new payment cycle. The cited person then has 20 days to file a request for Administrative Hearing with the City Clerk’s office and must either make an advance deposit of the entire penalty, or \$1000 of penalty payment (whichever is less), or a request for hardship waiver. An Administrative Hearing is then conducted with a hearing officer from Revenue Experts and the citing officer or another department representative. After the Administrative Hearing process is complete the hearing officer makes a decision within 10 days. If they dismiss the citation, the revenue company will then issue the cited person a refund.

Since the ordinance went into effect, VPD has received seven appeals on Social Host citations. Of the seven appeals, the VPD hearing officer dismissed one and the remaining six were denied, one of which went to an Administrative Hearing. That hearing also resulted in a denial by the Revenue Experts.

**Similarities and Differences Across Jurisdictions**

As seen in **Table 15**, the percentage of fines collected across the cities ranged from 30% to 69%. Camarillo had the highest percentage of Social Host fines collected (69%), whereas less than a third of the fines were collected in Ventura (30%) and about half in Thousand Oaks (47%) at the time of the interviews. Regarding appeals, Camarillo had not received any appeals to date, whereas Ventura had received 7 and Thousand Oaks 12-14. Only one appeal was upheld in Ventura and one in Thousand Oaks.

**Table 15. Comparison of Fines and Appeals**

|   | <b>Camarillo</b> | <b>Thousand Oaks</b> | <b>Ventura</b> |
|---|------------------|----------------------|----------------|
| # of Citations Issued                             | 45               | 32                   | 40             |
| % of Fines Collected/<br>Community Service Served | 69%              | 47%                  | 30%            |
| # of Appeals                                      | 0                | 12-14                | 7              |
| # of Appeals Upheld                               | N/A              | 1                    | 1              |

The key informant interviewees across all three cities mentioned the same challenge with the collection of Social Host fines. It seems that because the penalties are relatively large and there are no consequences associated with not paying, the cities are having difficulties collecting the fines. In some



cases, people move and the city has trouble locating them, and other times those receiving the citations cannot afford the fines. However, the bottom line was the same across cities – many people receiving Social Host citations are not paying their fines. One suggestion from the interviewees was to find a way to legally transfer liability for the fines to the property owner when the original recipient does not pay. This might be one method for increasing the consequences for violation of the ordinance. Some property owners forced to pay Social Host fines are likely to resolve the issue by evicting their tenants or bringing the residents into compliance with the law. Another noteworthy comment made during the interviews involved the educational component behind the SHO. If juveniles and their parents are not aware of the ordinance and its consequences, then it will have little impact on deterring residents from hosting underage drinking parties.

#### **SECTION 4: SUMMARY AND RECOMMENDATIONS**

The final section of the report will discuss (a) promising findings and impacts, (b) limitations in the data, (c) evaluation lessons learned, and (d) recommendations and next steps for VCBH and their partners.

##### **Promising Findings and Impacts**

There were numerous positive findings and impacts revealed during the course of data review and interviews. Examples of the most promising findings and impacts of the Social Host Ordinances in three Ventura County cities thus far are listed below.

- Three out of four law enforcement officers surveyed agree that the SHO is an effective tool for reducing underage drinking parties.
- Of those with an opinion about changes in the number of service calls, about one quarter of all law enforcement officers surveyed report fewer calls for service for underage drinking parties since the ordinances passed – 71% said there were no change in calls, 27% said there were fewer calls, and 2% said there were more calls for service for these types of parties.
- Nearly all (91%) of the law enforcement officers surveyed report there have been no negative impacts resulting from the SHOs in their respective jurisdictions.
- Four out of five law enforcement officers surveyed believe the SHO penalty is appropriate for their respective jurisdictions – 83% from Thousand Oaks, 83% from Ventura, and 80% from Camarillo.
- Three out of four law enforcement officers across jurisdictions reported no problems/obstacles when trying to enforce the SHO (75%) and said they would not change anything about the ordinances (75%).
- Since passage of the ordinances, a total of 129 SHO violations have been issued across the three jurisdictions. This represents approximately half of the 242 citations issued in Ventura County to date.
- The overall rate of SHO violations per party disturbance calls for service has decreased since the ordinances were passed – for example, 2007 rates have dropped from 17.5 Social Host violations per 500 party disturbance calls to 13.1 in Camarillo.
- The size of underage drinking parties appear to have decreased since the passage of the ordinance – some enforcement data indicated decreases in the percentage of hosts who received citations for parties with 51-100 attendees and several law enforcement officers noted decreased size of underage drinking parties in Thousand Oaks.
- CHKS data for Thousand Oaks students demonstrated decreases in ease of obtaining alcohol since the implementation of the ordinance - 59% of 9<sup>th</sup> graders and 78% of 11 graders reported that alcohol is fairly or very easy to obtain in Fall 2007, as compared to 65% and 84% of 9<sup>th</sup> and 11<sup>th</sup> graders before the ordinance was passed.

