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## Reducing Teenage Binge Drinking and Drunk Driving on the Reservation: The Pikanii Action Team

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### Abstract

The Pikanii Action Team project addressed the issues of teenage drinking and drunk driving on the Blackfeet Reservation. Basing their actions on locally-generated research, the Pikanii Action Team conducted a series of activities and initiatives to promote public awareness and action related to high-risk activities related to drinking. The team's actions resulted in the passage of resolutions on the reservation related to driving safety and to mandatory training for alcohol servers. The Pikanii Action Team was recognized for its efforts by being awarded the Community Leadership Award by the FBI.

### Introduction

The Pikanii Action Team was created as a project between the Montana State Department of Public Health and Human Services Addictive and Mental Disorders Division and Blackfeet Housing on the Blackfeet Reservation. The purpose of this project was to support the development and implementation of evidenced-based environmental prevention efforts to address lifespan binge drinking and lifespan drinking and driving with an emphasis on youth. The project was funded from January 1, 2008, through May 31, 2011, with a budget of \$1,799,467.

The Pikanii Action Team consisted of seven members who represented various parts of the Blackfeet Reservation. As a team, they analyzed data and conducted surveys to better understand alcohol-related

issues on the reservation. Through this research, they uncovered such things as a high rate of drinking among teenage youth and extensive involvement in high risk behaviors such as diving when drinking and riding with a driver who has been drinking. As a result of such behaviors, Blackfeet Country ranked highest in Montana for alcohol-related fatal crashes according to the Montana Department of Transportation 2006 report. A youth risk behavior survey found that over one-third of the youth in one of the reservation's most traditional communities begin drinking as young as 13 years of age. Because of findings such as these, the Pikanii Action Team implemented several initiatives to address alcohol-related incidents among youth on the Blackfeet Reservation with their efforts focused in the reservation communities of Browning, Seville, and Heart Butte.

The Pikanii Action Team used a five-part model for

its effective prevention campaign. The Environmental Prevention Model involved the following elements.

**Intentional Organizing:** Bringing together different key sectors of the community to define, support, and advance the process.

**Media Advocacy:** The strategic news making for advancing a social or public policy initiative and changing community norms.

**Applied Data and Research:** Numerically identifying the magnitude of the problem being addressed, contributing factors, underlying conditions, and the potential solutions and impact on problem and community.

**Local Policy:** The creation of standards of behavioral expectations such as tribal laws, city codes, community norms, and acceptable practices.

**Law Enforcement:** Community advocates who support local, state, and federal law enforcement agencies and judicial system through strategic partnerships to ensure enforcement of policies.

### Activities and Initiatives

The Pikanii Action Team organized many activities. These included public forums and youth activities. In addition, the Pikanii Action Team sponsored a billboard campaign to enhance community awareness about the dangers associated with irresponsible alcohol consumption. One roadside billboard promoted the motto for the project, "Drinking and Driving Lead to Empty Lodges."

One important mechanism that the Pikanii Action Team used to accomplish its goals was Strategy Teams in the communities of Browning, Heart Butte, and Seville. The teams were made up of community members who reflected on the formal data collected by the staff and then made suggestions for actions based on this data. Being from the community, the Strategy Team members were able to recognize the problems indicated by the data and to generate actions appropriate for the community. By working together, the Pikanii Action Team staff and the indigenous community members

were able to generate strategies that not only were appropriate for the community but also had a high chance of being successful.

The Pikanii Action Team also conducted three major initiatives. These were Responsible Alcohol Sales Service, Social Host, and Law Enforcement. The Responsible Alcohol Sales Service initiative sought to reduce alcohol use by minors and to eliminate over-service to patrons by promoting mandatory training related to alcohol servers. The goal of this initiative was to reduce alcohol use by minors and to eliminate over-service to patrons. The objectives of the initiative were to (1) build community support for policy-based solutions, (2) build community support for mandatory Responsible Alcohol Sales Service Training in Blackfeet Country, (3) advance mandatory responsible beverage sales and service training policies, and (4) build community support for compliance checks at both on and off-site alcohol outlets.

