

A GUIDE FOR CALIFORNIA'S ALCOHOL ADVISORY BOARD MEMBERS

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DEPARTMENT OF
ALCOHOL AND DRUG
PROGRAMS

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INTRODUCTION

This guide is designed as an Advisory Board development resource to assist Alcohol Advisory Boards (AABs) and their members to carry out their responsibilities in an increasingly effective manner. It is a useful primer for the new Board member, and a refresher for the experienced member. It provides a historical context, plus descriptions of roles and responsibilities, member recruitment, and general Board processes. The manual concludes with an analytical tool for Boards to use as a measure of well-being. The report is organized in the following sections:

- Section One outlines the historical background of California's alcohol program and identifies the legislation which created the AABs.
- Section Two sets forth the primary responsibilities of the AAB and suggests Board structure for carrying them out.
- Section Three discusses Advisory Board composition and presents suggestions for targeted member recruitment and member retention.
- Section Four provides suggestions for Advisory Board effectiveness focusing on Advisory Board leadership, good Board members, effective meetings and Board planning.
- Section Five provides a strategy for planning.
- Section Six provides conclusions and a summary.

A history of alcohol services through legislation, a format for Board planning, and a basic glossary of commonly used terms in the alcoholism field are appendices to the manual.

This guide was developed by the State Department of Alcohol Programs with the assistance of contractor EMT Group, Inc., selected County Alcohol Program Administrators, and the AAB members of four counties. Some of the information is based on an earlier guide for AAB members developed by Kramer Blum Associates.

SECTION ONE

THE CONTEXT OF THE ALCOHOL ADVISORY BOARD

Alcohol Advisory Boards (AABs) have evolved as an integral part of the network of alcohol services and programs throughout California. The product of legislation, increasing organizational complexity, and the transfer of authority for some functions from the State to a local base, the AAB provides a vital link between the community served and local and State decision makers. This section explores the context of the AAB's evolution, including an overview of the history of alcohol services, a review of legislative changes, and a description of the core organization and structure of the State and local partnership.

HISTORICAL BACKGROUND: CALIFORNIA'S ALCOHOL PROGRAMS

Until 1954, responsibilities for alcohol programs were not located within a single State agency. The State Alcoholic Rehabilitation Commission, established that year, set a pattern for State agencies to make contractual arrangements with local alcohol clinics. During those early years, six community demonstration programs for treatment and rehabilitation of alcoholics were initiated in Alameda, Los Angeles, Sacramento, San Diego, San Joaquin and Santa Clara counties.

Since then, California's alcohol programs network has expanded, and the organization of service delivery has become more comprehensive and complex. The history of these developments is traceable through a series of legislative and executive actions, a detailed listing of which is included in Appendix A, *The History of Alcohol Services through Legislation*. The highlights of these developments follow.

In 1957, the State Alcoholic Rehabilitation Commission was replaced by the creation of the Division of Alcohol Rehabilitation in the Department of Public Health. The Division continued contracting for services at the local level until 1968 when administrative responsibilities for alcohol programs moved to the Department of Rehabilitation.

Between 1969 and 1973, both federal and State level agencies emerged to centralize and coordinate the delivery of services. During this time, California developed its first comprehensive plan for alcoholism prevention, treatment, and rehabilitation, with county cooperation. In 1975, primary responsibility for service delivery shifted to the county level. Thus, California was following the federal model of a network of Single State Agencies created for planning and administration of programs and services funded by the National Institute on Alcohol Abuse and Alcoholism. By 1978, state legislation had created the Department of Alcohol and Drug Abuse within the State Health and Welfare Agency, creating a State and county organizational structure for alcohol service delivery that is in existence today.

Additional legislative changes have redefined or modified specific State and county responsibilities, including requirements for the Department of Alcohol and Drug Programs (ADP) to coordinate activities with other State agencies and to address specific underserved target populations. The most recent legislative change to impact the counties and the Department was SB2599, which requires a five-year master plan at the State level, comprised of input from planning and comprehensive needs assessment findings at the local level.

Organization of State and County Alcohol Services

Division 10.5, Sections 11760 and 11760.2, of the Health and Safety Code sets forth the Legislature's findings and objectives for the role of the State as follows:

The Legislature finds and declares that problems related to the inappropriate use of alcoholic beverages adversely affects the general welfare of the people of California.

The Legislature finds that State government has an affirmative role in alleviating problems related to the inappropriate use of alcoholic beverages . . .

Responsibility to encourage planning and establishing county-based programs and statewide alcohol projects is concentrated in one state agency -- the Department of Alcohol and Drug Programs (ADP). ADP is under the control of a Director who is appointed by the Governor.

The State Operation

At the State level, the responsibility for guiding, carrying out and monitoring the Legislature's objective is shared by the Department of Alcohol and Drug and the State Advisory Board on Alcohol-Related Problems along with Boards of Supervisors, Alcohol Advisory Boards and the County Alcohol Program Administrators at the county level.

The responsibilities of the Division of Alcohol Programs include the following:

- To develop a comprehensive State alcohol plan.
- To develop the annual State alcohol program budget.
- To provide input to the statewide five-year master plan.
- To oversee the administration of State-funded alcohol programs.
- To review county plans seeking State and federal funds allocated by ADP.
- To empower and assist in the development of county alcohol programs.
- To help counties prepare and implement local alcohol program budgets.
- To review, license, and certify alcohol programs meeting State standards.
- To develop standards for assuring minimal statewide levels of service quality provided by alcohol service programs.

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- To provide for technical assistance and training to local alcohol programs to assist in the planning and implementation of quality services.
 - To review alcohol research.
 - To serve as a resource for information relating to alcohol programs.
 - To organize, sponsor, and encourage training programs for persons in the alcohol field.
 - To develop and implement, in partnership with counties, alcohol prevention strategies especially designed for youth.
 - To insure evaluation of alcohol programs.
 - To work with other State agencies in establishing and conducting alcohol programs.
 - To submit an annual report to the Legislature describing and assessing the State alcohol program.

The Division of Alcohol Programs affects county programs in many ways, serving as a resource for funds, program assistance, and as a program monitor.

Advising the State DADP is a State Advisory Board on Alcohol-Related Problems. The State Advisory Board consists of 15 members who serve three-year terms. Five members each are appointed by the Governor; by the Senate Rules Committee, and the Speaker of the Assembly. Members have a professional or personal interest in and commitment to alleviating alcohol problems. It is the intent of the Legislature to include representatives from various economic, social, and occupational groups, and allow for statewide geographic representation.

The State Advisory Board meets at least quarterly in meetings open to the public. Its responsibilities include the following:

- To advise the Director of ADP on major policy issues.

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- To make recommendations to ADP on the development of the statewide alcohol plan.
 - To encourage public understanding of the nature of alcohol problems.
 - To encourage support throughout the State for development and implementation of effective alcohol programs.
 - To permit each Board member to learn about elements of the alcohol program and alcohol problems in his or her county of residence.
 - To submit an annual report to ADP and the State Legislature.

The County Operation

The Board of Supervisors (or the Boards of Supervisors in the case of counties acting jointly) may establish a community alcoholism prevention, treatment and rehabilitation program for the county and may apply for State or federal funds administered by the State ADP. The Legislature places the major responsibility for assuring programmatic and fiscal integrity of local alcoholism programs with county governing bodies.

Each county establishes its own priorities for alcoholism programs, administers and manages all county alcoholism programs and is accountable to the county and to the State for effective implementation. County alcoholism programs are funded by a variety of sources, including federal and State grants, county general funds, revenue sharing, client fees, insurance and private donations.

An independent local Advisory Board on Alcohol Problems, is appointed by each Board of Supervisors. It consists of 15 members in counties with a population exceeding 200,000, and seven to 15 members in counties with a population under 200,000. Advisory Board members serve three-year terms, and have a professional or personal interest in and commitment to alleviating problems related to inappropriate alcohol use in their community.

It is the intent of the legislature that membership shall include representatives from various economic, social and occupational groups and shall be broadly representative of the demographic characteristics of the county.

SUMMARY

The Alcohol Advisory Board is a product of the state and county planning function for alcohol prevention, intervention, and recovery services and programs. Through county input, the State ADP prepares an annual plan. The county plan is the product of the County Alcohol Program Administrator (CAPA), with input from a locally derived advisory body, the Alcohol Advisory Board. The AAB members serve by appointment from the Board of Supervisors, representing a community voice in the planning process as they advise the CAPA and the Board of Supervisors on local alcohol problems and needs.

SECTION TWO

A DESCRIPTION OF THE ALCOHOL ADVISORY BOARD

Alcohol Advisory Boards (AABs) are an example of one of three general types of boards. These boards serve different types of organizations, with varying degrees of power and authority. The common denominator for the three types is that they all assist in the decision making process, and are selected to represent a larger constituency.

TYPES OF BOARDS

The three types of boards are advisory, administrative and policy making (usually known as a board of directors). Definitions of these boards follow:

Advisory These boards function primarily to provide advice and input to an individual or another group.

Policy Making These boards are the legal and governing entity of an organization. Their function is to make policy and act as a primary decision making and accountability mechanism.