- The majority of persons who received a Social Host violation have done so only once. That is, only 4% of violators were repeat offenders.

### **Limitations**

This evaluation study is not without its limitations. First, there was no comparison group/jurisdiction in the current study limiting the generalizability, as well as types of conclusions that can be drawn. Although the outcomes investigated here cannot be directly linked to the SHOs, efforts were made to include multiple jurisdictions (Camarillo, Thousand Oaks, and Ventura), as well as to triangulate multiple data collection methodologies and sources. That is, the evaluators included different types of trend data from various sources, and supplemented the analyses of existing data with survey and interview data in order to provide greater context to increase the validity of the findings.

Also, it should be noted that the evaluators faced a number of constraints regarding the availability of archival data which reflected the specific goals of the SHOs. For instance, in some cases data for the age of the persons involved in alcohol-related incidences or the city in which the incidences occurred was not available, and therefore could not be included in the current report (e.g., Emergency Medical Service data). However, the evaluators are continuing to pursue more data sources and plan to include these findings in the report for the second phase of the impact evaluation.

It is also important to acknowledge that some of the archival data included in the Phase I report were not available for every time period of interest. As noted in the findings section, pre-data could not be obtained for one of the CHKS indicators, limiting that analysis. However, the evaluators deemed it valuable to keep this indicator in the report as it may prove useful when assessing changes in alcohol-related behaviors of young people in the years ahead.

Indicators showing few changes in trends over time should not necessarily be interpreted as demonstrating a lack of SHO impact. More appropriately, these indicators should be further scrutinized to determine whether or not they provide credible data for studying the impacts of SHOs. Also, when reading this report one must take into account that the SHO is intended to not only deter people from hosting underage parties, but also change community norms about the acceptability of underage drinking. This kind of change is likely to take many years to achieve, and this report is the first in helping to establish a way to measure that change. For example, widespread norm changes regarding seat belt use and even drinking and driving were only achieved after years of ongoing efforts by traffic safety experts and advocates often with well-funded major public education programs.

Although these limitations exist, the evaluators designed the most rigorous study feasible given the timeframe and scope of the study, as well as constraints on availability of data. Each of these issues will be revisited in Phase II of the impact evaluation and additional data collection strategies to be implemented are expected to overcome some of the limitations.

## Evaluation Lessons Learned

Although an increasing number of cities and counties across the United States are adopting Social Host Ordinances, there are few, if any, formal evaluations of the impacts of these efforts at this time. As such, there were no pre-existing methodologies, suggested indicators, or best practices to draw from when designing and implementing a Social Host Ordinance evaluation. For this reason, it is important to document the lessons learned from the current evaluation. We hope the Prevention field can begin to determine which methodologies and indicators are most appropriate for demonstrating the impacts of the ordinance. Some lessons learned that may be useful for future evaluations include:

- ✓ Be aware that some data systems do not lend themselves to Social Host Ordinance studies – records kept for administrative purposes may or may not reflect the goals of the ordinance or provide consistent, useful information.
- ✓ Be flexible – time intervals covered by a given statistic or dataset may not be the unit of time ideal for assessing changes since the passage of the ordinance, but may be useful to identify trends later.
- ✓ Collaborate with local agencies to obtain the most reliable and relevant data possible – it is important to build good working relationships with local agencies, as the evaluator may need to make additional data requests to track impact indicators over time.
- ✓ Be patient and willing to make many calls – sometimes a first contact may not have the answers, but can refer you to someone who can offer additional assistance (e.g., the Manager of Medical Records did not have access to BAC data, but was able to provide contact information of the Performance Improvement Coordinator, who referred us to the Lab Manager who was able to provide that type of data).
- ✓ Determine if permission to review records is required – not completing and signing all HIPAA and other confidentiality forms early on may hold up progress.
- ✓ Allow plenty of time to gather and clean archival data<sup>2</sup> – ask lots of questions and know exactly what the data represent.
- ✓ Supplement archival data with local sources – surveys and interviews can help provide context for trend data and provide indicators not otherwise available.