The Social Host initiative addressed issues related to any person of any age who provides a place for underage drinking. Although the definition of a Social Host varies from state to state, a social host is generally considered to be one who furnishes alcohol as an act of hospitality with no motive of pecuniary gain. The Social Host is not a commercial enterprise such as a bar or restaurant. Often they are involved in Shoulder Tapping which is the act of buying alcohol for underage youth by an older person who knowingly purchases alcohol for underage youth with or without financial gain. The Social Host initiative sought to reduce the availability of alcohol through social sources in Blackfeet Country. The objectives of the initiative were to (1) build community support for strong and consistent enforcement of alcohol-related laws, (2) strengthen enforcement of laws related to bootlegging, (3) build community support for a mandatory Social Host Ordinance, and (4) advance a mandatory Social Host Ordinance in Blackfeet Country.

The Law Enforcement initiative involved Reward & Reminder, Adjudication, DUI Task Force, and Compliance Checks. The goal of the Reward & Reminder was to increase and create consistency in

enforcement of alcohol-related crime across Blackfeet Country with the objectives of (1) initiating and supporting the reservation-wide DUI Task Force and (2) creating visible community support for enforcement of alcohol-related crime in Blackfeet Country. The goal of the Adjudication initiative was to increase and create consistency in enforcement of alcohol-related crime across Blackfeet Country with the objectives of (1) creating a cross-jurisdictional law enforcement unit (including tribal court and department of public safety), (2) initiating and supporting the reservation-wide DUI Task Force, and (3) creating visible community support for enforcement of alcohol-related crime in Blackfeet Country. The DUI Task Force and Compliance Checks initiatives involved cooperation with a variety of community health, safety, and law enforcement agencies.

### **Accomplishments**

In addition to increased public awareness of issues related to risky behaviors associated with drinking, the Pikanii Action Team succeeded in bringing about several changes related to the law and agency operations. These included the following:

- Cross-Jurisdiction Cooperative Agreement in August of 2009
- Tribal Resolution #282-2009 establishing a DUI Task Force
- Tribal Resolution #12-2010 establishing Mandatory Training in Responsible Alcohol Sales for all alcohol retailers and merchants on the Blackfeet Nation
- Tribal Resolution #190-2010 to Amend Ordinance 73 part 7 Section 4.0 to include a Social Host Law
- Blackfeet DUI Task Force
- Compliance Checks (Safety Check Points)
- Amend Tribal Resolution 282-2009 to include a \$25 fee for each DUI arrest to fund DUI Task Force activities
- Ordinance 85, Blackfeet Tribal Safety Belt and Infant/Child Passenger Restraint Law, was

amended to provide enforcement agents with adequate authority to enforce the act.

Once these resolutions were enacted, the business community acknowledged the new restraints on serving liquor and supported the additional training of their workers. Another result that may be related to the activities of the Pikanii Action Team is that the number of DUI (Driving Under the Influence of Alcohol) dropped from 484 in 2009 to 199 in 2010.

The efforts and accomplishments of the Pikanii Action Team were recognized by the FBI. In ceremonies in Salt Lake City and Washington, D.C. the team was honored with an award and a certificate of appreciation. The Pikanii Action Team received the prestigious Director's Community Leadership Award. This award was created in 1990 and is a special award presented on behalf of the Director of the FBI to honor individuals and organizations for their contributions to their communities. When presenting the award, Special Agent In Charge David J. Johnson of the FBI Salt Lake City Field Office recognized the Pikanii Action Team with the following words, "The Pikanii Action Team was chosen for this special honor because of its important contributions toward reducing binge drinking and drunk driving in Montana, especially among young people on the Blackfeet Reservation. The FBI is grateful for the Pikanii Action Team's efforts to pinpoint problems related to alcohol consumption and then jumping into action to successfully address the issues."

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Dorothy Still Smoking was the Community and Economic Developer at Blackfeet Housing and is presently the Vice-President of Academic Affairs and Student Services at Blackfeet Community College, Browning, MT.

