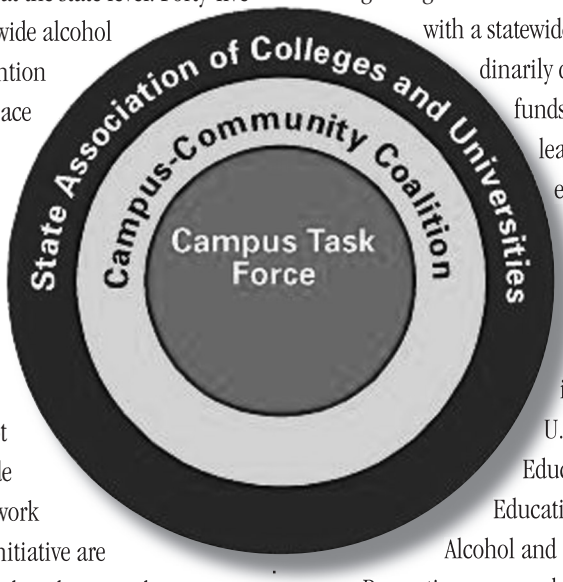
STATEWIDE INITIATIVES FOR PREVENTION

Getting colleges and universities involved with a statewide effort is extraordinarily difficult without funds; and when the leader of an initiative effort leaves, it can mean a setback.

STATEWIDE INITIATIVES for prevention of alcohol and other drug problems at colleges and universities—and surrounding communities—work on two levels: stimulating work at the campus-community level and making policy and systems changes at the state level. Forty-five states now have statewide alcohol and other drug prevention initiatives either in place or in development, and case studies in Ohio and Illinois are showing some positive preliminary results.



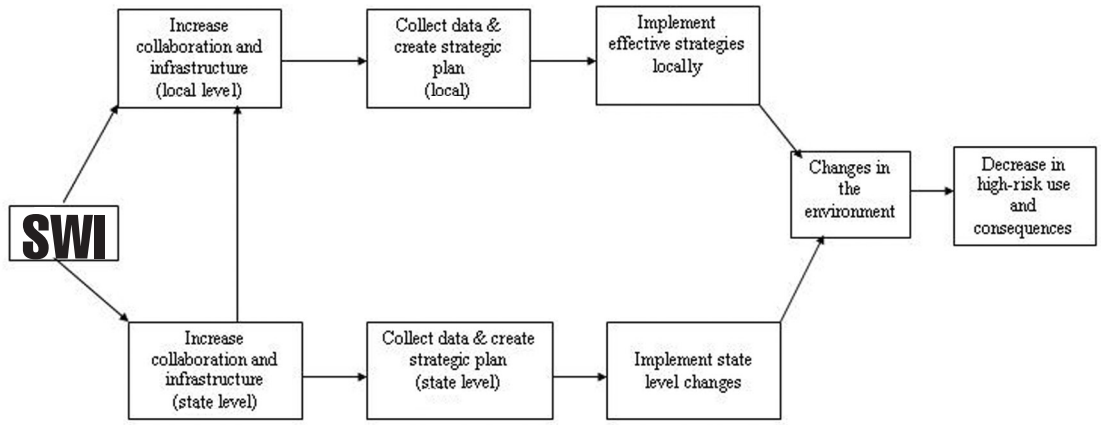
Compared with campuses that are not involved in a statewide initiative, those that work with their statewide initiative are significantly more likely to have or plan to have the following:

- a campus alcohol and other drug prevention task force,
- a campus and community coalition and
- a strategic plan.

They are also significantly more likely to implement or have plans to implement the following:

- environmental strategies—especially development and enforcement of laws and policies, and normative environment; and
- other evidence-based strategies, specifically brief screening and motivational interviewing.

However, states still face challenges in creating and implementing statewide environmental efforts to curb underage and high-risk drinking among college students. Primary among those challenges are a shortage of funding and turnover in initiative leadership on campuses. Getting colleges and universities involved with a statewide effort is extraordinarily difficult without funds; and when the leader of an initiative effort leaves, it can mean a setback. To support the development of these initiatives, the U.S. Department of Education's Higher Education Center for Alcohol and Other Drug Prevention convened the first Statewide Initiatives Leadership Institute. The next four, also convened by the Center, were supported by The Robert Wood Johnson Foundation. This year's Institute—held in June in Minneapolis—brought together representatives from colleges and universities, prevention organizations, state coalitions working to reduce underage drinking and state government substance-abuse offices and alcohol beverage control agencies to focus on policy and the process of changing policy. State teams developed action plans for state and local policy change. Meeting topics included "Working With State



With the environmental management approach, there is a coordinated effort to change the campus and community environment.

Legislators," "Working With Local Officials," and "Media and Communication Strategies." While some states have full-fledged, established initiatives, others are still in the planning stages. Some initiatives have been funded by grant money; others are struggling to stay together with no funding. Community groups, campus administrators, state officials and others have started statewide initiatives.

The Center has supported the formation and growth of statewide prevention initiatives since the 1990s. These efforts are in keeping with the Center's promotion of an environmental management approach to prevention. The Center has identified the following five specific factors in the campus environment as contributors to alcohol and other drug use:

- excessive unstructured free time for students;
- the widespread belief that college drinking is normal, with associated campus structures contributing to that impression (for example, the absence of scheduled classes on Friday mornings, which sends a message that students are expected to drink on Thursday nights);
- the abundant availability of inexpensive alcohol;
- aggressive marketing and promotion by liquor outlets aimed at college students; and
- inconsistent enforcement of laws and policies.

In summary, a student's decision to drink or use drugs is based on campus social norms and expectancies, campus policies and procedures, the availability of alcohol and other drugs, the enforcement of regulations and laws and the availability of alcohol-free social and recreational options.

The Center has also determined that these environmental risk factors suggest five corresponding strategies for environmental change:

- offer and promote social, recreational, extracurricular and public service options that do not include alcohol;
- create a social, academic, and residential environment that supports health-promoting norms;
- limit alcohol availability both on and off campus;
- restrict marketing and promotion of alcoholic beverages both on and off campus; and
- develop and enforce campus policies and local, state and federal laws.

To help with the development and maintenance of statewide initiatives, the Center's staff has provided workshops on environmental management, strategic planning, assessment and evaluation, fund raising, use of the media, presidential involvement, and statewide initiative leadership skills.

The essence of the environmental management approach to alcohol and other drug prevention is for college officials, working

Once an initiative is started, the biggest challenge is to keep it going.

in conjunction with the local community, to change the campus and community environment that contributes to alcohol and other drug problems. Such change can be brought about through an integrated combination of programs, policies and public education campaigns. With the environmental management approach, there is a coordinated effort to change the campus and community environment in order to produce a large-scale impact on the entire campus population, including students, faculty, staff and administrators.

