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**Enforcing Underage Drinking Laws Program
OJJDP FY 1999 Discretionary Grant
Washington State Evaluation Report**

Authors

**Patricia M. Fabiano, Ph.D.
Project Director**

**Lisa Larrabee, J.D.
Research Associate**

Project Team

**Chris Stark, M.S.
Data Analyst**

**Lucy Sherwood
Project Assistant**

**Western Washington University
Prevention and Wellness Services
Research and Grants Unit
Old Main 560 A
Bellingham, Washington 98225-9039**

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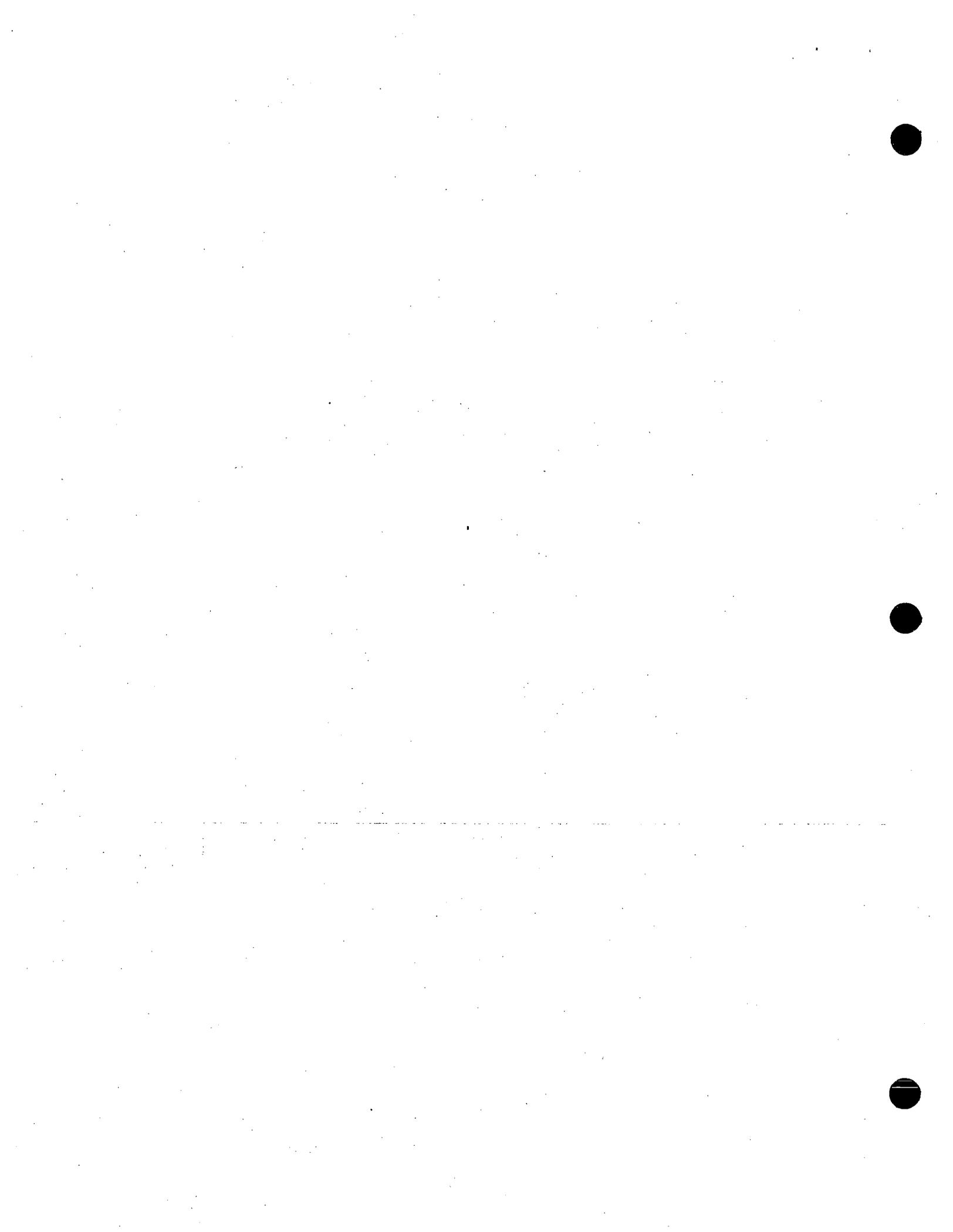


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Executive Summary

The purpose of this report is to provide the Department of Social and Health Services' Division of Alcohol and Substance Abuse (DASA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with an independent evaluation of the FY1999 *Enforcing Underage Drinking Laws (EUDL) Discretionary Grant* that was awarded to five Washington communities: Kent DUI Task Force, Bremerton/Kitsap County, Mason County, Washington State University (WSU) - Pullman, and Western Washington University (WWU) - Bellingham. This evaluation covers activity from 2000 to 2002.