## Recommendations and Next Steps

The following are suggested next steps for VCBH Alcohol and Drug Programs and their community partners as they move forward with continued efforts in deterring the provision of alcohol to underage persons in home party settings.

### **1. Develop and implement a plan to build additional awareness about the Social Host Ordinances and related consequences.**

It may be useful to develop and implement an expanded plan to increase awareness about the ordinance among residents throughout Ventura County. As suggested by the survey findings, if one of the main reasons the ordinance is effective is because it acts as a deterrent for hosting underage drinking parties, then it is especially important to provide broad-based community education about the intent of the ordinance and its associated consequences. In order to be a successful deterrent, people

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<sup>2</sup> Cleaning data involves detecting and correcting/removing inaccurate records from a dataset.

need to be aware of the ordinance. VCBH and their partners should consider assessing the current level of public awareness of the ordinance to help guide the development of a targeted awareness campaign. Some suggestions from those who participated in this evaluation include listing addresses of those who have received citations on the internet, distributing press releases about the ordinance, and building awareness at annual events at high schools. Providing information about the ordinance to incoming high school students and their parents at orientation or student/teacher night may be especially effective in targeting “new cohorts” of students and parents who may not be aware of the consequences of hosting underage drinking parties. Other possibilities include using “hot spot” or “narrowcast” media to build awareness about the ordinance (e.g., door hangers, movie theater advertisements).

**2. Consider implementing changes suggested by patrol officers regarding Social Host Ordinance enforcement procedures.**

Although the current study focused on three jurisdictions, it is important to consider how the findings relate to other areas of Ventura County. For example, VCBH and their partners should discuss and reflect on the benefits of implementing some of the recommendations related to Social Host enforcement protocols, not only in Camarillo, Thousand Oaks, and Ventura but how such changes countywide might positively or negatively impact the long-term outcomes of the ordinances. For example, some suggestions involve reducing the number of underage drinkers officers must prove are present at the party, or perhaps removing requirements for sergeant/supervisor approval of Social Host citations in relevant jurisdictions. Some of the patrol officers thought it would be beneficial to make the consequences of violating the ordinance more specific to juveniles, such as punishing juveniles with community service or requiring they attend classes on the dangers of alcohol (similar to classes required by those charged with driving under the influence). Others suggested adding a requirement for juveniles to provide a preliminary alcohol screening breath test, or even making Social Host violations a criminal arrest rather than citation. Some of these recommendations may be more or less feasible; however a good starting place may be a discussion about ways to ensure that sufficient citations are available at every station. Providing easy-to-use citation forms and making them readily available to officers across jurisdictions may assist with enforcement of the ordinance.

**3. Investigate methods to increase the collection of Social Host Ordinance fines.**

It is clear from the key informant interviews that collecting SHO related fines in Camarillo, Thousand Oaks, and Ventura has been a challenging process. Given the consistency of this finding across jurisdictions, it is likely that other cities in Ventura County are struggling with the same issue. In part, the Social Host Ordinances were developed to hold hosts accountable for underage drinking; however if people do not pay their fines, there is no meaningful consequence for their actions and thus the accountability component is lost. Some suggestions related to this issue included attaching fines to property taxes or city bills such as trash or water. Another idea was to find a way to legally transfer liability for the fine to the property owner when the original recipient does not pay. This might be one method for not only facilitating the collection of fines, but also increasing the consequences of violating the ordinance for those who do not pay (i.e., some persons may be evicted from their homes by property owners forced to pay their fines).

**4. Consider additional training or materials for law enforcement officers related to the Social Host Ordinances.**

Given that at least 40% of the patrol officers across jurisdiction reported interest in additional training or information about Social Host Ordinances, VCBH could assist in determining officers' specific training needs and working with law enforcement to respond. As suggested by the officers, one way of providing additional information would be to put ordinance guidelines on the back of the citations. This may help facilitate and even increase the likelihood of continued and consistent enforcement.