Ohio Parents for Drug Free Youth, a nonprofit prevention organization, started the first statewide initiative in Ohio in 1996 and it is still going strong. The initiative began with the commitment of 19 colleges and universities and now boasts a membership of 41 four-year institutions.

Connie Block, project director for OPDFY, said that the organization realized that student drinking is not a problem of colleges alone, but of the entire community, and that the entire community needs to deal with the problem.

"It has to be a group effort," Block said. "Simply having an alcohol and other drug prevention department on campus isn't enough. One prevention person can't change the whole environment."

Rebecca Matusovich, who is leading the Maine state initiative from her position as prevention specialist for the Maine Office of Substance Abuse, agreed that changes can only be made with collective action.

"No campus is an island," she said. "No one campus created this problem. It was created by larger forces, and we have to look at the synergy of all of the forces that created this."

That can be a challenge in Maine, which has mostly small, rural campuses that tend to be short on staff. Members of those staffs can be wearing so many hats it's hard for them to take time for outside efforts. Also, the state of Maine recently closed its Bureau of Liquor Enforcement, one of the main partners in the initiative effort.

Still, Matusovich isn't daunted. "All the more reason for a statewide initiative," she said.

When it comes to such challenges in maintaining a statewide initiative, more established states can help emerging states. OPDFY has offered some ideas for dealing with common problems. The recommendations follow:

- Turnover in campus prevention staff can be a critical barrier. This barrier can be reduced by bringing members to the campus initiative team from many sectors—community, enforcement, government, nonprofit groups and so on. That way, some members of the team remain constant even when others change.
- Most campuses suffer from a lack of resources: budget, time, facilities and expertise. One way to deal with that is to stress the coalition as an opportunity to divide responsibility for prevention activities. If the campus doesn't have resources, perhaps an outside group could provide them.
- Some groups suffer from a lack of presidential/high-level administrative support. College presidents should receive regular information about initiative activities. Even better, college presidents can be asked to chair initiatives.
- Coalitions sometimes lack a sense of purpose or deviate from environmental management philosophy. Employment of the *College Alcohol Risk Assessment Guide* (see www.edc.org/hec/pubs/cara/) can help identify current issues and stimulate discussion of the best ways to address them.
- Coalitions sometimes suffer from a lack of planned evaluation measures. The Center's website offers information on evaluation.

Laurie Davidson, associate director for statewide initiatives at the Higher Education Center, said that the Center will continue to offer support to statewide initiatives. "Once an initiative is started, the biggest challenge is to keep it going," she said. "Given time and resources, they are making changes. But, it's a huge effort that won't happen overnight."

For more information on statewide initiatives visit www.edc.org/hec/swi.

CATALYST

A Publication of the Higher Education Center for Alcohol and Other Drug Prevention
FUNDED BY THE U.S. DEPARTMENT OF EDUCATION

The State of the States ...
When It Comes to Prevention

During the past 15 years, several states have started initiatives to address high-risk alcohol and other drug (AOD) use among college and university students. These efforts have focused mainly on networking, information-sharing, and professional development; many involved developing regional or statewide consortia and convening a statewide AOD prevention meeting. Virginia, New York, and Illinois were early leaders in this type of initiative.

In 1996, Ohio Parents for Drug Free Youth launched an initiative to combat high-risk alcohol use on college and university campuses from an environmental perspective using campus and community teams. Thanks to the support of state and federal government agencies and local and national AOD prevention organizations, nearly 40 institutions of higher education (IHEs) in Ohio have organized new campus and community teams over a three-year period. Many other states are adopting a similar approach, creating a nationwide movement to bring together colleges and universities within a state in a coordinated effort to create campus and community change.

This approach to prevention has enormous value. As several campuses in the same state move forward at the same time, they benefit from mutual support and information-sharing, create momentum for change, and strengthen their ability to influence policy decisions.

The Higher Education Center for Alcohol and Other Drug Prevention worked closely with the Ohio Parents for Drug Free Youth statewide initiative, both providing support and monitoring activities to learn how other states could benefit most from Ohio's experiences. Center staff also broadly publicized this effort, believing that a state initiative of this sort is one major strategy for advancing the U.S. Department of Education's (ED's) AOD prevention agenda, particularly the initiative's emphasis on encouraging campus and community teams to create environmental change.

Using an environmental approach, Ohio Parents, a private, nonprofit foundation, organized a series of activities to address "binge drinking" among students on campuses. The Center provided three training sessions for campus and community teams. The training focused on outcome-based strategic planning, coalition-building, social marketing, and project evaluation.

In 1998, Ohio Parents conducted a follow-up survey of 31 participating institutions to determine what changes had taken place as a result of this comprehensive intervention. Prior to the statewide initiative, less than 10 percent of these campuses reported having had an action plan to reduce or eliminate high-risk alcohol use. At follow-up, 77 percent reported having an action plan. Of those with action plans, 94 percent said they incorporated environmental approaches; 62 percent reported incorporating specific activities expected to affect the campus environment. Such activities include creating alternative activities, improving relationships between bar owners and merchants, expanding coalitions, developing and reinforcing policy, and using the media to counter misperceived norms about student alcohol use. While no statewide initiatives have outcome data—such as reductions in high-risk drinking or crime—to report as yet, the Ohio initiative has a 1999 Department of Education grant that includes provisions for an outcome evaluation, as do all of the 1999 grantees.

"An important part of the success of these statewide initiatives is the collaboration that takes place, not only among campuses within the states, but also among the states."

More than 20 states now engage in some sort of statewide initiative, many of them based on Ohio's successful program. And while ED has funded the development of campus and community coalitions for a number of years, its 1999 grant competition underscored the importance of statewide and

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Fall 2000 Vol. 6 No. 2

The Statewide Initiatives Leadership Institute

More than 50 leaders of existing and emerging initiatives in 25 states participated in a Statewide Initiatives Leadership Institute held in Tampa, Fla., by the Higher Education Center for Alcohol and Other Drug Prevention in February 2000.

Participants included representatives from state alcohol and other drug programs, state alcoholic beverage control departments, community anti-drug and Reduce Underage Drinking coalitions, and colleges and universities.

According to Laurie Davidson, a Center associate director who helps state leaders start their initiatives, the meeting's goal was to enable leaders of existing initiatives exchange ideas and strategies.

"We think there is great potential for a concerted statewide initiative to bring about changes in the environment that promotes high-risk and underage alcohol use among students on campuses," said Davidson. "Most of the environmental changes, however, were limited to the campus, such as increasing the number of alcohol-free social and recreational options. At this meeting we wanted to find out what was getting in the way of implementing environmental strategies aimed at the community."

One barrier described by participants is a lack of the community organizing skills needed for effective community work. Often the person charged with responding to AOD problems on a campus has a counseling or health education background and needs additional skills to work with community groups.