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# Pikanii Action Team

STRATEGIC PREVENTION FRAMEWORK STATE INCENTIVE GRANT



2008-2011

BLACKFEET NATION



Project Coordinator: *Dorothy M. Still Smoking, Ed.D.*  
Resource Developer: *Debbie Whitegrass Bull Shoe*  
Browning Program Officer: *Ron LaDue*  
Seville Program Officer: *Cheryl Little Dog*  
Heart Butte Program Officer: *Carole Hale-Kipling*  
Enforcement Coordinator: *Agnes Blackweasel*  
Data Coordinator: *Bernadette Yellow Owl*

## SPF-SIG, Pikanii Action Team

- Contract between Montana State Department of Public Health and Human Services Addictive & Mental Disorders Division and Blackfeet Housing
- For Evidenced-based Environmental Prevention
- January 1, 2008 through May 31, 2011
- Budget: \$1,799,467

## Purpose

- The purpose of this contract is to
  - support the development and implementation
  - of evidenced-based environmental prevention efforts
  - to address lifespan binge drinking
  - with an emphasis on youth and lifespan drinking
  - and driving with an emphasis on youth.

## Data

### Blackfeet Indian Reservation

- Blackfeet Country ranked highest in Montana for alcohol-related fatal crashes according to the Montana Department of Transportation 2006 report.
- 68% of Blackfeet Youth are obtaining their alcohol through runners. (Youth survey conducted New year's Eve event 2008 on high school students)
- 37.5% Heart Butte Youth begin drinking as young as 13 years old according to the 2007 Youth Risk Behavior Survey (YRBS).

Data from the Substance Abuse Management System SPY 2009

### Glacier County Substance Alcohol Abuse



Survey Question Youth Risk Behavior Survey 2003-09	2003	2005	2007	2009	Trend
During the past 30 days, how many times did you ride in a car or other vehicle driven by someone who had been drinking alcohol?	36.9	34.4	34.4	41.9	+
During the past 30 days, how many times did you drive a car or other vehicle when you had been drinking alcohol?	20.4	18.5	16.0	17.5	+

## Blackfeet Indian Reservation



## Environmental Prevention Model



## Environmental Strategies

- ❑ **Intentional Organizing:** Bringing together different key sectors of the community to define, support, and advance the process.
- ❑ **Media Advocacy:** The strategic news making for advancing a social or public policy initiative and changing community norms.
- ❑ **Applied Data and Research:** Numerically identifies the magnitude of the problem being addressed, contributing factors, underlying conditions, and the potential solutions, and impact on problem and community.
- ❑ **Local Policy:** The creation of standards of behavioral expectations; such as tribal laws, city codes, community norms and acceptable practices.
- ❑ **Law Enforcement:** Community advocates who support local, state, federal law enforcement agencies, and judicial system through strategic partnerships to ensure enforcement of policies.

## Initiatives Pikanii Action Team

- ❑ Responsible Alcohol Sales Service (RASS)
- ❑ Social Host
- ❑ Law Enforcement:
  - Reward & Reminder
  - Adjudication
  - DUI Task Force
  - Compliance Checks

## PAT - Initiative: Mandatory Retail Business Sales & Services (Seville) Cheryl Little Dog, Program Officer

- ❑ **Goal:** to reduce the high-risk sales and services of alcohol at both on and off-site alcohol outlets
- ❑ **Objectives:**
  1. Build community support for policy-based solutions.
  2. Build community support for mandatory RASS Training in Blackfeet Country.
  3. Advance mandatory responsible beverage sales and service training policies.
  4. Build community support for compliance checks at both on and off-site alcohol outlets.

## What is RASS? (Responsible Alcohol Sales Service)

The Blackfeet Goal is to reduce alcohol use by minors and to eliminate over-service to patrons.



## RASS Training Goals

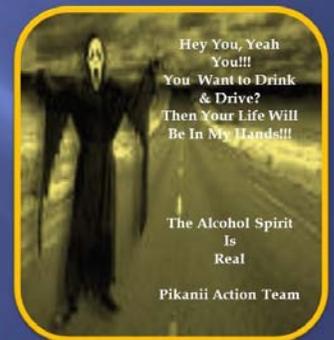
- ❑ Know the law
- ❑ Develop skills:
  - ❑ Prevent over-service
  - ❑ Prevent sales to minors
- ❑ Reduce youth access to alcohol