Administrative These boards make and implement policy. They act as administrators to an organization, in such cases as the private corporate sector, newly formed nonprofits before they can hire and pay staff, or service club organizations.

The *advisory board* is a group of individuals whose express purpose is to gather information, review, discuss, and identify priority concerns, and make recommendations to administrators. The *policy making board* is common among nonprofit organizations with responsibility for making policy that governs the organization, and it acts as an agent of accountability. Usually known as a Board of Directors, the policy making board has a direct hand in policy implementation through its direct role in the selection of the administrator, or Executive Director. The *administrative board* is more common among large corporations, newly formed nonprofit organizations, or service club organizations where the decision makers are also the "doers". This type of board not only gathers information and makes decisions, it also carries out those decisions directly. Figure 1 presents a summary of the characteristics which distinguish the three types of boards.

**FIGURE 1
TYPES OF BOARDS**

	Advisory	Policy	Administrative
Purpose	Advise, give input, review, represent community	Make policy, govern organization	Make decisions, run organization directly
Responsibility and liability	Ethical	Legal, fiscal, ethical	Legal, fiscal, ethical; accountable to stockholders if private corporation
Selection of members	Process mandated by statute; Supervisors appoint; represent districts, interest groups	Sometimes elected/ recruited/selected by current Board	Elected by stockholders or other membership, or by current Board if nonprofit organization
Source of influence and authority	Informal based on these factors: -relationship with Supervisors -composition: how well members reflect community population -well informed -credibility -connectedness to community -method of relaying input -how well Board functions as a group	Formal (i.e., Articles of Incorporation, Bylaws, written policy)	Formal (i.e., corporate policy, Articles of Incorporation)

Alcohol Advisory Boards are a good example of an advisory board. They represent the community, are appointed by the Board of Supervisors, and advise the Board of Supervisors through the County Alcohol Program Administrator (CAPA) on behalf of the community. They have no authority to enforce their recommendations, except by virtue of their influence with the CAPA or the Board of Supervisors.

ROLE OF THE COUNTY ADVISORY BOARD ON ALCOHOL PROBLEMS

The Alcohol Advisory Board (AAB) for the county is a legally mandated group of individuals who are concerned about alcohol problems and have volunteered to serve their community in this capacity. By law, the AAB must represent a cross section of the community served. AAB members, are responsible for assessing the needs and resources of the community, identifying gaps in service, advising the county Board of Supervisors through the CAPA regarding these needs, resources, and gaps, and acting as advocates for these issues throughout the community. The AAB is a vital link between the community at large and the local elected officials who make decisions which impact the delivery of services directed at prevention, intervention, and recovery services for alcohol problems.

The role and responsibilities of the AAB are delineated in the California Health and Safety Code and many counties have adopted resolutions or bylaws which represent a local authorizing document. Often the language in the local document is similar in intent and phrasing to the Health and Safety Code. A summary of the content of the state authorizing legislation follows:

- **Membership.** For communities with population over 200,000, the AAB consists of 15 members; for communities between 125,000 and 200,000 population, the AAB may consist of 7 to 15 members. Members serve on the board by appointment from the county Board of Supervisors, usually selected on the basis of professional or personal interest and a high level of commitment. Ideally, membership should represent the county demographically and representatives should be independent of service on other local boards.

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- **Term.** The term of service for the AAB is three years. Recruitment should be ongoing so that terms will be staggered to prevent too many vacancies at once.
 - **Qualifications.** To qualify for AAB membership, members may not serve on the AAB if they are under contract to either the county alcohol services agency or a county program for alcohol services.
 - **Meetings.** AAB meetings are required to occur bimonthly (every other month) and to be open to the public. With the passage of the Brown Act, it is necessary to announce the meetings by posting a public notice at least 48 hours prior to the meeting.

The role and responsibilities of the county Alcohol Advisory Board, as outlined in the Health and Safety Code, include the following:

- **Planning.** The AAB participates in the planning process and review of procedures used to ensure community involvement, at all stages of the planning process, leading to the formulation and adoption of the county alcohol program plan.
- **Policy Making.** The AAB advises the County Alcohol Program Administrator and the Board of Supervisors on policies and goals of the county alcohol program and on any other related matters that either party may refer to the Alcohol Advisory Board, or that are raised by the Alcohol Advisory Board.
- **Education.** The AAB encourages and educates the public to understand the nature of alcohol problems, and encourages support throughout the county for development and implementation of effective alcohol programs.
- **Needs Assessment.** The AAB reviews the community's alcohol program needs, services, facilities, and special programs.
- **Coordination with County Advisory Boards.** The AAB is expected to coordinate its efforts, where appropriate, with other county advisory boards concerned with alcohol problems.

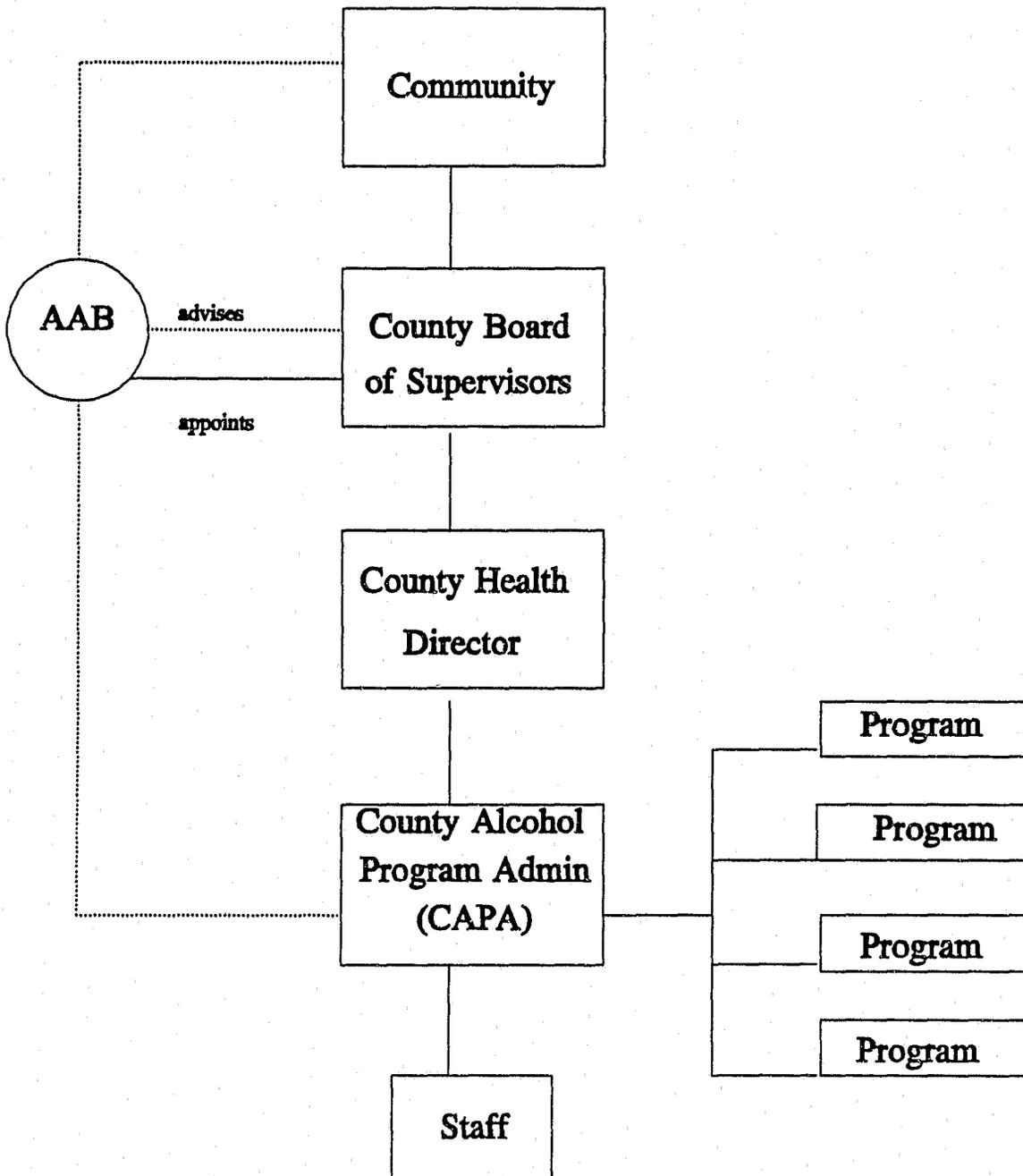
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- *Disagreements.* The Health and Safety Code specifically addresses the handling of disagreements between the AAB and the CAPA. The defined protocol is to bring the matter at issue before the Board of Supervisors by (1) sending an AAB member representative to make a presentation at a Supervisors' meeting, or (2) submitting a written report to the Supervisors, augmented by a presentation at a meeting. The content of either the presentation or the report should relate specifically to the exact nature of the disagreement. It would be inappropriate to take a matter before the Board of Supervisors if it is based on personal differences or non-substantive issues.
 - *Comments to the Board of Supervisors.* Comments should be made in the same manner as registering disagreements between the CAPA and the AAB. The AAB should send a member representative to make a presentation to the Board of Supervisors, with or without a written report as backup. The CAPA should be advised of the AAB's intent prior to providing comments to the Board of Supervisors.