**5. Continue to monitor the impacts of the Social Host Ordinances over time.**

It is important for VCBH and their partners to continue to track both enforcement and resulting outcomes associated with the ordinances over time. This information is not only invaluable to the continued improvement and sustainability of VCBH's ongoing efforts to reduce underage drinking parties and related problems, but also to inform Social Host policy adoption and enforcement in other areas of the country. Given longstanding norms pertaining to underage drinking it is expected that continued prevention and enforcement will produce positive outcomes and achieve all of the objectives inherent within Social Host Ordinances as an environmental prevention strategy. However, it is important to remember that this type of large scale change is a process that requires ongoing efforts and takes time.

That is, first people must become aware of the ordinance and its consequences and then individual attitudes about underage drinking can begin to change among parents and their children. Next, as a result of these attitudinal changes one might expect to see changes in underage drinking behaviors that later, after several years, become visible in global indicators like the ones provided in this report (e.g., alcohol-related ER visits by underage persons). At this point, after only a couple years since the passage of the ordinances, we are already seeing some changes in global indicators, but again would like to remind the reader that these types of changes are likely to take many years to achieve.

Lastly, it is important to keep in mind that this evaluation report included findings from Phase I of a planned two-phase impact evaluation study. Phase II is anticipated to begin Fall 2009 and will complement the current evaluation by continuing to follow existing data trends, and gather new information from additional stakeholders such as youth and parents about the impact of the SHO on their attitudes and behaviors.

**APPENDIX A. SOCIAL HOST ORDINANCE MATRIX**

|  | <b>City of Camarillo</b>  | <b>City of Thousand Oaks</b>   | <b>City of Ventura</b>  |
|--|---|--|---|
| <b>Date enacted</b>                                    | June 2006   | May 2006   | June 2007   |
| <b>Purpose of ordinance</b>                            | “The purposes of this chapter include: a) To protect public health, safety and general welfare; b) To supplement existing laws that prohibit serving alcoholic beverages to underage persons as well as the consumption of alcoholic beverages by underage persons; and c) To provide for the recovery of costs associated with providing law enforcement, fire and other emergency response services to loud or unruly gatherings.”  | “a) To enforce laws prohibiting the service and consumption of alcoholic beverages by underage persons; b) To protect public health, safety, general welfare and quiet enjoyment of residential property and properties neighboring one of these gatherings; c) To establish standards and controls of parties, gatherings or assemblages involving underage persons consuming alcoholic beverages on private property when such gatherings are determined to be a threat to the public peace, health, safety or general welfare and require initial police response and return calls to the location to disperse uncooperative participants.”   | “...purpose of establishing standards and controls to enforce laws prohibiting the service to and consumption of alcoholic beverages by underage persons; to protect public health, safety, general welfare and quiet enjoyment of residential property and properties neighboring one of these gatherings; and to establish standards and controls of parties, gatherings or assemblages involving underage persons consuming alcoholic beverages on private property when such gatherings are determined to be a threat to the public peace, health, safety or general welfare, or require initial police response and return calls to the location to disperse uncooperative participants.”  |
| <b>Definition of public nuisance/ unruly gathering</b> | Defines “loud or unruly gatherings” as “a party or gathering of two or more persons at or on a residence or other private property upon which loud or unruly conduct occurs. Such loud or unruly conduct includes but is not limited to: 1) Excessive noise; 2) Excessive traffic; 3) Obstruction of public street or crowds that have spilled into public streets; 4) Public drunkenness or unlawful consumption of alcohol or alcoholic beverages; 5) Service to or consumption of alcohol or alcoholic beverages by any underage person, except as permitted by law; 6) Assaults, batteries, fights, domestic violence or other disturbances of the peace; 7) Vandalism; 8) Litter; and 9) Any other conduct which constitutes a threat to public health, safety, quiet enjoyment of residential property or general welfare.” | A public nuisance is defined as an “unruly gathering” meaning “a party, event or gathering where four or more underage persons are present at a private property in which alcoholic beverages are being consumed or possessed by any underage person and upon which unruly conduct occurs. Illustrative of such unruly conduct is excessive noise, excessive traffic, obstruction of public streets by crowds or vehicles, public drunkenness or unlawful public consumption of alcohol or alcoholic beverages, assaults, batteries, fights, domestic violence or other disturbances of peace, vandalism, litter, and any other conduct which constitute a threat to public health, safety, quiet enjoyment of residential property or general welfare.” | A public nuisance is defined as a “unruly gathering” meaning “a party, event or gathering where four or more underage persons are present at a private property in which alcoholic beverages are being consumed or possessed by any underage person and upon which unruly conduct occurs. Illustrative of such unruly conduct is excessive noise, excessive traffic, obstruction of public streets by crowds or vehicles, public drunkenness or unlawful public consumption of alcohol or alcoholic beverages, assaults, batteries, fights, domestic violence or other disturbances of peace, vandalism, litter, and any other conduct which constitute a threat to public health, safety, quiet enjoyment of residential property or general welfare.” |