The Center is creating a WebBoard (a Web-based technology that enables users to post and read messages on particular topics as if they were part of a discussion).

"The single most important thing Center staff can do is to provide ways for statewide initiative leaders to talk to each other about what they are doing," Davidson explained. "Another key area for us is to help people figure out how to evaluate environmental management programs, given the difficulties of trying to measure complex systems change."

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State of the States . . .

regional initiatives—as well as collaborations between campus and community leaders—to address high-risk alcohol use among college and university students. The 1999 Safe and Drug-Free Schools grants competition guidelines asked that applicants mobilize new or existing state or regional coalitions to create plans for broad environmental campus and community change. Eight programs were funded. In some cases, programs will build on existing statewide initiatives. Some will focus on creating local campus and community coalitions, while others will initiate collaboration among state-level partners to influence public policy change.

The statewide initiative strategy provides a range of benefits. Foremost, said William DeJong, Ph.D., Center director, the initiative gives some political cover to IHE staff who might be nervous about stepping to the forefront and dealing with this problem aggressively. Individual institutions are not singled out.

"To this day, despite the publicity about college student deaths and all the prevention activity that is taking place on campuses, I still hear about college presidents who are reluctant to come forward, fearing that if they become active on this agenda, it will make their school look as if it has a problem," said DeJong.

Gordon Gee, former president of the Ohio State University and chair of the Ohio statewide initiative, said: "It's very important that college presidents all jump off the cliff together."

This strategy is also important because it helps to bring media attention to student high-risk alcohol use, and, in particular, to available solutions. The goal is to get the media to focus less on problems and more on solutions—the various initiatives that have made a real improvement on campuses and in communities.

In many cases, state initiatives have attracted resources to support their prevention efforts from state governments, state alcohol control boards, and foundations. Funding sources such as these are more likely to invest in a broader statewide strategy than to support individual institutions.

DeJong pointed out that statewide initiatives also provide an important opportunity for campus and community teams tied to different colleges and universities to support one another. That support is crucial, he said, because "it's hard to grapple with the very difficult work of environmental change at the community level."

The Center has learned from experiences in a number of states the best approaches to help other states start their own initiative.

"We like to provide a presentation on the Center's environmental management approach to alcohol and other drug prevention through a workshop, a conference, or some kind of state summit as a way to promote the idea of a statewide coalition," explained DeJong. "An important step in this process is to get as many college presidents in a state as we can to pledge publicly to become involved with the effort, focus on high-risk alcohol use and environmental strategies, and say that working with their local community is going to be the hallmark of their approach. Presidential leadership is key."

Many states have found it useful to move from such a kick-off event to a campus and community team training, followed by ongoing consultation services from the Center and additional training on more specialized topics. These efforts are aimed at helping states form a statewide consortium to keep different campus and community teams focused on their action plans and to start advocating for specific actions regarding state policy.

"An important part of the success of these statewide initiatives is the collaboration that takes place, not only among campuses within the states, but also among the states, the Center, and the Department of Education. These efforts are showing that campus and community change is indeed possible," said DeJong.

What's Up with the Grantees?

For the 1999 Department of Education's Safe and Drug-Free Schools grant, applicants were asked to focus proposals on mobilizing new or existing state or regional coalitions to create broad environmental change. The department funded eight programs. In addition, one 1998 grantee—Eastern Illinois University—was funded to develop a regional initiative to support the formation of campus and community coalitions that would work on environmental change.

Here are brief descriptions of what the 1999 grantees have been able to accomplish so far:

Arizona Institutions of Higher Education Substance Abuse Prevention Consortium

Representatives from Arizona State University, Northern Arizona University, and the University of Arizona, in partnership with their community coalitions, form the Arizona Institutions of Higher Education Substance Abuse Prevention Consortium (AIHESAPC). AIHESAPC has established a statewide prevention initiative to address high-risk drinking on Arizona's campuses and encourage and support collaboration of campus and community alcohol and other drug (AOD) prevention partnerships.

Three university presidents have committed their support to the initiative, which is continuing to generate increasing support from city, county, and state officials. Sample activities implemented to date include quarterly publishing of state, local, and campus AOD policies in university newspapers; development and implementation of a tri-university alcohol social norms marketing campaign; development of minigrant programs to fund student-initiated, alcohol-free events on campus; development and implementation of programs to eliminate posting of bar and alcohol promotions on classroom corkboards; and production and distribution of a semi-annual parents' newsletter addressing normative behavior, alcohol policies, and community expectations for behavioral standards related to alcohol use. Contact koreen@dakotacom.net for further information.

The Kentucky Project to Reduce High-Risk Drinking Among College Students

The three main parts of this grant are to develop or expand campus and community coalitions at 19 colleges to reduce high-risk drinking; to expand and strengthen the statewide coalition; and to reduce misperceptions, mixed messages, and similar barriers to the reduction of alcohol use. Morehead State University President Ronald G. Eaglin serves as project director, and presidential signatures are required on each campus commitment.

Each of the 19 institutions received a minigrant to assist in the implementation of the project. The project designed a statewide social norms marketing campaign template that was individualized for each institution. Baseline data are being collected using the Core Survey and CARA (*College Alcohol Risk Assessment Guide*). Additionally, a project evaluator will assess the coalition's progress through telephone surveys and focus groups. See http://www.moreheadst.edu/projects/kan for further information.

Lincoln Medical Education Foundation: *"Flashing Your Brights" College Pilot*

A five-campus coalition in Lincoln, Nebraska, is implementing the "Flashing Your Brights" model—known as FLASH—as a high-risk drinking prevention strategy. FLASH refers to a way of acting on someone else's problems without taking responsibility for them, such as when drivers flash their headlights at oncoming motorists to warn them that their lights are not on. In FLASH, peers learn five simple communication tools for very brief interventions based on a Flashing Your Brights analogy. For example, FLASH communication tool number one, "Say What You See," encourages students to report nonjudgmentally on observed behavior—a student might say to a friend "You don't remember, but last night after drinking 10 beers you picked a fight with me and hit me when I wouldn't fight." In the past year, coalition members have developed methods of peer-led education, curriculum infusion, and social marketing to reach students with FLASH tools. See http://www.flashbrights.com for further information.

Ohio College Initiative to Reduce High Risk Drinking

The Ohio College Initiative to Reduce High Risk Drinking grew from 19 colleges in 1996 to 38 in 2000. The statewide partnership consists of the "Ohio 38," three state agencies, and Ohio Parents for Drug Free Youth, which also directs the initiative and acts as its facilitator. Ohio Parents arranges training, promotes communication and collaboration, provides technical support, and conducts program evaluation.

The Ohio College Initiative aims to strengthen the ability of coalitions to effect policy change, increase the sustainability of coalitions, and change student perceptions about alcohol problems. Campuses are conducting case studies to identify and document environmental factors that contribute to problems and are amenable to preventive changes. The initiative has begun media activities and is investigating how to influence policy and interagency collaboration at the state level. Contact pharmon@ohioparents.org for further information.