The AAB is a communications vehicle between policy making (the Board of Supervisors) and policy implementation (the CAPA) about alcohol needs and services. The AAB is the public's voice, either simply by virtue of its membership or the networks of its individual members. On behalf of the community at large or specific constituencies of the community, the AAB is responsible for assuring that community needs are identified, priorities are reflected in the county plan, and the priorities receive the support of both the policy makers (Board of Supervisors) and the CAPA. Figure 2 illustrates how the AAB relates to the community, the Board of Supervisors, and the CAPA to fulfill its roles and responsibilities.

The organization chart presents the AAB in relationship with different authorities and organizations of the county. The community elects the Board of Supervisors, who in turn appoint the members of the AAB. The AAB acts in behalf of the community at large, with representation from a cross section of the service area. It is truly "advisory" in terms of representing the community, and communicating needs and priorities to both the CAPA and

the Board of Supervisors (indicated by the dotted lines). The AAB also has an indirect relationship with the programs and services provided by the county alcohol program office, directly or via contracts. This relationship is coordinated through the CAPA, allowing the AAB to learn about existing services and programs offered by the county. It is necessary for the AAB to be knowledgeable about these services and programs in order to assess needs, identify priorities, and learn whether service capability is adequate.

FIGURE 2
AAB ORGANIZATIONAL RELATIONSHIPS



Board of Supervisors Expectations

The county Alcohol Advisory Boards are appointed by the Board of Supervisors as an independent body. What should the Board of Supervisors expect from the AAB?

- An objective, non-provider oriented view of local programs.
- A review and evaluation of the community's alcohol service needs, facilities, and special problems--essentially, a community needs assessment.
- An in-depth review of the county alcohol plan, assuring and approving procedures used to insure community input in the county's alcohol plan from both citizens and professionals of the community.
- Active encouragement and education of the public regarding the nature of alcohol problems.
- Possibly, recommendations regarding the appointment of the County Alcohol Program Administrator (local county option).
- Recommendations regarding the replacement of Alcohol Advisory Board members, recognizing the need to consider representatives from various economic, social, ethnic and occupational groups and broadly represent the demographic characteristics of the county.
- A consistent manner of making recommendations known to the Board of Supervisors and a vehicle for submitting differences of opinion between the alcohol program administrator and the Advisory Board.
- Regular update on Advisory Board activities including an annual report which focuses upon any particular achievements, problems or concerns.

In return, the County Alcohol Advisory Board should expect that the Board of Supervisors recognizes and supports the important role of the AAB as a means of assessing the community's needs for alcohol related services for both the Board of Supervisors which appointed it and the larger constituency--the general public. The Board of Supervisors provides further support to the CAPA and the AAB by paying careful attention to the

qualifications of individuals submitted for appointment to the AAB. The Board of Supervisors should not overlook showing appreciation for and recognition of AAB services.

County Alcohol Program Administrator Expectations

The Board of Supervisors is the governing body and therefore is responsible for developing county policy. The AAB acts in an advisory capacity the CAPA and to the Board of Supervisors. The normal channel of communication is generally through the CAPA. If needed, the Advisory Board may communicate directly with the Board of Supervisors. However, it is better if the AAB and the CAPA work together and, if necessary, offer different views. The emphasis is on providing the best information and recommendations to the Board of Supervisors and in the most professional manner, with the AAB and CAPA working together.

What should the CAPA expect from the AAB?

- An objective view of local needs and programs.
- A diverse base of knowledge and experience from which to draw.
- Willingness to participate actively and responsibly.
- That he or she act as an official representative of the AAB only with the consent of the AAB.
- Interest in and commitment to alleviating alcohol problems in the community.
- Willingness to work collaboratively with the alcohol program staff.

Alcohol Advisory Board Structure

The AAB fits into a structural niche in its advisory relationship with the County Board of Supervisors and working with the CAPA in a mutually supportive manner for the needs for alcoholism services to serve the community. On a day-to-day level, there are several features of the AAB which insure structural support for it to fulfill its advisory roles.

These structural supports include the following:

- Bylaws
- Elected Officers
- Committees
- Meetings

These formal mechanisms provide the structure for AAB operations:

- **Bylaws.** Bylaws provide a locally developed guide to AAB operations, addressing among other things statutory requirements, a process for selecting officers, a term of service for members, attendance requirements, frequency of meetings, and identification of any standing committees.
- **Elected Officers.** An executive group of AAB officers permits the AAB to select leaders from among its ranks to provide continuity and order for AAB business. The slate of officers may include a President, a Vice President and a Secretary. The President or Vice President presides over AAB meetings and the Secretary records the minutes and handles any AAB correspondence. The elections should occur often enough to permit some rotation among Board members and prevent over-reliance on the same individuals.
- **Committees.** Committees are an extremely useful way to make good use of AAB members. Committees are a critical resource for Board work and action planning in particular. Committees may be *standing* (all the time) or *ad hoc* (as needed, for the short term). They are the primary organizational vehicle for delegating Board assignments and special projects. Ideally, each Board member should belong to a committee of their choice. Remember that Board committees will be chaired by Board members, but may be comprised of other volunteers from the community. In fact, Board committees provide an ideal structure for additional volunteer participation with the AAB.

In addition to the delegation feature of committees, they offer the following advantages to further Board effectiveness:

1. Committees facilitate decision making.
2. Committee projects are the basis of Board action, problem solving, and agendas for regular meetings.

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3. Committee work permits full participation from all members of the Board.

Whenever feasible, Boards can increase their effectiveness by establishing and using committees for specialized tasks. Committees may focus on issues, gather information, develop action plans, and carry out task assignments leaving major decisions to the full Board. Decision making by the AAB may well rely on considerable input from committees, but the smaller, more focused committee group is a more efficient use of volunteer time. The full Board will learn to trust committees and seek their services and input as needed.

- *Meetings.* Meetings are the primary vehicle for AAB action and decision making. Meetings may occur monthly or every other month, according to the State's authorizing statute. In order to maximize the value of meetings, the proceedings must be organized to follow an agenda, recorded in minutes, and depend on a quorum for decision making. Section Three contains a detailed review of the elements of effective meetings.
- *Staff Support.* Adequate secretarial and professional staff support is needed for the AAB to understand the nature of alcohol programs and problems in the County and to conduct the business of the support. The CAPA is responsible for assuring that staff support to the AAB is adequate without overtaxing limited personnel resources.

These basic features of AAB activity and membership provide rudimentary support for operations. Most AABs have these structural elements in place, some of which are subject to change as needs evolve. Changes are the exclusive domain of the AAB.

SUMMARY

There are three types of boards, including policy making, administrative, and advisory. The AAB is an advisory board with roles in planning, policy making, education, needs assessment, and coordination with the CAPA, Board of Supervisors, and other county advisory groups. The most critical AAB roles and responsibilities relate to the CAPA and the Board of Supervisors. Effective operations will facilitate the AAB in fulfilling its duties to the county.

SECTION THREE

ALCOHOL ADVISORY BOARD DEVELOPMENT

In addition to knowing the historical and organizational context of the AAB, it is important to strive for high standards for AAB activity. It is a relatively simple matter to create an AAB to meet the letter and intent of the law, but it is important for AABs to represent more than a rubber stamp approval on a county's annual plan.

This section focuses on a variety of ways to develop and strengthen the AAB. Specifically, it addresses Board composition, recruitment, orientation and training, retention, and effectiveness.

ALCOHOL ADVISORY BOARD COMPOSITION

In order to provide the best information and skills necessary to carry out the job of the AAB, the composition of the Board should reflect the composition of the community and contain the skills, experience and contacts necessary to do the best job possible for the community.

AAB composition is directed by the Health and Safety Code, as follows:

... membership shall include representatives from various economic, social, and occupational groups and shall be representative of the demographic characteristics of its county (Section 11805(a) of the Health and Safety Code).

When building an AAB, whether or not it is stated in the law, the Board can function better when it is demographically representative of the community and contains the needed skills and experience.

As stated in California law, the Advisory Board shall not include any person, or his or her spouse, who is any of the following (Division 10.5, Section 11807(a) of the Health and Safety Code):

- A member of a Board of Directors or advisory body or employee of any county-operated or county contract provider of alcohol services.
- A member of any advisory body, or a person who holds any similar position or title on a compensated or non-compensated basis in a program which seeks or possesses a license pursuant to Chapter 9, commencing with Section 11857.
- A direct recipient of any state funds allocated under this part pursuant to a contract with the department, which shall include compensation for contracted services or membership on an advisory body or Board of Directors of the recipient agency.
- A member of the Board of Supervisors or a person on the staff of a member of the Board of Supervisors.
- A county employee of the health-related agency or department designated to administer county alcohol programs.

The Board of Supervisors may, by resolution, designate additional categories of persons who may not serve on the board, provided that the prohibitions are consistent with the intent of Section 11805 of the Health and Safety Code, alluding to county Alcohol Advisory Boards.