This report, conducted by an evaluation team at Western Washington University (WWU), is designed to examine existing monitoring and evaluation documentation provided to DASA by the grantees and supplemental evaluation data collected by the evaluation team in the fall of 2002. The report is designed to be a vehicle for synthesizing and evaluating information from two years of data collection from the five communities that have implemented the FY1999 *EUDL Discretionary Grant* in Washington. Our objectives are to determine what local programmatic activities were supported by the discretionary grantees, assess the effectiveness of how these activities were implemented, and evaluate the impact of the programs in their communities. The first and second of these goals may be characterized as "process evaluations," and the third as an "impact evaluation."

Process Evaluation

The evaluation team conducted a three-step process in order to determine what local programmatic activities were supported by the grantees and how effectively these activities were implemented. First, we reviewed the project proposals. Second, we analyzed on average eight quarterly reports from each grantee. Finally, we administered individually designed evaluation questions to each grantee to supplement data where gaps existed in previous quarterly reports.

The grantees identified four major problems that contributed to underage drinking in their communities and on their campuses: (a) insufficient coordination of community prevention efforts, (b) availability of alcohol to youth, (c) community norms that ignore or condone underage drinking, and (d) insufficient or inadequate prevention education.

Logical connections existed between how the discretionary grantees identified the problems contributing to underage drinking and the strategies they selected to reduce the problem. First, the preponderance of grant program strategies focused on the broad category of coordination of community prevention through coalition building. Second, all five projects endorsed objectives and strategies designed to increase multijurisdictional approaches to enforcing underage drinking laws. Third, all of the communities directed significant effort into changing community norms. The community Driving Under the Influence (DUI) task forces tended to use educational strategies to change norms and the university-based projects tended to use social-norms marketing strategies. Finally, all of the projects put emphasis on increasing prevention education for youth. Prevention education that emerged from the three community-based projects emphasized individual behavior change through the dissemination of information and knowledge about

alcohol use and its related negative consequences. Prevention education emanating from the state university-based projects tended toward an “environmental management” approach using a combination of strategies including cognitive-behavioral skills training, policy changes, and social-norms marketing.

Factors that repeatedly appear in the quarterly and final reports as contributors to the success of implementation included (a) diversity and inclusiveness of coalition membership ensuring “buy in” from many segments of the community, (b) cooperation among law enforcement jurisdictions leading to increased quantity and effectiveness of enforcement efforts, (c) youth leadership in project design and implementation, and (d) experienced and focused project leadership. Less frequently cited, but nevertheless important for successful implementation, were these two factors: (a) the active involvement of the hospitality industry as prevention partners, and (b) utilization of innovative promising practices or evidence-based prevention strategies.

Factors that presented obstacles or challenges to the successful implementation included (a) the negative impact of funding delays on project implementation; (b) confusing, and sometimes contradictory, paperwork requirements needed for project renewal; (c) the complexities of sustaining effective coalitions; (d) the difficulties of working with the public schools; (e) the labor- and time-intensity of organizing and balancing enforcement and prevention objectives; and (f) record-keeping difficulties arising from incompatible law enforcement databases.

Quarterly reports largely consisted of quantitative measures of events, activities, and participants. Most of the grantees did not provide information about the quality of events, the improvement of activities when repeated, or the effect of the events or activities on the participants. Overall, project monitoring across all the projects suffered from lack of consistent baseline measures, inconsistent categories of data collection, and quarterly report categories that did not ask the grantees for sufficient data to track progress. In other words, the quality of the quarterly reports may have been an artifact of how the grantees were asked to report on their progress.

Impact Evaluation

We conducted an impact evaluation in order to assess the proximal or near-term effects that discretionary grant programs had on individuals, families, and communities. We documented evidence of discretionary program impacts in four areas: coalition impacts, enforcement impacts, prevention education and training impacts, and normative impacts.