|                                      | City of Camarillo   | City of Thousand Oaks   | City of Ventura   |
|--------------------------------------|---|---|---|
| <b>Responsible person(s)</b>         | <p>“Responsible person means a person or persons with a right of ownership, management, occupation, or possession of the residence or other private property on which a loud or unruly gathering is conducted, including, but not limited to: 1) an owner of the residence or other private property; 2) A tenant or lessee of the residents or other private property; 3) The landlord of another person responsible for the gathering; 4) The person in charge of the residence or other private property; and 5) The person who organizes, supervises, officiates, conducts or controls the gathering or any other persons accepting responsibility for such a gathering.”</p> | <p>“Responsible person shall mean a person or persons with a right of possession of the residence or other private property at which an unruly gathering is conducted. A responsible person need not be present at such gathering and prior knowledge of the unruly gathering is not a prerequisite to finding that any specific individual is a responsible person as defined by this section. Responsible person includes, but is not limited to: 1) Owner(s) and/or lessee(s) of the property where an unruly gathering is taking place, including the record owner of the title to property, wherever that person or entity may currently reside; 2) Person(s) hosting an unruly gathering; 3) Person(s) receiving money or other consideration for granting access to an unruly gathering; 4) Parent(s) or legal guardian(s) of a minor who is also a responsible person; 5) Tenant of the residence or other private property; 6) Person(s) in charge of the private property.”</p> | <p>“Responsible person shall mean a person or persons with a right of possession of the residence or other private property at which an unruly gathering is conducted. A responsible person need not be present at such gathering and prior knowledge of the unruly gathering is not a prerequisite to finding that any specific individual is a responsible person as defined by this section. Responsible person includes, but is not limited to: 1) Owner(s) and/or lessee(s) of the property where an unruly gathering is taking place, including the record owner of the title to property, wherever that person or entity may currently reside; 2) Person(s) hosting an unruly gathering; 3) Person(s) receiving money or other consideration for granting access to an unruly gathering; 4) Parent(s) or legal guardian(s) of a minor who is also a responsible person; 5) Tenant of the residence or other private property; 6) Person(s) in charge of the private property.”</p> |
| <b>Fines for violating ordinance</b> | <p>Civil violation punishable by fines which escalate for repeat offenses within a 12 month time period.</p> <ul style="list-style-type: none"> <li>• First = \$500</li> <li>• Second = \$1,000</li> <li>• Third or subsequent = \$2,500</li> </ul>   | <p>“1) The Civil Penalty shall be as specified in the City’s Master Fee Resolution for the first violation or for any violation within twenty-four (24) hours of the first violation; (2) The Civil Penalty shall be as specified in the City’s Master Fee Resolution for a second violation occurring within one year of the first cited violation, but outside of the twenty-four (24) hour period. Such amount shall apply for any violation occurring within twenty-four (24) hours of the violation cited under this subsection; and 3) The Civil Penalty shall be as specified in the City’s Master Fee Resolution for a third or any further violations occurring within one year of the first cited violation, but outside of the twenty-four (24) hour period.”</p>  | <p>“The city council, by resolution, shall establish civil penalties for: 1) A first violation; 2) A second violation occurring at the same private property within one year of the first cited violation; and, 3) A third and any further violation occurring at the same private property within one year of the first cited violation.”</p>  |