An exercise available in Appendix B -- Advisory Board Review - Board Composition (Work Sheet 1) provides a format to determine what areas are appropriate for your AAB and what the current needs are relative to recruitment of new board members. Following this exercise in Appendix B is a form (Work Sheet 2) for Board members to complete relative to Board composition.

Members of the Alcohol Advisory Board serve without compensation. Individual members may be reimbursed for any actual and necessary expenses incurred in connection with their duties.

BOARD RECRUITMENT, ORIENTATION, TRAINING AND RETENTION

The individual members of the AAB are a valuable asset to alcohol services policy and programming, as well as a critical resource to the CAPA and the Board of Supervisors. Effective Board work begins with who the members are and whether they have been prepared adequately for AAB service. Therefore, it is important to plan for Board member recruitment and then to take appropriate measures to activate their involvement.

Recruitment

Effective recruitment efforts are a major contributing factor for developing an effective AAB. Knowing the demographic, geographic, professional, and other characteristics needed to represent the community served, and recognizing the skills needed to do the work of the AAB, will provide a framework for structuring and targeting recruitment also anticipate vacancies when individuals' terms near expiration, usually at the end of three years. By doing so, it is possible to expand the representation with thoughtful deliberation, planning, and selectivity. Try to avoid simply filling vacancies with "warm bodies"; it will cost the Board to have inactive or uncommitted individuals recruited.

Having decided what features to seek in Board member replacements, determine the best ways to solicit candidates from those constituencies. If seeking young membership, consider focusing recruitment efforts on college or high school campuses. If seeking senior citizens, visit centers where they congregate for social activities and post invitations in church bulletins. If seeking expanded networking in the community, target individuals with high profiles and known connectedness.

The single most effective means of recruitment for any type of volunteer is direct invitation, a personal request in a one-to-one dialogue. Think back about your own recruitment experiences and examine what was effective about getting you to serve on the AAB. Knowing that the personal selection and invitation approach is most effective, use it

to have departing members seek their own replacements. This is particularly useful if the Board wants to retain the composition it has, at least insofar as a member is likely to replace him/herself with a similarly representative individual.

Nevertheless, there are countless other ways to recruit new AAB members. Remember, recruitment for the AAB is informal and appointments are actually the responsibility of the Board of Supervisors. However, the AAB membership can contribute to the selection process by seeking and screening some candidates prior to making suggestions to the Board of Supervisors. More than likely, the "research" and groundwork undertaken by AAB members will be appreciated. Among the other means of recruitment are (1) newspaper public service announcements, (2) written invitation addressed to an organization or group, (3) contacts through other networks, (4) distributing flyers in designated locations or events, (5) public service announcements on the local radio, and (6) posting notices on bulletin boards of churches, work places, or other organizational affiliations.

It is critical to provide accurate and truthful information about serving on the AAB. While any recruitment effort should accentuate the positive and satisfying aspects of this form of public service, remember to provide details about the time requirements, level of effort anticipated, and general roles and responsibilities. This can be made available in the form of a written job description as outlined on page 24 of this manual. It is unfair and misleading to recruit under any other circumstances. Recruitment offers the Board member an opportunity to acknowledge him/herself for the importance of this service to the community, the CAPA, and the Board of Supervisors. Remember to tell the new recruit (or the Board of Supervisors who will select) why they are being targeted as a candidate for the AAB. Flatter them, tell them how important this advisory group is, and present an enthusiastic but realistic appraisal of expectations.

Orientation

Orientation for new Board members is a service to everyone. The new Board member receives information about the background of the county's alcohol services, learns some of the recent history of the AAB, and feels acknowledged and welcomed by the existing members. The orientation should contain elements of explanation and information as well as some time for socializing and getting acquainted. For the Board members, orientation is an assurance that the new member will become active and interested in AAB matters almost immediately. Left to their own devices, new members may take months or a full year to become familiar with AAB matters and county services. Orientation speeds up the process of familiarization.

Orientation may be formal or informal. Often, the president of the Board makes the official welcome and introduction for new members to the Board. He or she should also take some time with the new member to provide information about the AAB, roles and responsibilities, projects and activities. Written information is helpful, such as AAB bylaws; copies of minutes from recent meetings; the sections of the Health and Safety Code or local ordinance relevant to AAB duties and responsibilities; and lists of AAB members, County Alcohol Program staff, and local alcohol related services.

Less formal orientation may include a welcome for new Board members at a social gathering, or even over coffee or lunch with a Board member. Again, the objective is twofold: (1) to provide some helpful background information about the AAB and county alcohol services, and (2) to make the new member feel at ease with a hearty welcome.

Finally, orientation is a good time to exchange ideas about expectations for AAB service. In friendly dialogue, Board members can use orientation to share their expectations of the new member, as well as to learn what the new Board member expects of AAB membership. Orientation is the new member's first impression of the AAB; it is important that it be both positive and lasting.

Training

Throughout their three year term of AAB service, Board members will have opportunities for in-service training. Training may be provided by the CAPA, program directors, service providers, or resources outside the immediate domain of county alcohol services. Training is a chance to provide Board members with specialized knowledge and to improve understanding about important alcohol related issues. It is the best way to equalize the knowledge of all members in specific topics. It is also a viable means of expanding awareness and educating the community, particularly in relatively new issues or those coming into popularity. Sometimes funding opportunities necessitate training simply to insure that Board members are informed adequately about the funding area and proposed services.

Training is a function of perceived need to know. Depending on the perceived need, a variety of training resources for AABs are available at low or no cost to the county. For example, local providers are usually receptive and eager to showcase their programs to advisory groups, particularly if by doing so their future standing with the Board of Supervisors may be enhanced. Other organizations which provide low cost training in the public sector may include the local United Way, the local Volunteer Center, hospitals, schools, and technical assistance contractors to the State Department of Alcohol and Drug Programs.

Board members generally appreciate training opportunities and learn to function more capably as a result of most training. Whether they learn about generic procedural skills or alcohol specific issues, the "investment" of training for AAB members is both a vote of confidence in their ability to serve the county and a commitment to providing them with the skills and tools they will need to be supported in their advisory role.

Retention

Retention of Board members begins with communicating clearly the roles and responsibilities of the AAB when new members are recruited. AAB members tend to remain on the Board when the following occurs:

- *Involvement.* Each member feels their input is valued and needed.
- *Orientation/training.* Members are supported in their work with an initial orientation to their responsibilities and ongoing training to support and develop skills and knowledge needed.
- *Plan of action.* Board members are clear and unified on the work of the Board for each year.
- *Recognition.* Each member and the Board as a whole is recognized for their efforts.

Knowing the job and the expectations regarding time and effort are highly important to individual Board members. Following on page 24 of this manual is a format for a Board member job description which can help clarify the work of the Board member. A blank format is available in Appendix B (Work Sheet 3) to define general responsibilities, qualifications, and time commitment appropriate to the local AAB.

SUMMARY

The composition of the AAB is an important determinant of the effectiveness of this advisory group. It is extremely important to have a mix of representation from the community served, as well as a blend of skills and areas of expertise. These board attributes may be maximized through targeted member recruitment. Once recruited, orientation and training help bring the new member into active participation.

SAMPLE JOB DESCRIPTION

Position: Member, County Alcohol Advisory Board

Term of Office: Three years

General

Responsibilities: To participate in the county alcohol planning process, to advise the County Alcohol Program Administrator and the Board of Supervisors on policies, goals and needs regarding alcohol issues; to encourage and educate the public concerning alcohol problems; to review/comment on legislation dealing with alcohol programs; and to coordinate and communicate with other advisory groups and the public.

Specific Duties:

1. Attend monthly meetings.
2. Serve on one committee.
3. Maintain personal communication with Supervisor.
4. Attend yearly open community meeting.
5. Provide visible support to recovery and prevention related alcohol/drug activities.
6. Serve as an information resource to the community.
7. Actively keep informed about needs and issues.
8. Work to generate public interest in alcohol and other drug issues through networking and outreach activities.

Qualifications:

1. Average six hours per month available to devote to Board activities.
2. Interest in and commitment to alcohol and other drug problems in the community.
3. No conflict of interest.
4. Ability to work well within a group setting.
5. If in recovery, minimum of two years' sobriety.
6. Board as a whole should reflect the spectrum of the county's population, including gender, ethnicity, age, economic status, recovery community, professions, etc.

Time

Commitment:	Board meetings	<u>2</u>	hours (per month)
	Committee meetings	<u>2</u>	hours (per month)
	Outside work, review information	<u>2</u>	hours (per month)

SECTION FOUR

HALLMARKS OF AN EFFECTIVE ALCOHOL ADVISORY BOARD

The effective AAB is a composite of collective group effectiveness, good leadership, and good membership. The following sections describe the effective Board, the good Board leader, and the good Board member.