Partners in Prevention: A Coalition of Public Institutions of Higher Education in Missouri

The University of Missouri, Columbia, has established a statewide coalition, called Partners in Prevention, composed of 12 Missouri public institutions of higher education and relevant state agencies (the Division of Alcohol and Other Drug Abuse, the Department of Liquor Control, and the Division of Highway Safety). Members work together to develop strategies for reducing and preventing high-risk drinking among Missouri's college students. The coalition encourages and nurtures collaboration among the colleges and state agencies and creates

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What's Up with the Grantees

partnerships to bring about systemic change.

Partners in Prevention Coalition is establishing a communication network and ongoing training opportunities through monthly meetings/inservices, a two-day team training, a state conference, a newsletter, and Web resources. Evaluation efforts include an environmental assessment, needs assessments, establishment of baseline data of students' AOD usage patterns, measurement of the effectiveness of policy changes and program implementation over the grant period, and resources the campuses can access in order to create ongoing, creative, and effective prevention efforts that include a statewide social norms marketing campaign. Contact DudeK@missouri.edu for further information.

Pennsylvania Statewide Initiative to Reduce High-Risk Drinking Among College Students

The Pennsylvania Liquor Control Board (PLCB) is coordinating this project in partnership with the Pennsylvania Association of Colleges and Universities (PACU). Key stakeholders from a variety of state organizations, government agencies, and colleges and universities formed a committee that is working at the state level to support regional and local implementation of environmental strategies. During September 2000, the Pennsylvania Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse, PACU, and the PLCB sponsored a series of regional workshops on environmental prevention for the reduction of high-risk drinking among college students (see page 10 of this *Catalyst* issue). The initiative is monitoring a legislative bill to provide for keg registration in the state. Activities to meet several of the short-term goals have begun, such as setting up a Web site for posting alcohol and parental notification policies for schools to review when implementing policy revisions and changes. See http://www.lcb.state.pa.us/edu/kids-college.asp for further information.

San Diego State University/Community AOD Prevention Partnership

As part of its effort to correct misperceptions of social norms regarding alcohol use and limit student access to alcohol and other drugs, San Diego State University (SDSU) developed a nine-campus and community coalition and a social marketing approach. The program uses social marketing techniques to establish positive social norms on campus. The marketing helps to create an environment in which high-risk drinking is less acceptable.

Through a collaboration of law enforcement personnel, prevention agencies, campus officials, bar owners, and others, the university has developed and implemented several environmental strategies. Fifty-five student representatives from on- and off-campus groups participate in the partnership and add student perspectives. The partnership has a special focus on server training in bars and restaurants in popular beach communities. See http://www.c-capp.org for further information.

Virginia's Commonwealth College Consortia

The Virginia Department of Alcoholic Beverage Control heads the Commonwealth College Consortia project. Participation in the project, which consists of four regional prevention consortia, is offered to all 72 colleges and universities (both public and private) and 23 community colleges in the Commonwealth of Virginia. Among the many accomplishments to date are a Web site (http://www.abc.state.va.us/Education/consortia/highered.htm), Core Survey administration by colleges, an annual spring training conference called '00 Social Norms Marketing, and bimonthly regional consortium meetings. The consortia project provides "drive-in" trainings on the use of focus groups, qualitative evaluation, statistical software, curriculum infusion, consortium building, environmental approaches, and the CIRCLe Network. It also organized a teleconference on "binge drinking," a peer education conference, and certification for peer educators. The evaluation design for the statewide project incorporates a blend of quantitative and qualitative approaches for understanding both the impact of the project's efforts and insights regarding future replication at the local level, throughout Virginia and in other state, regional, and campus settings.

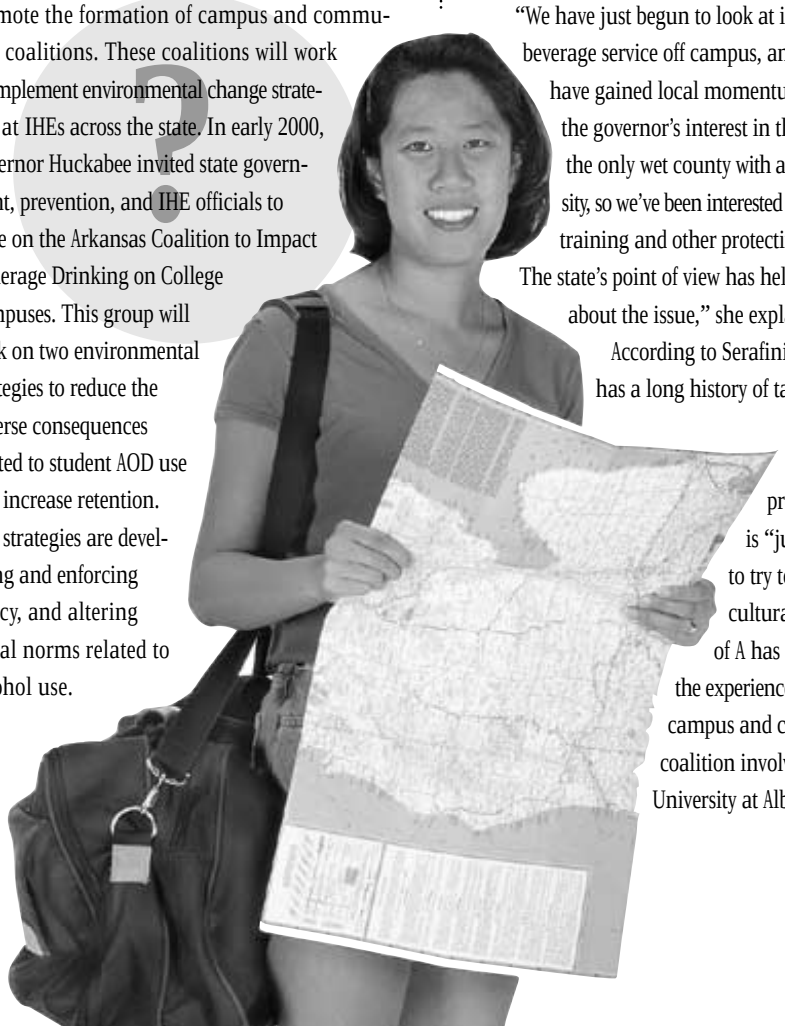
What's up in Arkansas and New York?

Statewide campus and community prevention efforts in Arkansas and New York are at opposite ends of the statewide initiative development. While one initiative is relatively new, the other began more than a decade ago.