|   | City of Camarillo  | City of Thousand Oaks   | City of Ventura   |
|---|--|---|---|
| <b>Process of notifying responsible person(s) of violation of ordinance</b>     | <p>"1) Prior to implementing any liability, when law enforcement, fire or other emergency responder makes initial response to loud or unruly gathering, a written warning must be provided to any responsible person for gatherings that: a) A loud or unruly gathering exists; and b) Any responsible person(s) will be charged for any response costs required for subsequent responses to a loud or unruly gathering at the residence or other private property within a twelve month period from the date of warning; 2) If a responsible person cannot be identified at the scene, the official may subsequently return to the residence or other private property and issue the warning to a then-present responsible person; 3) If a written warning is not provided to a responsible person who identifies himself or herself as an owner of the property, then a copy of the warning must be sent within thirty days of the initial response by first-class or certified mail to the owner of the residence or other private property, as identified on the last equalized assessment roll of the Ventura County Assessor; and, 4) A copy of the warning may also be given to any other known responsible person who does not reside at the residence or other private property in question by first-class or certified mail within thirty days of the initial response."</p> | <p>"When a law enforcement, fire, or other emergency response provider makes an initial response to an unruly gathering, the official shall, in writing, inform any responsible person(s) for the gathering at the scene that: 1) The official has determined that an unruly gathering exists; and, 2) That if emergency response providers make a second response to the same location within one year of the initial response, but outside of the twenty-four (24) hour period the responsible person(s) will be charged for any response costs required for responding to the unruly gathering. Responsible person(s) will continue to be charged response costs for any subsequent responses to an unruly gathering at the same location within one year of the initial cited violation."</p> | <p>"When a law enforcement, fire, or other emergency response provider makes an initial response to an unruly gathering at a private property, the official shall, in writing, warn any responsible person(s) for the gathering at the scene that: 1) The official has determined that an unruly gathering exists; and 2) If emergency response providers make any further emergency responses to the same location for an unruly gathering within one year of the initial response, the responsible person(s) will be charged for the costs of providing those emergency responses."</p> |
| <b>Ordinance explicitly outlines alternative penalty for underage person(s)</b> | No   | Yes - "In the event a juvenile is found to be a responsible person as defined by this ordinance, the juvenile may perform community service and pay City administrative fees, if any, as an alternative to paying the civil penalty with the prior written consent and approval of the City of Thousand Oaks Police Chief or designee."   | No  |



|   | City of Camarillo  | City of Thousand Oaks   | City of Ventura   |
|---|--|---|---|
| <b>Billing and collection for response costs</b>                      | <p>“a) The amount of response costs will be deemed a civil debt owed to the city by the responsible person held liable under Section 10.32.050 for the loud or unruly gathering and, if a minor, by the minor’s parents or guardians and b) Notice of the response costs for which the responsible person is liable will be mailed by first class or certified mail within forty-five days of the response giving rise to such costs. The notice must contain the following information: 1) The name of the person being held liable for the payment of such costs; 2)The address of the residence or other private property where the loud or unruly gathering occurred; 3) The date and time of the response; 4) The law enforcement, fire or emergency service provider who responded; 5)The date and time of any previous warning given pursuant to Section 10.32.050 or previous responses to loud or unruly gatherings at the residence or other private property in question within the previous twelve months; 6) An itemized list of the response costs for which the person is being held liable; and 7) Notice of the right to appeal the imposition and amount of response costs.”</p> | <p>“a) The response costs shall also be deemed a civil penalty and are collectable pursuant to the procedures in Article 2 of Chapter 2, Section 1-2.201, et seq. A person owing such costs shall be liable in an administrative civil proceeding for recovery for such fees; b) If the responsible person is a juvenile, then the juvenile’s parents or guardians shall be liable for the response costs; c) Besides the information required in a citation issued pursuant to Section 1-2.203(e), the citation shall contain the following information: 1) The name(s) of the person(s) being held liable for the payment of such costs; 2) The address of the residence or other private property where the unruly gathering occurred; 3) The date and time of the response; 4) The law enforcement, fire or emergency service provider who responded; 5) The date(s) and time(s) of any previous warning(s) given pursuant to Section 5-26.06 and/or previous responses to unruly gatherings at the residence or other private property in question within the previous one year; 6) An itemized list of the response costs for which the person(s) is being held liable; and, 7) The imposition of a lien on the subject property in the event of nonpayment of response costs.”</p> | <p>“The emergency response costs incurred under this section shall be deemed a debt owed to the city and are due 30 days after receipt of the bill. Any responsible person owing such debt shall be liable in a civil action brought in the name of the city for recovery of such debt, including reasonable attorney’s fees and costs. The bill shall contain the following information: 1) The name(s) of the person(s) being held liable for the payment of such costs; 2) The address of the private property where the unruly gathering occurred; 3) The date and time of the emergency response; 4) The names of law enforcement, fire or emergency service providers who responded; 5) The date(s) and time(s) of any previous warning given pursuant to section and/or previous responses to unruly gatherings at the private property in question within the previous one year; and 6) An itemized list of the emergency response costs for which the person(s) is being held liable.”</p> |
| <b>Timeframe in which payment for response costs must be received</b> | <p>“The responsible person must remit payment of the noticed response costs to the city’s finance dept. within thirty days of the date of the notice. In the event timely payment is not made, the responsible person owing such costs will be liable in a civil action brought in the name of the city for recovery of the response costs, including interest at the maximum legal rate from the date the payment becomes delinquent, a late penalty of one hundred dollars, and all reasonable attorney’s fees and costs associated with the collection action.”</p>   | <p>“If a timely request for an administrative hearing pursuant to Section 1-2.208 is not made, such costs, if unpaid within 35 days of notice, shall become a lien against the property as is authorized by Government Code Section 38773.1.”</p>   | <p>“The emergency response costs incurred under this section shall be deemed a debt owed to the city and are due 30 days after receipt of the bill. Any responsible person owing such debt shall be liable in a civil action brought in the name of the city for recovery of such debt, including reasonable attorney’s fees and costs.”</p>  |