## RASS Why Training is Important

- ❑ You are one of the first lines of defense
- ❑ Obligation to the well-being of the Blackfeet Nation's Community and our community's Youth
- ❑ Personal risk/liability in the case of a lawsuit or injury, and protection from legal consequences
- ❑ Improved compliance

## Blackfeet RAAS Training for Retail Employees

Date	Trained
July 21, 2009	17
Nov. 10, 2009 (afternoon)	29
Nov. 10, 2009 (evening)	30
Feb. 23, 2010	27
June 28, 2010	12
July 20, 2010	12
<b>Total</b>	<b>127</b>



## PAT - Initiative: Social Host (Heart Butte) Carole Hale Kipling, Program Officer

- ❑ **Goal:** to reduce the availability of alcohol through social sources in Blackfeet Country
- ❑ **Objectives:**
  1. Build community support for strong and consistent enforcement of alcohol-related laws (bootlegging/Ordinance 73).
  2. Strengthen enforcement of laws related to bootlegging and Ordinance 73.
  3. Build community support for a mandatory Social Host Ordinance.
  4. Advance a mandatory Social Host Ordinance in Blackfeet Country

## What is Social Host?

Any person of any age who provides a place for underage drinking.

## Social Host

- ❑ Definition of a Social Host varies from state to state
- ❑ Generally, one who:
  - ❑ Furnishes alcohol as an
    - ❑ act of hospitality
    - ❑ with no motive of pecuniary gain
  - ❑ Is not a commercial enterprise, such as
    - ❑ a bar or
    - ❑ restaurant

## Shoulder Tapping

- ❑ Buying alcohol for underage youth
- ❑ An older person knowingly
  - ❑ purchasing alcohol for underage youth
  - ❑ with or without financial gain

## PAT & Heart Butte Community Working Together and Sharing a Meal



Heart Butte Community Picnic  
August 31, 2009

## PAT -Initiative: Adjudication (Browning) Ron LaDue, Program Officer

- ❑ **Goal:** to increase and create consistency in enforcement of alcohol-related crime across Blackfeet Country.
- ❑ **Objectives:**
  1. Create cross-jurisdictional law enforcement unit (including tribal court & department of public safety).
  2. Initiate and support reservation-wide DUI Task Force.
  3. Create visible community support for enforcement of alcohol-related crime in Blackfeet Country.

## Together We Can Do Everything Without Alcohol!



Browning High School Prom Weekend Preparation



## PAT -Initiative: Reward & Reminder (Browning) Agnes Blackweasel, Enforcement Services

- Goal:** to increase and create consistency in enforcement of alcohol-related crime across Blackfeet Country.
- Objectives:**
  1. Initiate and support Reservation-wide DUI Task Force.
  2. Create visible community support for enforcement of alcohol-related crime in Blackfeet Country.

## PIKANII ACTION TEAM DUI TASK FORCE



Bureau of Indian Affairs Officers



Department of Public Safety Officers



BAT Mobile

## The Prevention of Binge Drinking and Drinking and Driving



Browning High School  
Safety Day - May 2010



## Together We Can Make A Difference!



Montana Highway Patrol



Bureau of Indian Affairs BAT Mobile



Blackfeet Emergency Medical Unit



MHP Trooper, Glacier County Sheriff,  
School Staff, & Students

## Together We Can Bring Change for the Better



BIA and DPS Officers visit  
Browning Public Schools



## PAT - Accomplishments

- ❑ Cross-Jurisdiction Cooperative Agreement Aug 2009
- ❑ Tribal Resolution #282-2009 establishing a DUI Task Force
- ❑ Tribal Resolution #12-2010 Mandatory Training in Responsible Alcohol Sales (RASS) to all alcohol retailers and merchants on the Blackfeet Nation
- ❑ Tribal Resolution #190-2010 Amend Ordinance 73 part 7 Section 4.0 to include a Social Host Law
- ❑ Blackfeet DUI Task Force (in operation)
- ❑ Compliance Checks (Safety Check Points)
- ❑ Amend Tribal Resolution 282-2009 to include a \$25.00 fee for each DUI arrest to fund DUI Task Force activities
- ❑ Ordinance 85, Safety Belt and infant/child passenger restraining Law to Primary Seat Belt Law (20 day public notice & 90 education period)