Arkansas Leader: Arkansans for Drug-Free Youth

In January 1999, 39 Arkansas college and university presidents pledged to work together to create campus cultures free of AOD problems. At the signing event, convened by Arkansans for Drug-Free Youth (ADFY), Arkansas Governor Mike Huckabee praised the group of presidents and statewide leaders for their efforts to "take a stand against alcohol abuse on college campuses."

Thus began Arkansas's statewide campus AOD prevention initiative. Following the signing event, ADFY and the Arkansas College Drug Education Committee (ACDEC) sponsored a series of trainings to promote the formation of campus and community coalitions. These coalitions will work to implement environmental change strategies at IHEs across the state. In early 2000, Governor Huckabee invited state government, prevention, and IHE officials to serve on the Arkansas Coalition to Impact Underage Drinking on College Campuses. This group will work on two environmental strategies to reduce the adverse consequences related to student AOD use and increase retention. The strategies are developing and enforcing policy, and altering social norms related to alcohol use.



Betty Herron, former executive director of ADFY, worked with the Higher Education Center to develop the Arkansas initiative. "The Center has brought the environmental approach to us, and we have coordinated a grassroots response through the campus and community coalitions. [With the creation of] the statewide coalition, we will be able to provide assistance in the broader perspective," she said.

Like many states that have embarked upon this process, Arkansas IHEs have found that forming campus and community coalitions can be slow, hard work. Sometimes, bar owners and others are reluctant to come to the table with law enforcement officials, campus health professionals, and members of other community organizations.

Mary Alice Serafini, director of the University Health Center at the University of Arkansas (U of A), Fayetteville, said that the state-level coalition helps with local campus and community work.

"We have just begun to look at issues around beverage service off campus, and we certainly have gained local momentum because of the governor's interest in the issue. We're the only wet county with a large university, so we've been interested in server training and other protective measures. The state's point of view has helped us learn about the issue," she explained.

According to Serafini, her campus has a long history of taking a health promotion approach to prevention, but is "just beginning to try to make cultural change." U of A has learned from the experience of the campus and community coalition involving the University at Albany, State University of New York, and Albany tavern owners. This fall, the university welcomed students back with "hang tags" on the doorknobs of residence hall rooms and off-campus housing to educate students about laws on alcohol use, noise, and crowd control. In addition, the Health Center hopes to involve area realtors and landlords in the prevention of alcohol-related consequences in off-campus housing through tenant agreements and policies.

One of ACDEC's major accomplishments was funding the administration of the Core Survey at most Arkansas colleges and universities over the last several years. Terry Love, director of Health Promotion and Wellness Services at the University of Central Arkansas (UCA) and current chair of ACDEC, described the organization as "way ahead of its time" 20 years ago when the state Department of Health began funding the statewide committee. At that time, people were more concerned about illegal drugs than alcohol, hence the "drug education" focus in the name of the group. Now, Love pointed out, ACDEC takes a broader wellness approach: "The group has moved during the last three years to focus less on activities and more on theory-based prevention, including environmental approaches," he said.

At UCA, Love has a grant from the UCA deans' council to establish a campus and community coalition with three local institutions and a nearby community college. Part of the grant will support both a campaign to change misperceptions of social norms and deterrent activities with fraternities and sororities, including a party monitoring system.

ACDEC—with its bimonthly consortium meetings, annual conference, mini-grants for coalition development or programming, and Web page—provides a variety of ways for Arkansas campuses to collaborate and share ideas.

"Communication is important because people are isolated on their campuses, and we want to encourage them to bounce ideas off each other, to learn from each other's mistakes," said Love.

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Strategizing for Community and Campus Collaboration: A New Resource

Many colleges and universities have taken a more comprehensive approach to reducing student alcohol and other drug problems by entering into partnerships with community-based groups to work together on developing solutions. Now communities have a new resource to help them take the initiative when it comes to working with campuses on shared problems related to student alcohol and other drug use.

The Community Anti-Drug Coalitions of America (CADCA) has just added *Working in Partnership with Local Colleges and Universities* to its series of *Strategizer Technical Assistance Manuals* to provide community-based coalitions with step-by-step guidance on working with colleges and universities.

This *Strategizer 34*, written by William DeJong, Ph.D., and Joel Epstein, J.D., of the Higher Education Center for Alcohol and Other Drug Prevention, describes various policy options and activities that town/gown coalitions can work on jointly to reduce problems. It also provides community coalitions with insight on how colleges and universities function so that they can reach out effectively to enlist their support. For example, one way to get campus involvement is to seek out the institution's president and encourage him or her to take a leadership role in the community in addressing these problems.

To obtain a copy of *Working in Partnership with Local Colleges and Universities*, call the Higher Education Center at (800) 676-1730, send an e-mail to HigherEdCtr@edc.org, or order online/download a copy from the Center's Web site at http://www.edc.org/hec.

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What's up in Arkansas and New York?

New York: State Office of Alcohol and Substance Abuse Services

Alcohol and other drug prevention in the campus setting has been a major focus of the New York State Office of Alcohol and Substance Abuse Services (OASAS) since 1983. The OASAS IHE program has three basic elements: (1) the publication of *Networking for Healthy Campuses*, a how-to manual for developing prevention programs on campus; (2) support for the formation of regional campus alcohol and other drug prevention consortia; and (3) a statewide campus consortia steering committee.

In 1990, OASAS expanded the consortia project by forming a statewide steering committee, the next step in the first initiative of this kind led by a state substance abuse agency. Throughout the decade, OASAS held team trainings at which community alcohol and other drug prevention workers were required to bring a college representative to participate in the training.

In 1998, OASAS conducted the first statewide Core Survey, providing campuses with good baseline data. Based on the findings of this survey and mounting concerns about high-risk drinking, OASAS issued an RFA for the implementation of a norms misperception campaign on the college campus. Ten sites (one in each regional consortia area) were selected and are in the process of implementing their projects. In support of this initiative, OASAS has conducted a series of learning institutes to help the colleges develop the norms misperception projects.

The statewide steering committee, in conjunction with OASAS, has expanded its tasks in 2000. A couple of workgroups have been created to investigate critical issues and develop position papers. Among the areas they will examine are alcohol industry funding of college prevention initiatives, harm reduction strategies, the possibility that norms misperception projects may institutionalize high-risk alcohol use, and why first- and second-year college students who do not report high-risk drinking in high school engage in the behavior when they start college.

"Communication is important because people are isolated on their campuses, and we want to encourage them to bounce ideas off each other, to learn from each other's mistakes."

Addiction Program Specialist Merry Lyng points to the experience of the University at Albany, State University of New York, and the Albany community as an example of how a community can benefit by collaborating with colleges. During the early 1990s, the Albany Committee on University and Community Relations launched initiatives aimed at improving enforcement of local laws and ordinances, created a safety awareness campaign for off-campus students, and developed a comprehensive advertising and beverage service agreement with local tavern owners. As a result, the number of alcohol-related problems in the community decreased. Both the number of calls to a university hotline for reporting off-campus problems and the number of off-campus noise ordinance reports filed by police decreased. According to Lyng, the Albany coalition was recently honored on its 10th anniversary by Mayor Gerald Jennings for its success in making the Albany community a safer and healthier place for its citizens.