THE EFFECTIVE BOARD

There are at least four attributes associated with effective advisory boards. These qualities pertain to the AAB as a functioning unit, as an advisory resource to the CAPA and the Board of Supervisors, and as a collective community conscience. They are as follows:

1. *Community Representation.* In order to be effective, the AAB should consist of members who represent various demographic populations of the community, as well as geographic sectors. In its relationship with the CAPA and county alcohol services agency, the AAB is designed to be both a source of community input for the annual planning process, as well as a source of information about county alcohol services for the Board of Supervisors. The AAB is the county's assurance that alcohol services are responsive to the changing needs and priorities of the community. It is also the "eyes and ears" for the CAPA and the Board of Supervisors relative to alcohol services.
2. *Commitment to the Agency Mission.* As a group, the AAB should demonstrate a commitment to the office of the CAPA. Commitment may be expressed in terms of regular attendance at scheduled Board meetings; participation in committee projects; "lobbying" in behalf of the agency in the spirit of community service; and assuming responsible involvement in the annual planning process. Although individual members may be committed to the agency and its mission, collectively the AAB must act as a committed advisory body.

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3. *Appropriate Utilization of Board Meetings, Committees, and Agency Staff.* The effective AAB will employ the structure of scheduled meetings to assure regular and timely involvement of Board members in the planning process. Committees also can be extremely productive, particularly for tasks which require more detailed discussion and analysis. The staff to the CAPA provide an excellent and accessible resource for information and support. Staff maintain considerable information resources and are amenable to facilitating additional creative ways to share information with the AAB. For example, the AAB could invite county programs or contractors to attend AAB meetings to present status reports of program accomplishments. This function will satisfy the AAB's interest in obtaining program-specific information for assessment and monitoring.

The effective AAB finds ways to maximize the value of each of these resources. Meetings are the context of most AAB business and decision making; committees provide the means for delegating special assignments and detailed project work; and staff have the capacity to answer questions, generate data, and establish a mechanism for information sharing from county programs.

4. *Attendance at Regularly Scheduled Board Meetings.* The most well intentioned AABs are severely limited in their advisory capacity if they fail to schedule meetings on a regular basis and if members fail to attend regularly scheduled meetings. Attendance is critical for decision making and conducting AAB business. The concept of a quorum speaks to the importance of attendance at meetings. If the AAB is designed to provide community input and to serve the Board of Supervisors as representative of various constituencies, then inadequate meeting attendance undermines these purposes. Meetings permit a forum for discussion and priority determination, and provide an opportunity for the AAB to act as a group rather than a collection of individuals.

THE GOOD BOARD LEADER

While there are no right or wrong ways to carry out a leadership role, there are some qualities of Board leaders that facilitate carrying out that job. The following seven characteristics are associated with good Board leadership.

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- ***Determine what is right.*** As a Board leader, ask yourself "Is this right or wrong?" before you speculate "What if . . . ?" or "How could we . . . ?" Use the higher purpose of the agency to guide you in determining whether something is right or even slightly inappropriate. This is a question of ethics, remaining true to purpose, and not compromising for convenience or expediency.
 - ***Be fair.*** Sometimes fairness seems to be in conflict with the determination of what is right. Given a dilemma between the two, opt for what is right and provide an explanation to those who may feel you have acted unfairly. Your explanation will restore an element of fairness. Most typically, you will exercise fairness when soliciting input from each member of the AAB on issues, providing everyone with an equal say, and crediting the AAB for the decisions it makes.
 - ***Balance Toughness with Sensitivity.*** Stand tough, but allow yourself to see the human element of issues where feelings and emotions run high. The good Board leader will learn to be firm when necessary (i.e., moving on through an agenda over an objection) but will acknowledge individual sensitivities and actions which may seem insensitive. When disagreement between Board members becomes disruptive, it will be the responsibility of the Board leader to intervene. The good Board leader is careful not to take sides in such disputes, but defers to a larger purpose, such as a return to the agenda or an offer to meet with the two parties in private after the meeting. The Board leader should acknowledge and validate the feelings of the individuals, confirming that the issue is of importance to each, before firmly redirecting the group to the agenda.
 - ***Be reliable.*** The good Board leader must demonstrate reliability to set a positive example for all other Board members to follow. He or she sets the tone for demonstrating one's commitment to the AAB. Nothing can undermine the authority of the Board leader, or the quality of the Board, faster than a consistently late appearance at meetings. The message of tardiness from the Board leader is that the meeting is not important and his/her time is more important than that of the other members. The good Board leader is reliable, a source of strength and accountability for the AAB.
 - ***Have controlled ambition.*** The good Board leader will need to have sufficient ambition to achieve the goals and objectives of the Board, but also needs to exercise humility. Grandstanding will put off other Board members. To achieve the goals of the AAB the leader needs some ambition and a

willingness to get things done; the position of leadership also requires the support of AAB members and their respect and appreciation of the leader. Without it, the overly ambitious leader will soon be acting alone.

- *Be flexible.* It is important for the good Board leader to remain open, particularly during AAB meetings. Openness fosters creativity and dialogue around issues, and demonstrates the Board leader's sense of fairness and his or her ability to fully utilize the talents and skills of all Board members. Flexibility will require the good Board leader to keep an open mind throughout deliberations and discussion. A good sense of humor will also help the Board leader remain flexible and keep open communications throughout Board meetings.
- *Be enthusiastic.* Enthusiasm is a crucial motivator for the good Board leader. It is essential for survival of the AAB and provides an invaluable source of energy for the leader. Furthermore, enthusiasm is contagious and all Board members can benefit from the example set by the good Board leader.

Good leadership is a combination of skills and personality which come together to set a tone for Board meetings and all related Board work. The Board leader is a model for other members and establishes the standards by which others will follow. Many Board members grow into good leaders, given some guidelines and structural support.

THE GOOD BOARD MEMBER

The good Board member is a composite of attributes to which most of us aspire. While they may appear to be saintly characteristics, it is important to recognize that there are some fairly basic and essential qualities among Board members. In sum, these characteristics may seem overwhelmingly "good". Taken one at a time, we have all had at least passing moments when we have recognized these traits in ourselves. The good Board member:

- is dedicated to helping others and is modest in assuming Board responsibilities;

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- approaches AAB responsibilities in a public spirit;
 - stands up for his or her convictions;
 - backs up other Board members or staff;
 - treats staff as a partner and a colleague;
 - avoids being overawed by other members of the Board who hold high positions in the community;
 - welcomes information and advice but reserves the final right to make a decision;
 - accepts majority rule and the presence of minority positions;
 - criticizes when necessary, but constructively and with positive suggestions;
 - recognizes that time and energy are finite resources, and does not waste them;
 - watches out for over-commitment;
 - strives to keep disagreements impersonal to promote Board unity;
 - assists the Board leader in following the agenda, keeping time limits, and defusing inter-member tensions; and
 - maintains loyalty to the agency and its higher purpose, as well as to its standing in the community.

The good Board member works with the agency served in earnest and toward achievements which will serve the community at large. The Board work is selfless, satisfying, and purposeful. Good Board members also respond to occasional acknowledgement and recognition.

EFFECTIVE MEETINGS

Effective meetings are an important component of Board work. Almost everyone has experienced meetings that seemed to be a waste of time, disorganized or directionless. The following points describe some of the basic features of effective meetings.

1. *To have a clearly stated purpose.* The purpose for the meeting should be understood by everyone who is present, regardless of whether their attendance is mandatory or voluntary. Even for regularly scheduled meetings (i.e., weekly, monthly, quarterly, or annual), the purpose should be communicated in advance either from the previous meeting or other notice.
2. *To have an agenda.* Without an agenda, the purpose of the meeting is less likely to be met, or at least not met in a timely fashion. An agenda provides the formal structure of the meeting and also provides the chair and the group with advance knowledge of (and buy-in to) the topics of the meeting. When new topics are introduced which do not adhere to the agenda, it is then appropriate for a member to suggest, or the chair to offer, that the new item be scheduled for the next meeting when it can be given more attention as an agenda item. The agenda is the steering course for the meeting.

It is helpful to provide a copy of the agenda to Board members in advance of the meeting, particularly for committee reports or other items which may require preparation. Action items need to be clearly stated on the agenda with background information mailed prior to the meeting. At a minimum, the agenda should be presented at the outset of the meeting for the information of the participants. Some groups routinely require the group to rule on whether or not to accept the proposed agenda.

3. *To have an explicit set of rules for proceedings, and to acknowledge the implicit rules.* It is extremely difficult to introduce or try to impose *explicit* rules for proceedings after the group has some history of operating without rules. Simple ground rules include the accepted way of recognizing speakers, decision making, voting, and handling rule compliance or noncompliance. With some accepted rules for proceeding, the chair and the members have opportunities to fulfill their personal reasons for being part of the group. They have some assurance that the meeting will focus on new business, that personal agendas will be diverted to a more appropriate time and place, and that their time will be used judiciously. The chair may use the rules to return the discussion to the agenda, to handle dissension, to permit equitable

discussion on issues, and to call for voting in decision making. Robert's Rules of Order is a commonly used form of moving through the process of decision making which allows for a motion from the floor, a second, discussion on the issue, and a vote. Each group must decide what percentage of a vote represents quorum before voting and then adhere to this rule consistently. Once there are explicit rules in place, it is important that they are known to the members of the group, which may require some form of brief orientation for new members. In addition, it is the responsibility of the chair to know and apply the explicit rules consistently.