Coalition Impacts. During the two years of the projects, 174 coalition meetings took place in the five communities. These meetings, which varied in purpose and formal structure, involved 299 separate individuals representing law enforcement, prevention specialists, school districts, university officials, the hospitality industry, youth, and others. No baseline data was collected on the scope of coalition activity that occurred prior to the start-up of the discretionary grants. Therefore, we were not able to compare the amount of coalition activity prior to and after the infusion of discretionary grant funds.

The coalitions produced a broad spectrum of impacts on their communities including (a) alliances among alcohol retailers for voluntary compliance, (b) large youth-focused educational conferences, (c) social norms marketing campaigns for high school and college students, (d)

multijurisdictional relationships between law enforcement and liquor enforcement, and (e) the building of trust and “social capital” between the prevention and enforcement communities.

Enforcement Impacts. Striking increases in the amount of enforcement of underage drinking laws occurred in the five communities. For example, a 95 percent increase in the number of businesses contacted for compliance checks occurred from 398 in 2000 - 2001 to 776 in 2001 - 2002. A corresponding 56 percent increase in violations issued to merchants was recorded from 116 violations in 2000 - 2001 to 181 in 2001 - 2002. The grantees sponsored 51 party emphasis patrols and/or shoulder tap operations between 2000 and 2002 that resulted in 769 underage drinking violations issued to youth. In one community, a WSLCB agent commented that having the funds to repeat compliance checks was a significant factor in sending a serious “no tolerance” message to alcohol retailers. In one of the campus communities, a police officer stated that party emphasis patrols were “an effective deterrent because they know we’re out there.”

Prevention and Training Impacts. Two hundred and seven educational events were conducted in public schools and universities reaching 9,558 youth. Additionally, 13,570 youth attended 22 grant-sponsored alcohol-free events. One hundred and twenty-seven community education events on underage drinking reached 677 youth, 197 adults, and 3,341 undifferentiated youth and adult participants.¹ Seventy-eight law enforcement officers were trained on underage drinking laws in 12 separate training events. While all the grantees recorded the amount of educational activity that occurred, some went a step further and conducted pre- and post-intervention surveys of knowledge at the end of their annual youth conference.

Additionally, the grantees produced nearly 32 different educational materials including public billboards, websites, door hangers, and “yellow resource pages” especially designed for youth, as well as traditional print outreach items. These educational materials were estimated to have reached nearly 54,000 persons in the five communities. For the most part, these materials were designed for youth and parents. Additionally, some educational materials were designed to impact liquor merchants, property owners, military personnel, and members of neighborhood associations.

Normative Impacts. All five of the discretionary grant projects engaged in activity designed to change community norms that ignore or condone underage drinking; however, they used different strategies to impact community norms. Three community DUI task forces attempted to impact community norms using traditional informational education events such as conferences. Many of the projects worked with the media in an effort to impact norms by increasing public awareness of community efforts to reduce underage drinking. One community sought to remove a “mixed” normative message to college students by changing a public policy that did not hold accountable to on-campus authorities students who lived off-campus that received alcohol violations. Finally, two university-based projects and one community-based project utilized the promising prevention strategy known as the “social norms approach” to correct student misperceptions about alcohol use norms among youth.

¹ An additional 108,995 brief contacts occurred at community events such as county fairs and navel personnel trainings.

Outcome Evaluation

Ample evidence documented the basic impact of discretionary grant activities on individuals, groups, and the communities. We know how many youth received alcohol violations; we know how many merchants were ticketed; we know how much prevention education was made available. The grantees monitored the number of events and activities that were carried out in their projects and the number of persons who participated in events. Some even measured gains in participant knowledge.

This level of impact evaluation is an important first step. However, in large part, we do not know whether these short-term impacts translated into the longer-term desired outcome of reducing underage drinking. We do not know if all of the coalition, law enforcement, norms-changing, or educational activities undertaken by the grantees had a measurable effect on the people for whom the activities were designed. We are unable to document true outcomes among four of the five grantees because of (a) absent and/or inconsistent baseline measures; (b) application of strategies, especially in the areas of prevention education and norms-changing approaches, that are known to be ineffective in reducing underage drinking; and (c) evaluation efforts that focus on the measurement of activity rather than on the changes in underage drinking resulting from that activity. Only one university-based grantee was able to conduct a true outcomes-based evaluation by comparing pre-project baselines on the scope of underage drinking to post-project assessment of the same variables.