The University at Albany is also one of the 10 schools being funded by OASAS to conduct a social norms marketing campaign. In 2001, OASAS plans to fund an additional 15 campuses to conduct social norms campaigns and will continue its tradition of sponsoring an annual AOD prevention conference. Lyng wishes more of her colleagues in state substance abuse offices across the country would take the lead in creating or supporting statewide campus AOD prevention initiatives. "State substance abuse officials are looked to as experts in their states, so we should be involved in this issue," she said.

CATALYST

A Publication of the Higher Education Center for Alcohol and Other Drug Prevention
FUNDED BY THE U.S. DEPARTMENT OF EDUCATION

The ABCs of Alcohol Problem Prevention

by Laurie Davidson

Frustration with fragmented or piecemeal alcohol and other drug prevention activities at colleges and universities has led some states to adopt broader and more comprehensive strategies. Fifteen states across the country have organized regional or statewide efforts as a way to involve a mix of campus, community, business, and governmental agencies in prevention. These collaborative efforts bring together communities and campuses to address the larger environmental and policy issues that can exacerbate alcohol and other drug problems.

Statewide initiatives can get started in a number of ways. Some are the result of the leadership of state agencies. Others emerge through college and university administrations or statewide college task forces. And in some states community anti-drug coalitions have taken the lead in pushing for statewide prevention initiatives.

In Pennsylvania and Virginia the state alcoholic beverage control agencies (ABCs) took the lead in organizing statewide prevention efforts, with the support of college presidents, state governors, and other top governmental officials in those states.

As regulatory agencies, ABCs have the potential to be particularly effective prevention partners in reducing underage access to alcohol as well as high-risk drinking by college students. According to *Regulatory Strategies for Preventing Youth Access to Alcohol* (Pacific Institute for Research and Evaluation, Rockville, MD, 1999), the right laws and regulations can minimize opportunities for young people to use alcohol and maximize the opportunities for effective enforcement and prevention.

Pennsylvania's Liquor Control Board Forges Partnerships

In July 1998 a crowd of 1,500 students and nonstudents at an off-campus art festival near Penn State did more than $100,000 worth of damage to public facilities before 150 police officers from six departments broke up the rioting. In the aftermath of this disturbance, Penn State President Graham Spanier, who had gained distinction for confronting alcohol problems on his campus, sought out the assistance of the state's governor to broaden the prevention effort statewide.

"This isn't a Penn State problem," Governor Tom Ridge said when he announced the launching of a statewide prevention initiative. "It's a cultural problem, a community problem, an American problem."

Solutions to problems related to high-risk drinking by college students in Pennsylvania are focusing on the formation of campus and community partnerships. With the authorization of Governor Ridge, the Pennsylvania Liquor Control Board (PLCB) has taken the lead in facilitating these partnerships, using $200,000 of its own funds for a minigrant program to colleges and universities. Colleges can apply for funds to underwrite campus-community collaborations to combat underage and high-risk drinking. The Higher Education Center for Alcohol and Other Drug Prevention will provide a comprehensive program of training and technical assistance with strategies designed to create environmental change.

"As an alcohol beverage control agency, we have responsibility for both the supply and demand of beverage alcohol and are very actively involved with licensees and community organizations through our education and prevention efforts," said Steve Schmidt, director of the Bureau of Alcohol Education for the PLCB. "From our perspective, linking the community with the college is critical. We feel that our role in trying to solve the problem of inappropriate use of alcohol by college students is to facilitate communities and colleges to solve their complementary problems with this issue."

The "Bloomsburg Initiative," a 1997 PLCB project funded by the National Highway Transportation Safety Agency (NHTSA) demonstrated how a state alcohol control agency can work at the community level to reduce problems associated with alcohol use.

"We chose Bloomsburg because it is home to Bloomsburg University, which gave us the added twist of being a college town," said Schmidt.

The PLCB helped bring together a broad spectrum of representatives from the university and the town to work on a plan to reduce both high-risk and underage drinking among college students. The coalition's plan focused on development of stricter policy by the university, increased

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enforcement of policy and town and state laws, and improved measures to limit alcohol availability. Tavern owners offered some creative alternatives, and one owner put aside his license to sell alcohol in favor of a complete alcohol-free operation. Students and the mayor of Bloomsburg have helped get the word out about this establishment, and Schmidt sees it as a sign of success that the owner continues to operate without selling alcohol.

The outcome of the town and campus partnership included significant decreases in arrests for alcohol-impaired driving, public drunkenness, and disorderly conduct, while underage drinking arrests increased. Police attribute these changes to stepped-up enforcement efforts, especially in areas surrounding the Bloomsburg campus.

According to one counselor at the university, students seem to use alcohol more cautiously, and court- and university-mandated visits to his office have dropped by about 25 percent over the last two years.

The PLCB is also engaged in a federally funded "Partnership for Prevention" with the Penn State system. This project helps the university create coalitions in the communities that are home to its 21 campuses. At a meeting in 1998, President Spanier and other senior university officials, including the vice president of student affairs for the system, met with the CEOs of all 21 campuses to ensure that the campuses were actively engaging in community partnerships. The "Partnership for Prevention" is now funding mini-grants at 11 campuses, with Penn State committing an additional sum for each grantee.

Virginia ABC Implements AG's Task Force Plan

After the alcohol-related deaths of four Virginia college students and a faculty member in 1997, then Attorney General Richard Cullen formed the Attorney General's Task Force on Drinking by College Students. In early 1998 the new Attorney General Mark Earley charged the task force with "studying binge and illegal drinking on Virginia's campuses and making common sense recommendations to reverse the campus culture that accepts and promotes alcohol abuse." The task force report emphasized four main initiatives:

- Design of a campus and community plan to combat alcohol abuse
- Rebuilding the campus culture from one that tolerates binge and illegal drinking to one that promotes personal responsibility, scholarship, and citizenship
- Enforcement of state alcohol laws on and off campus
- Implementation of focused alcohol and other drug education programs for all students

As a first step, Earley asked the 14 four-year colleges and universities in Virginia to complete initial prevention plans by the beginning of 1999. Implementation of the strategies described in these plans—including environmental strategies for policy and legal enforcement, development of alcohol-free activities, reducing alcohol availability, and discouraging advertisement and promotion of alcoholic beverages on campus—has begun.

The Virginia Department of Alcohol Beverage Control has been involved with campus alcohol issues for 14 years through its annual statewide college prevention conference.