The *implicit* rules are the unstated rules of conduct or behavior which evolve as a feature of the culture of the group. For example, some groups tacitly accept late arrival of members to scheduled meetings. Yet even if late arrival is acceptable, there is probably some measure of lateness which is not acceptable, and unspoken. Five minutes may be all right; fifteen minutes is disruptive to the meeting. Implicit rules are related to about testing limits. Thus, it is useful for the group to occasionally review among the membership what the limits are. If the group is very forgiving about tardiness to meetings, perhaps it should inquire among itself just what the outer limit of lateness is, or to identify the possible contributing factors (location, time of day, traffic patterns, lack of parking, etc.). Other examples of implicit rules are whether smoking is permitted, whether participants await recognition from the chair before speaking, and whether there is built-in time for socializing before, during or after the meeting.

4. *To have a skilled chairperson and skilled members.* The chairperson can determine differing levels of control in Board meetings, from passive, minimal control, to domination and control by intimidation. The skilled chair should exercise neither too little nor too much control, allowing equal participation from all members. He/she should be well prepared for each meeting, familiar with the issues, having gathered together any information which may answer questions raised at the previous meeting. The skilled chairperson does not demonstrate partiality over issues. He also maintains impeccable attention to each member as well as the proceedings overall. A skilled chair knows when to sum up a point that has been made (particularly points made more than once) and move on to the next item for discussion.

The skilled Board member is often self-selected, a volunteer who has made it his/her business to learn about the organization, the explicit rules for meeting, and the time commitments which are expected. He/she is respectful

of other Board members, even when of a differing opinion. The skilled Board member is committed to doing, to action. He/she is supportive of the organization (as an advocate) and other Board members, taking responsibility for sharing information and keeping absent members informed.

5. *To form and employ committees to conduct Board business and special projects.* Committees are the backbone of any Board, and an enormous source of energy. With committees, no single Board member is overworked, by definition. Members are permitted to volunteer for projects of special interest to them, and to create solutions to problems they identify and discuss. Committees may be the most effective way to maintain Board momentum and interest because members have tasks and a sense of purpose for immediate and tangible accomplishments. Committees provide the structure which insures the effectiveness of each Board member, by enabling active participation.
6. *To have a quorum.* The Board may determine whether the quorum is 50 percent (simple majority), 67 percent (two-thirds majority) or 75 percent (three-quarters majority) or any other proportion of the total membership. The way to determine an acceptable quorum is to ascertain what number of members present is truly representative of the Board. When there is no quorum present, decisions which arise during the meeting should be tabled until the next time a quorum is present. It is the responsibility of the chair and staff from the organization to provide the necessary support (telephone calls, written reminders, car pool suggestions or provision, etc.) to maximize the attendance for Board meetings.
7. *To have meetings in an appropriate facility.* The atmosphere and environment of a Board meeting will impact the quality of the meeting. Seating should provide for group interaction. There should also be clear distinction between AAB member seating and audience or visitor seating. A podium or place for the audience to formally address the AAB is appropriate. Members should be comfortable but not inclined to slide into sleep in an easy chair. It helps if the facility is adequately lighted and has a comfortable temperature. Refreshments (or dinner!) are a definite plus, facilitating the informal communications and encouraging interaction outside the meeting agenda before, during breaks, and after the meeting. It is not usually appropriate to conduct a business meeting in a noisy public gathering place, nor in locations which are inaccessible or consistently inconvenient to the same members. Over wide geographic areas, it helps to move locations periodically to balance the distance factor.

SUMMARY

Effective board work requires good representation, a strong commitment to the mission, good use of members' time and energy, and regular meeting attendance. Leadership and the quality of membership are assets of any AAB.

SECTION FIVE

PLANNING

Planning is a major activity for the CAPA and the AAB. Each year, they engage in a planning process, and the AAB is involved to varying degrees throughout California counties. Essentially planning is:

a process which specifies where an agency is going, results it hopes to achieve, and allocation of resources to achieve the results.

To accomplish this it is important to understand needs and priorities, to permit creativity in generating ideas for action, and to outline carefully how to proceed.

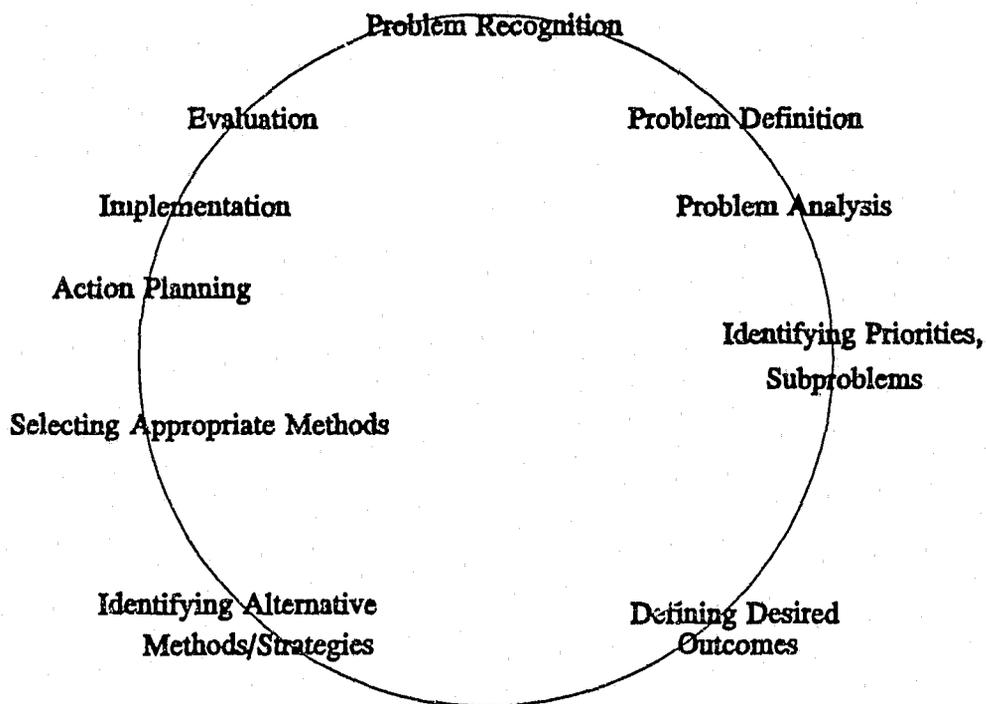
The AAB can best function by planning what goals are to be accomplished relative to each of its four areas of responsibility which are:

- To participate in the planning process.
- To advise the CAPA and the Board of Supervisors on policies and goals of the county alcohol program.
- To encourage and educate the public.
- To review the community's alcohol program needs, services, facilities, and special programs.

In Appendix B, the form on Advisory Board Goals and Objectives (Work Sheet 4) provides a means for outlining the annual goals for the AAB relative to each of its areas of responsibility.

Planning is a strategy for identifying and responding to a problem or area of need. The strategy illustrated in Figure 3 is useful for any goal-oriented activity, with steps for systematically structuring developmental stages of the process. For most people the process resembles their individual approach to solving problems. However, it is useful to have these stages delineated for application to group problem solving.

**FIGURE 3
A STRATEGY FOR PROBLEM SOLVING**



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1. ***Problem Recognition.*** The first step necessary for problem solving (or almost any project task) is to identify a problem or need and recognize and label it as such. Recognition may be a function of local or national public reaction, a response to a community level tragedy, or an individual crusade to call attention to the need for change. Problem recognition for problem solving is the point when a group begins to mobilize around an issue. Remember, this is a learning process at this stage of problem solving, during which the Board makes appropriate inquiries to better define the problem.
 2. ***Problem Definition.*** This is the information-gathering step, used to identify details about the problem. This will require a willingness to take the necessary time for collecting information. A commitment is necessary to deal with the information as it surfaces, because it may suggest that the problem differs from the initial perception of it. After gathering information, the group begins to form a better definition of the problem.

During the process of problem definition, it is important to avoid the temptation to assign blame for the problem, to jump to conclusions about the cause and solutions, or to otherwise generalize from the definition. Blaming society, an individual, or other external forces, will not empower the Board to get to a solution that stands a chance of working. It is usually a waste of time and energy to find fault and simplify the problem by attributing responsibility. Jumping to conclusions may steer the Board down the wrong path, and will certainly narrow the possibilities for solutions. The Board should take care not to apply the power of reasoning at this stage. There is a more appropriate time to do so.

3. ***Problem Analysis.*** The third step to problem solving is to analyze the problem. In the process of defining the problem several sub-problems may emerge. Indeed, part of the process is to reduce a problem to manageable scope for a Board to take on as a project. The sub-problems are usually the underlying problems or a series of several contributing factors for the original problem. At the analysis stage, it is important to gather information on each sub-problem. The Board may find it must go back to Step 1 (Problem Recognition) and Step 2 (Problem Definition) for each sub-problem. However, the second time will be easier than the first. The Board members may find themselves contacting some of the same people for information, only in reference to a more specific sub-part of the original problem. Ultimately, it will be less difficult to develop solutions to sub-problems (possibly prerequisite) before making any headway with the original problem. When the Board has a better grasp on the sub-problems, then it can begin to become more focused.