APPENDIX B. PATROL SURVEY

**Social Host Ordinance Patrol Survey**

Rank:  Officer  Corporal  Sergeant  Deputy  Senior Deputy

1. Within the last 12 months about how often did you respond to calls for service to private parties where underage drinking occurred?

- More than once a week
- Weekly
- A few times a month
- Monthly
- Once every few months

2. In your opinion do you think the number of calls for service for underage drinking parties has changed since the Social Host Ordinance was passed?

- Fewer calls
- More calls
- No change
- Not sure

3. Within the past 12 months, about how many Social Host Ordinance citations were you involved in or did you write? \_\_\_\_\_

4. Would you be interested in additional information and/or training related to the Social Host Ordinance?  Yes  No

5. In your opinion is the Social Host Ordinance an effective tool for reducing underage drinking at private parties?  Yes  No

Why or why not?

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6. How suitable do you think the penalties are for those who violate the Social Host Ordinance?  Too severe  Too Lenient  Just Right

7. What would you say are the benefits of the Social Host Ordinance in your jurisdiction so far?

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**8. In your opinion, have there been any negative impacts in your jurisdiction as a result of the Social Host Ordinance?**

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**9. What problems/obstacles have you encountered in trying to enforce the Social Host Ordinance in your jurisdiction?**

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**10. Is there anything you would change about the Social Host Ordinance? (e.g., how it is written, related fines)**

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**11. Are there ever instances when you are reluctant to issue a Social Host citation? If so, please explain.**

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**12. What would make it easier for you to enforce the Social Host Ordinance?**

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**APPENDIX C. KEY INFORMANT INTERVIEW PROTOCOL - FINES AND APPEALS**

**Ventura County Social Host Ordinance  
Impact Evaluation – Fines and Appeals Interview Protocol**

**Date:** \_\_\_\_\_ **Interviewer Initials:** \_\_\_\_\_  
**Respondent:** \_\_\_\_\_ **Agency:** \_\_\_\_\_  
**Title:** \_\_\_\_\_ **Department:** \_\_\_\_\_

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**Overview**

Hello. I am from EVALCORP Research and Consulting. We are an independent research firm contracted by VCBH Alcohol and Drug Prevention Division to conduct an impact evaluation study on social host ordinance implementation in three cities in Ventura County. Dan Hicks recommended that we speak with you about the ordinance, as we have specific questions about what happens after the citation is used by law enforcement. We are interested in understanding the process after a citation is given and if any improvements to the ordinance and related processes are necessary at this time. The interview is expected to take approximately 10 minutes to complete. Thank you in advance for your participation -- your time and input are greatly appreciated. Do you have any questions of me before we begin?

**Questions**

1. Since the ordinance has been in effect, how many citations have been issued?
2. Of these citations, how many fines have you tried to collect?
3. How many did you successfully collect?
4. What challenges have you had with the collection of fines?
5. Have you considered making any changes to the ordinance, or procedures related to the ordinance, to facilitate the collection of fines? If so, what are those changes?
6. What is the process when there is an appeal?
7. Have there been any appeals? If so, how were they resolved?
8. Do you know if any appeal has been upheld? How many?
9. Is there anything else you would like us to know about the social host ordinance or related processes? Is there anyone else we should speak with about this? We welcome any additional comments.