"We started working with campuses to build awareness about underage drinking and alternative activities for students during the 1980s, when our top violations were sales to minors and fake IDs," said Craig Vanderland, director of Management Services for the ABC. After a decade of work, awareness was no longer an issue, so the ABC moved four years ago to encourage collaboration on campus and between the campus and the community.

The Virginia ABC is responsible for both the licensing of businesses serving alcohol and enforcement of licensing regulations. Because of the strong link the ABC has forged between restaurant owners (there are no bars in Virginia) and the college community, the agency was designated to support campuses in putting their prevention plans into action and to implement the other features of the task force's statewide plan.

Governor Jim Gilmore also authorized the ABC to use funding from the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support campus and community prevention efforts. With financial support and training provided through the ABC, five campuses have implemented social norms marketing programs.

Radford University, where two students were killed in an alcohol-related car crash, has joined with Virginia Tech and key community representatives to form the New River Valley Coalition to develop goals for campus and community prevention efforts. The ABC and the Attorney General obtained a small grant from the National Alcohol Beverage Control Association to support the coalition's efforts. In Operation Undergrad, the ABC will award minigrants to college law enforcement officials to develop and enhance partnerships with their local ABC offices and the college alcohol and other drug coordinator.

Early evidence suggests that the statewide focus on campus drinking problems may be having some effect. The University of Virginia reports that the number of emergency room visits for alcohol-related problems in the 1998–99 academic year was significantly less than half the number reported in each of the previous four years. Destruction in residence halls has also declined.

Jim Turner, director of student health, attributes the positive outcomes to UVa's decision to move fraternity rush week to the second semester and to the wide variety of alternative activities available to students. But Turner cautions that only soft data is available. "It's hard to get excited until we see data across a few more years, but we think [the decline in emergency room visits] is an important and accurate trend, " he said. UVa has also implemented a social norms marketing campaign.

The ABC is working with the Governor's Safe and Drug Free Schools Office to coordinate collection of data for an evaluation of the impact of statewide initiatives on student drinking behavior and related problems.

"We see more resources being brought to bear at the campus level than we've had before. It seems there's a higher commitment from college presidents as well. I give credit to the Governor and Attorney General for making this issue a priority," said Vanderland.

Laurie Davidson is associate director for outreach to local, state, regional, and national organizations at the Higher Education Center for Alcohol and Other Drug Prevention.

Editor's note: For more information on ABC regulatory strategies contact the Pacific Institute for Research and Evaluation, 11140 Rockville Pike, 6th Floor, Rockville, MD 20852. Tel: (310) 984-6500. Or visit the Underage Drinking Enforcement Training Center Website at www.pire.org/udetc

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CATALYST REPRINT

Statewide Initiatives Hold Increased Promise

Illinois, Louisiana, Maryland, Michigan, Montana, New York, Ohio, Pennsylvania, Vermont, and Virginia are just a few of the states where campuses are tackling alcohol and other drug prevention through state and local efforts involving multiple players. But no one approach underpins these successful collaborations. Some were initiated through the leadership of state officials. Others began when individuals on campuses reached out to their colleagues. Regardless of how these initiatives began, their benefit is strength gained from a united effort and the creation of a movement and network of support for change.

VT The Vermont Story

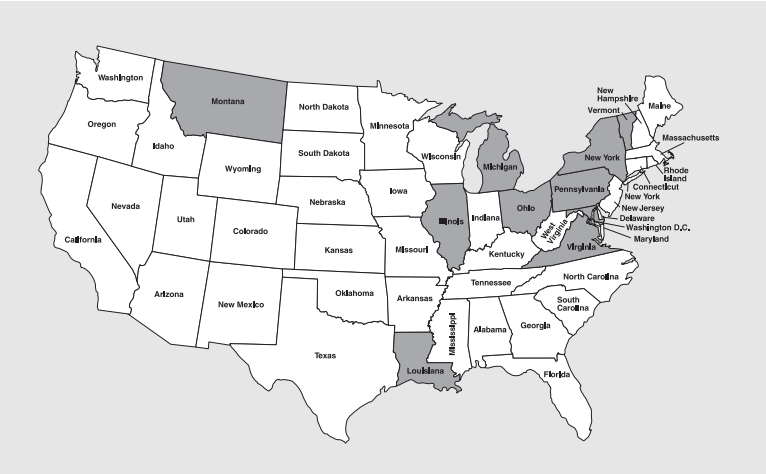
Vermont Governor Howard Dean, a medical doctor and father of school-age children, was disturbed by survey information suggesting alcohol and drug use by young people in his state was higher than the national average. He made alcohol and other drug prevention one of his key priorities, sparking considerable attention statewide.

In 1995 the Vermont Department of Health hired Prevention Program Specialist Erica Marks, who was charged with spending one quarter of her time as a college liaison. She approached the Vermont Consortium for CAUSE (Colleges and Universities for Substance Education) to see how she could help members with their prevention efforts.

"They were fighting an uphill battle trying to convince presidents at many of their institutions of the importance of alcohol and other drug prevention," explained Marks. "They wanted standards that would put *oomph* behind their efforts and felt that the governor's involvement would inspire stronger commitment from campus administrators."

CAUSE evolved into the Vermont College Alcohol Network (VCAN), a group of professionals at institutions of higher education committed to developing cross-campus collaboration in support of comprehensive alcohol and other drug prevention strategies. Marks continued to work with this group of activists.

Last spring Governor Dean called on college presidents to make alcohol abuse prevention a priority. Marks worked closely with VCAN to coordinate a series of meetings of college presidents, deans, alcohol and other drug coordinators, and others interested in prevention issues on campus. Meeting participants were asked to develop a set of recommendations for the governor, who would then challenge college presidents to carry them out. Draft reports were distributed to VCAN members and Vermont's 26 college presidents. Completed last October, the report outlines a set of agreed-upon goals and intended outcomes in six areas: policy and procedures, programs, employee education and training, staffing, resources, and evaluation and assessment.



Statewide initiatives are under way in many parts of the country.

The report, *Recommendations for College Presidents*, calls on campus programs to use multiple strategies that focus on the environment as well as the individual. Recommended strategies include student involvement in planning; environmental scanning; social marketing; curriculum infusion; reducing the accessibility of alcohol and other drugs; and promoting alcohol-, tobacco-, and other drug-free events. Colleges are encouraged to collaborate with local community members and organizations.

The report also encourages campuses to assess alcohol, tobacco, and other drug use and student attitudes toward use, preferably every two years. It recommends that campuses collect other information as well, including discipline records, incidence of vandalism, sexual assault, violence, and treatment referrals. Campus officials are encouraged to use information collected to guide their interventions and activities.

"The group felt that our recommendations could only be translated into action if sufficient staff and resources were available, so we were quite specific in stating what we felt was needed in these areas," explained Marks. For example, the report recommends that colleges with between 800 and 2,400 students dedicate one full-time position to AOD prevention, and that an additional full-time position be added for every 2,400 students. A minimum of $10 per student should be allocated to fund prevention programming.