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4. ***Identify Priorities Among Sub-Problems.*** With the problems now analyzed in terms of sub-problems, the group should rank these according to priority of need. If six sub-problems are identified, each Board member should rank all six individually and then compile a master ranking sheet with each individual's priorities showing. Add the values and divide the total by the number of entries/member votes. The low rankings are the higher priority sub-problemss. It will be important for all members present to rank each item in order for this formula to work. Another way to rank is to have each Board member select only *one* of the six sub-problemss and resolve the ranking by a simple vote. Identify the top three priorities when there are more than one or two.

 5. ***Define Desired Outcomes.*** Occasionally a group has little difficulty arriving at the sub-problem to be addressed, but the group's team spirit may deteriorate over disagreements about possible solutions. Beneath any disagreement there is a need for the group to carefully consider and define its ultimate aim. It may be revealed that some individuals understand the sub-problem differently. One of the best ways to learn of these differences is to ask the question, "What would it look like if this problem no longer existed? What would success look like?" Board members should create a description of the intended result of the problem solving exercise. The desired outcome should be determined prior to working on the next step.

 6. ***Identify and Select Alternative Methods.*** Next the Board should begin to evaluate the list of methods suggested from the previous Step, Desired Outcomes. The Board should consider the positive and the negative features of each method, and assess the short- and long-term costs. Some will be immediate, while others may loom ahead. Finally it will be important to make sure the method you select as a group is consistent with the mission of the Board and the county alcohol services agency.

 7. ***Action Planning.*** This is the step for outlining a detailed action plan, determining how the project will be implemented. The Board has completed all the conceptual work so far. Now it is time to take specific action. An action plan usually consists of a list of steps to get to the goal, each of which is followed by an indication of *by whom? how? and by when?* each step will be completed. It is useful to provide as much detail as the group is willing to provide. Board members should carefully describe what will be undertaken, list any progress milestones, and map out a reporting schedule. The Board should use the plan to guide them through the process, to identify and monitor committees, and to complete the project. It is important to be realistic at this step, remembering that members have full time lives outside

their Board activities. To the extent possible, allow individuals to set their own deadlines.

8. *Implementation.* If the Board has completed all previous steps carefully and developed a realistic and comprehensive action plan, the implementation step will be much easier. Implementation is simply follow-through on tasks and decisions which were made previously. Boards may expect some slippage from the original target dates for completion of committee assignments. There will almost always be more required to get the job done than was originally anticipated. This should not discourage Board members who should be reminded of possible pitfalls and delays. The schedule is intended for support and guidance, not punishment. The Board should also openly acknowledge when milestones are not met and reschedule a new target date; often, once a deadline is past, some individuals assume the task is completed or no longer worth completing (see Work Sheet 5).
9. *Evaluation.* The final stage is to evaluate the process and the content of problem solving. The Board may review the steps followed to reach a solution, assess the overall appropriateness of the solution for addressing the problem, and consider improvements in either. It should also use the evaluation as an opportunity to give credit to members for plowing through the problem solving exercise in an organized and systematic manner. Following steps in the evaluation process will make it easier to be more specific about isolating problems. Likewise, the Board will be able to replicate any aspects of the process which were highly successful. The Board may undertake a simple evaluation process by brainstorming about what helped get the job done and what hindered the goal accomplishment. Then the Board may use the evaluation for future planning, or new problem solving.

SUMMARY

With the best mix of individuals, preparation, and operational effectiveness, the AAB is equipped to carry out one of its major responsibilities: planning. Each year, the CAPA and the AAB of each county develops a county plan that will outline the needs of the county relative to alcohol related problems and plans for meeting community needs. It is helpful to approach the responsibilities of the AAB, especially the AAB's involvement in the local planning process, with a systematic approach.

SECTION SIX

SUMMARY AND CONCLUSIONS

The Alcohol Advisory Board is a group of citizens who volunteer to serve the Board of Supervisors and the CAPA in an advisory capacity, related to alcohol issues, priorities, services, and programming. Statutorily defined, the AAB represents a voice comprised of local representatives from various constituencies and interests. The key role for the AAB is to have a hand and a meaningful say in the annual planning process.

Alcohol Advisory Boards function best when they are knowledgeable and actively participate in the local planning process. There are several responsibilities of membership they should be aware of and committed to, in order to serve their respective communities. This manual is a comprehensive guide to explain their individual and collective responsibilities, and to enhance and improve on their abilities to fulfill this change satisfactorily.

Good luck to all who make the commitment to serve on an AAB. Hopefully, this manual will serve you, while you serve your community.

APPENDIX A

**THE HISTORY OF ALCOHOL SERVICES
THROUGH LEGISLATION**

APPENDIX A

THE HISTORY OF ALCOHOL SERVICES THROUGH LEGISLATION

Over the years, the following major events occurred in California's alcoholism programming:

- 1954 The State established the State Alcoholic Rehabilitation Commission to deal with the problems of alcoholism. The Commission established by contract six community demonstration programs for treatment and rehabilitation in Alameda, Los Angeles, Sacramento, San Diego, San Joaquin and Santa Clara Counties.
- 1957 The State Department of Public Health, Division of Alcohol Rehabilitation, was created to replace the Alcohol Rehabilitation Commission.
- 1965 The State McAteer Alcoholism Act was passed, strengthening community alcoholism services sponsored by the State Department of Public Health.
- 1967 The State Department of Public Health contracted with the State Department of Rehabilitation to provide vocational rehabilitation services to community alcoholism programs.
- 1969 Administrative responsibility for alcoholism programs transferred to the Department of Rehabilitation to take advantage of 3-1 Federal matching funds.

Findings of the State Task Force on Alcoholism called for a statewide, comprehensive delivery system to encompass *the broad spectrum of services required to deal with physical, psychological and socio-economic dimensions of the problem.*

- 1970 Chapter 1021, Statutes of 1970, AB1889 (Lanterman). Establishment of the Office of Alcohol Program Management in the Office of the Secretary of Health and Welfare to coordinate State efforts and funding of all public alcohol-related programs.

Public Law 91-616, cited as the *Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970*, and known as the Hughes Act, provided Federal Formula funds and required a State Comprehensive Plan for State and community alcoholism programs, a single State authority, and created the National Institute on Alcohol Abuse and Alcoholism.

Introduction of a line item budget for alcoholism, including services delivered through the State Department of Mental Hygiene, as well as the Department of Rehabilitation.

- 1972 Development of the first *California State Plan for Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation* by the Office of Alcohol Program Management in cooperation with county governments.
- 1973 Chapter 1137, Statutes of 1973, SB204 (Gregorio). Emergence of comprehensive State alcoholism programs with passage of SB204. Additional funding made available for specific development, support and expansion of alcoholism programs. Counties mandated to designate alcoholism administrators and Alcoholism Advisory Boards. Counties required to have separate and distinct alcoholism programs, plans and a program budget.
- 1974 Expiration of McAteer Act; outpatient programs became part of community alcoholism programs funded through Short-Doyle mechanism.
- 1975 Chapter 1129, Statutes of 1975, SB744 (Gregorio). Enactment of SB744 removed state-funded alcoholism programs, from the community mental health system, gave counties primary responsibility for program services delivery, established the powers and duties of the Office of Alcoholism, required that counties over 200,000 population have a full-time administrator, and set forth requirements for the county alcohol program plan and budget for reimbursement of county expenditures.
- 1977 Chapter 1252, Statutes of 1977, SB363 (Gregorio). Passage of SB363, superseding SB744, established the Department of Alcohol and Drug Abuse within the State Health and Welfare Agency on July 1, 1978.
- 1979 Chapter 679, Statutes of 1979, AB272 (Hart). Passage of AB272, superseding SB363, renamed the State Department of Alcohol and Drug Abuse the State Department of Alcohol and Drug Programs, and redefined state-county responsibilities.
- 1984 Chapter 1328, Statutes of 1984, AB3872 (Lancaster). Passage of AB3872, superseding AB272, amended the Health and Safety Code as follows:

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1. State hospital alcohol programs are funded on the basis of 85 percent state and 15 percent county funds.
 2. Programs funded by fines derived from convictions of specified reckless driving and drinking must be certified by the Department.
 3. Programs offering alcohol services to problem drinkers must be licensed by the Department.
 4. Prohibits a member of any advisory body or similar position in a program which seeks or possesses a license issued by the Department to operate a program of services to persons convicted for driving while under the influence of alcohol.
 5. All meetings of the County Advisory Board shall be open to the public and shall be subject to the provisions of Chapter 9, Section 54950, Part I, Division 2 of Title 5 of the Government Code, related to meetings of local agencies.
 6. Permits counties with a population of 200,000 or less to shift their funds between alcohol and drug programs when approved by the Director of the State Department of Alcohol and Drug Programs.
 7. Authorizes a county with a population of 200,000 or less to use, at its discretion, all or a portion of allocated funds for either alcohol or drug programs under certain circumstances.
 8. Includes in the county alcohol plan, criteria and methods for the distribution of funds, including a description of the alcohol service needs of women, adolescents, ethnic minorities, the elderly, the disabled, and any other specific populations, a plan for how these needs will be met, both if new funds are available and if no new funds are available, and the time span within which the needs will be met.

1984 Chapter 1492, Statutes of 1984, AB3065 (Leonard, Bane. and others) mandates the Department of Education to establish an information center of current alcohol, drugs, and traffic safety education materials which may be used by school districts and teachers for instruction on alcohol, drug and traffic safety education.

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- 1986 Chapter 1065, Statutes of 1986, AB3659 (Vasconcellos) created the California Task Force to Promote Self-Esteem, and Personal and Social Responsibility. One of its charges was to compile research relative to the lack of self-esteem as implicated in six major social problem cases which includes alcohol and other drug abuse.
- 1986 Chapter 1108, Statutes of 1986, (Chapter 12 of Vehicle Code) delineates the provisions related to the Ignition Interlock device.
- 1987 Chapter 364, Statutes of 1987, AB2173 (Polanco and Hauser) asks that the county alcohol program plan identify the special needs of American Indians and their descendants specifically in regard to the county program.
- 1987 Chapter 880, Statutes of 1987, AB676 (Leslie). If the County Alcohol Advisory Board is in disagreement with the Alcohol Program Administrator on any element of the county plan and budget, the Advisory Board may designate a representative to report to the Board of Supervisors regarding the disagreement.
- 1987 Chapter 1488, Statutes of 1987, SB1528 (Maddy). Authorized a Negotiated Net Amount Contracts Pilot Project in up to three stipulated counties (Butte, Merced, and Stanislaus) for FY1988-89 to 1990-91 and four counties (Fresno, Riverside, San Joaquin, and Tulare) for FY 1989-90 and 1990-91. The California Department of Alcohol and Drug Programs shall negotiate net amount contracts with a participating county in lieu of any grant, reporting, a reimbursement procedure for the cost of services specified in the county alcohol and/or drug plan. A report will be provided to the Legislature by January 1, 1991.
- 1987 Chapter 104, Statutes of 1987, ACR43, states that in response to the Federal Anti-Drug Abuse Act of 1986 (Public Law 99-570) which authorized \$600 million for distribution to state and local agencies for the enforcement of drug laws, prevention, treatment and rehabilitation that the state will spend the money received under the Anti-Drug Abuse Act in a planned, non-redundant fashion. It was resolved that the State Department of Alcohol and Drug Programs, the Office of Criminal Justice Planning, and the State Department of Education shall participate in a coordinated statewide effort to implement efforts required by that Act.
- 1988 Chapter 139, Statutes of 1988, AB1513 (Leslie). Those services addressed in the county alcohol plan shall include activities frequently referred to as prevention and early intervention. *Prevention* means activities and processes designed to reduce or minimize the incidence of new alcohol problems and negative consequences of drinking. *Early intervention* means activities designed to provide only identification

and appropriate service for alcohol problems prior to the appearance of major problems.

1988 Chapter 983, Statutes of 1988, SB2599 (Seymour) articulated the belief that for drug and alcohol problems to be solved, a comprehensive and cooperative effort must be made at every level: national, state, community, school and in the home.

- SB2599 mandates that the State Advisory Board Alcohol-Related Problems and the State Advisory Board on Drug Programs shall meet at least twice each calendar year. If the county has established separate advisory bodies on alcohol and drug issues, these local bodies shall also meet jointly on a regular basis at least two times a year.
- Five Year Master Plan. Goals are set forth in the context of a five-year master plan to eliminate drug and alcohol abuse in California. It is required that every county that chooses to develop the plan will develop their plan jointly with the alcohol and drug administrators, law enforcement agencies, and school districts, and be reviewed jointly by the Advisory Boards.
- County drug and alcohol Advisory Boards are encouraged to include representatives of the following:
 - law enforcement
 - education
 - the treatment and recovery community
 - the judiciary
 - students
 - parents
 - private industry
 - other community organizations involved in drug and alcohol services
 - representatives of organized labor responsible for the provision of Employee Assistance Program Services

If any of these areas are not represented on the advisory bodies, the County Drug and/or Alcohol Administrator shall solicit input from the non-represented area prior to development of the five year plan.

In response to SB2599, the California Department of Alcohol and Drug Program has created a new Division of Planning and Public Policy.

1989 Chapter 1297, Statutes of 1989, SB731 (Seymour) states that the County Alcohol Advisory Board shall review procedures used to ensure community involvement at all stages of the planning process leading to the formation and adoption of the county alcohol program plan.

APPENDIX B
WORK SHEETS

APPENDIX B

WORK SHEETS

**ADVISORY BOARD REVIEW
BOARD COMPOSITION**

WORK SHEET 1

DEMOGRAPHICS

Are members representative of the county's demographic characteristics?

<i>Characteristic</i>	<i>Excellent Status 1</i>	<i>Acceptable 2</i>	<i>Needs Improvement 3</i>
SEX (Male/Female)			
AGE <ul style="list-style-type: none">● Youth (-30)● Middle (31-55)● Senior (56+)			
ETHNICITY <ul style="list-style-type: none">● Caucasian● Black● Latino● Native American● Asian/Pacific Islander● Other			
INCOME <ul style="list-style-type: none">● Low● Middle● High			

GEOGRAPHIC

Are Board members representative of all geographic areas of county?

<i>Characteristic</i>	<i>Excellent Status 1</i>	<i>Acceptable 2</i>	<i>Needs Improvement 3</i>
GEOGRAPHIC AREAS			

SKILLS/EXPERTISE

What occupational groups, skills, and contacts do you believe should be represented on the Board for the AAB to be able to do its work?

<i>Need to be represented on the AAB Board</i>	<i>Currently Represented on the AAB</i>	
	<i>Yes</i>	<i>No</i>
Occupations		

<i>Need to be represented on the AAB Board</i>	<i>Currently Represented on the AAB</i>	
	<i>Yes</i>	<i>No</i>
Skills/Experience		
Contacts (e.g., service clubs, political)		

ARE ANY OF THE ADVISORY BOARD MEMBERS ALSO:	<i>Yes</i>	<i>No</i>
● A member of a Board of Directors or advisory body or employee of any county-operated contract provider of alcohol services?		
● A member of any advisory body, or a person who holds any similar position, compensated or not?		
● A member of the Board of Supervisors or a staff person of a member?		
● A direct recipient of state funds allocated or alcohol services?		
● A county employee of the health-related agency or department designated by the Board of Supervisors to administer the county alcohol program?		

REVIEW OF ASSESSMENT

Are Board members representative of AAB needs for Board composition?

<i>Characteristic</i>	<i>Yes</i>	<i>No</i>	<i>State area of need</i>
SEX (Male/Female)			
AGE			
ETHNICITY			
GEOGRAPHIC			
SKILLS, EXPERTISE, CONTACTS			

WORK SHEET 3

JOB DESCRIPTION

Position: Member of the Alcohol/Drug Advisory Board

Term of Office: Three Years

**General
Responsibilities:**

Specific Duties:

Qualifications:

Time Commitment:

Board meetings	_____	hours (per month)
Committee meetings	_____	hours (per month)
Outside work, review information	_____	hours (per month)

WORK SHEET 4

**COUNTY ADVISORY BOARD ON ALCOHOL PROBLEMS
GOALS AND OBJECTIVES**

(Fiscal) Year _____

1. Participate in the planning process:

GOAL(S) _____

OBJECTIVES _____

2. Advise the County Alcohol Program Administrator (CAPA) and the Board of Supervisors on policies and goals of the county alcohol program and any other related matters the CAPA or the Board of Supervisors refers to it, or which are raised by the Advisory Board.

GOAL(S) _____

OBJECTIVES _____

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3. Encourage and educate the public to understand the nature of alcohol problems, and encourage support throughout the county for development and implementation of effective alcohol programs.

GOAL(S) _____

OBJECTIVES _____

4. Review the community's alcohol program needs, services, facilities, and special programs.

GOAL(S) _____

OBJECTIVES _____

5. Review and approve the procedures used to ensure citizen and professional involvement at all stages of the planning process leading to the formulation and adoption of the county alcohol program plan.

GOAL(S) _____

OBJECTIVES

APPENDIX C
GLOSSARY OF TERMS

APPENDIX C

GLOSSARY OF TERMS

Alcohol problems means problems of individuals, families, and the community which are related to inappropriate alcohol use, and includes conditions usually associated with the terms *alcoholism* and *alcohol abuse*.

Alcohol program means a collection of alcohol services which are coordinated to achieve the specified objectives of this part.

Alcohol service means any service that is specifically and uniquely designed to encourage recovery from problem drinking and to alleviate or preclude alcohol problems to the individual, his or her family, and the community.

Problem drinker means anyone who has a problem related to the consumption of alcoholic beverages whether of a periodic or continuing nature.