"There was concern among some presidents that we were creating unfunded mandates, but these are guidelines, not requirements," said Marks. Nevertheless, she believes that presidents will take the recommendations seriously, in part because they have the support of the governor.

In addition, VCAN, using the Prevention Dollars at Work software from CSAP's National Clearinghouse for Alcohol and Drug Information, demonstrated the financial benefits that campuses can achieve by reducing alcohol and other drug-related problems.

Applying formulas drawn from cost-benefit research studies, the software calculated the cost savings at Johnson State College attributable to its prevention experiences.

Marks noted that concrete results occurred even before the recommendations were final.

"During the process of creating the recommendations, several colleges realized they were not in compliance with requirements of the federal Drug-Free Schools and Campuses Act, prompting them to take steps to review and revise their alcohol and other drug policies," she said.

The Illinois Story

Nearly a decade ago Becky Markwell, then assistant director of the Eastern Illinois University (EIU) Office of Safety Programs, attended a "train the trainers" session where she learned an approach for preparing teams to address alcohol, other drug, and traffic safety problems on college campuses.

Markwell secured funds from the Illinois Department of Transportation, Division of Traffic Safety, to implement that approach and provide ongoing technical assistance to teams from Illinois community colleges. In 1992 she established the Policies and Programs for the 1990s project at EIU, with Kathy Larsson, a Center Associate, as full-time project administrator.

Eleven teams attended a two-day workshop in the program's first year. Each team developed a written action plan with policy and programming goals for their campus. Following the workshop, program staff worked with the teams to help them implement their action plans.

Trained team members came together in 1993 for the first Campus Alcohol and Traffic Safety Conference, held in Springfield. Community members, such as substance abuse prevention service providers and law enforcement officials, were also invited to participate.

In 1994, with expanded support from the Department of Transportation, the project added Judy Hartleroad as project coordinator. The service area grew to include all interested public and private colleges and universities throughout the state. Teams from 61 schools have now completed the two-day workshop.

"I'm overwhelmed by the response to the program in Illinois and the incredible growth we've seen. Over the years, we've expanded to reach every campus in the state," says Markwell.

Although not all campuses have participated in the training, they do receive *Campus Community Connection,* the project's quarterly newsletter, as well as an annual catalog that outlines programs and lists materials and other resources.

With additional funding from a consortium of state agencies and other groups, representatives from every college and university in Illinois are now invited to attend the annual statewide Campus Alcohol and Traffic Safety Conference. It's an important networking and professional development event attended by over 300 participants from around the state.

"It's so inspiring to see the talent, enthusiasm, and creativity that we bring together each year at the CATS conference. People really do draw from each other's successes and failures, sharing ideas about how to accomplish a lot with limited budgets," says Markwell.

Larsson feels the project's most important accomplishment is the establishment of a network that enables colleges to come together to discuss concerns and be a force for prevention in higher education.

"We have been fortunate to receive continued funding from the Illinois Department of Transportation for six years," says Larsson. "Efforts are under way to attract funding from new sources as well."

Project staff are committed to ensuring that statewide collaboration on campus AOD prevention work continues, even if the project is not funded. They are working with the lieutenant governor's office and the state Department of Human Services to integrate AOD prevention at the higher education level into the state's overall prevention plans.

"We've already succeeded in institutionalizing some of the efforts we've undertaken, so they can be sustained even if our project no longer exists," Larsson notes. "We've got a steering committee with strong, creative leadership. I'm confident they will continue the networking and plan future statewide conferences."

Editor's Note: Prevention Dollars at Work software is available through NCADI for a modest, cost-recovery fee. To order, call 1-800-729-6696; or to order from the NCADI online catalog, visit PREVLINE at http://www.health.org/ costrec/diskprod.htm

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Montana: A Work in Progress

The state of Montana recently launched a statewide initiative targeting drinking by all 18 to 25 year olds across the state. The initiative focuses on specific subpopulations, including college students, to attempt to reflect Montana's diversity. Jeff Linkenbach, Ed.D., an assistant professor in Montana State University's Department of Health and Human Development and a Center Associate, directs this ambitious initiative, which includes a social marketing campaign designed to *de-normalize* high-risk drinking. The campaign will use market research techniques to identify the channels of communications, but expects to rely heavily on print materials and radio public service announcements.

Although the campaign will utilize a social marketing strategy as its focal point, the project intends to use media advocacy strategies that seek to reshape the overall social environment in which the media message is being presented.

"The social marketing campaign is like the product that we have displayed in the shop window. But what we really want is for people to come into the store and look at all of our other wares, to buy several, and then tell their friends," explains Linkenbach.

With a three-year funding commitment from the Montana Department of Transportation's Highway Safety Bureau and technical assistance and training support from the Higher Education Center, Linkenbach is creating a statewide initiative called the Montana Youth and Young Adult Positive Social Norming Campaign for Reducing Alcohol-Related Crashes.

The program's goal is to develop, implement, and evaluate a long-term public information and education program. The program will utilize a positive social norms approach designed to reduce by 5 percent alcohol-related vehicle crashes involving 18 to 25 year olds across the state of Montana by January 2000.

The program also wants to raise the age of onset of alcohol use and decrease the frequency of alcohol use, especially among adolescents. At present, 65 percent of Montana's populations start drinking before age 15. The current rates of "binge drinking"—defined as having five or more drinks on an occasion for males, four or more for females—are 40 percent for teens, 20 percent for those 18 and older, and 40–48 percent for college students.

Linkenbach has already rallied Montana's governor and key higher education leaders from around the state to make a commitment to reducing harmful drinking among college students and others through campus and community teams. At a March meeting of the Board of Regents Montana's university presidents signed pledges to make the fight against high-risk drinking a priority on their campus and to enter into campus and community coalitions as part of their prevention efforts.

Montana recently completed a statewide, random phone survey of 500 people in the 18- to 24-year-old age group. The survey assesses perceptions versus "reality" on various drinking and driving issues, as well as protective factors regarding impaired driving, such as designated driver programs. Results of the survey are currently being analyzed. Findings from focus groups will inform positive media messages about the benefits of healthy lifestyles. For the college population targeted by the initiative, Montana media messages will be based on the results of the Core Survey.

The Center is providing support to the Montana initiative through a series of activities. Through the development of the Montana program, Linkenbach is now helping other states interested in developing similar initiatives. For more information on the Montana initiative, Linkenbach can be reached at (406) 994-7873 or by e-mail at jwl@montana.edu.

For information on other statewide initiatives or to report on your own experience, please contact Joel Epstein at the Higher Education Center at (800) 676-1730, ext. 2393, or by e-mail at jepstein@edc.org

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