Summary

Overall factors that contributed to the progress of the *1999 EUDL Discretionary Grant* in Washington included:

- (a) the development and maintenance of strong diverse community coalitions;
- (b) baseline data collection strategies that made impact, and in one case, outcome evaluation possible;
- (c) utilization of evidence-based strategies like increased law enforcement and environmental change approaches;
- (d) the proactive involvement of the hospitality industry and youth; and
- (e) experienced project leadership.

Major challenges that hampered the ability of grantees to achieve their goals included the following: All five communities identified administrative difficulties as a major barrier to progress, and in some cases, to ultimate success. These administrative difficulties included delays and gaps in the state funding structure, adjusting time lines of community or campus projects to match the grant funding structure, and project setbacks that resulted from the difficult transition of grant administration from the WTSC to the WSLCB. Additional challenges included maintaining the involvement and commitment of youth, working with the schools, the sheer volume of coordinating the myriad youth-oriented educational events, and technical problems related to using multijurisdictional law enforcement databases. Finally, the evaluation team identified the use of individual behavior change strategies, especially the use of traditional informational education programs, as an ineffective strategy for accomplishing the goal of environmental change in the communities.

The intent of the 1999 EUDL Discretionary Grant was to encourage communities to take a *comprehensive approach* to underage drinking prevention. The five Washington state grantees provided a promising picture of how such a comprehensive approach can work - how community prevention efforts and increasing enforcement can be mutually supportive in reducing underage alcohol consumption by youth. The progress these five grantees made and the obstacles they faced provide us with a blueprint for advancing a more broad-spectrum community-based approach to reducing underage drinking throughout Washington State.

Purpose and Background

Purpose

The purpose of this report is to provide the Department of Social and Health Services' Division of Alcohol and Substance Abuse (DASA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with an independent evaluation of the *Enforcing Underage Drinking Laws (EUDL) Discretionary Grant* that was awarded to five Washington communities in 2000 and have continued through 2002. This report, conducted by an evaluation team at Western Washington University (WWU), is designed to examine existing monitoring and evaluation documentation provided to DASA by the grantees and supplemental evaluation data collected by the evaluation team in the fall of 2002. The report is designed to be a vehicle for synthesizing and evaluating information from two years of data collection². Our objectives are to:

- (a) determine what local programmatic activities were supported by the grantees,
- (b) assess the effectiveness of how these activities were implemented, and
- (c) evaluate the impact of the programs in their communities.

The first and second of these goals may be characterized as "process evaluations," and the third as an "impact evaluation."

In addition to the process and impact components of this report, the evaluation team will also compare its overall findings with the four original project objectives articulated by DASA and the Washington Traffic Safety Commission³ (WTSC) in the *1999 EUDL Discretionary Grant* proposal submitted to OJJDP. This comparison is intended to provide an overview of how well the partnership between DASA and the five Washington communities fulfilled the vision put forth in the *1999 EUDL Discretionary Grant* proposal and how far we have yet to go in achieving that vision.

Two major factors limit the overall findings of this report: First, the evaluation team was limited to a primary analysis of existing documentation, and the documentation itself was highly variable due to lack of criteria for common reporting categories. Furthermore, in some cases, the evaluation team was not able to locate documentation that grantees stated they had previously sent

² The Washington State Division of Alcohol and Substance Abuse (DASA) designates the *EUDL Discretionary Grant* recipients as the "1999 cohort," referring to the year that OJJDP awarded the funds to the state. However, the actual funding period for the communities did not begin until 2000. This evaluation covers two years of grant-funded activity: 2000-2001 and 2001-2002.

³ While DASA is the lead agency in Washington State for the administration of the OJJDP discretionary grants, the Washington Traffic Safety Commission (WTSC) and the Washington State Liquor Control Board (WSLCB) emerged early as strong partners in the effort to reduce underage drinking by providing strong links between the prevention and enforcement communities. In 1999, DASA and the WTSC were joint authors of the Washington *EUDL Discretionary Grant* application to OJJDP.

to the WTSC or the Washington State Liquor Control Board (WSLCB)⁴. Second, the evaluation team developed individualized requests to each grantee for supplemental data needed to fill in substantial gaps in record keeping, but not all of the grantees were able to respond with equal comprehensiveness. Given the timeline of the evaluation project and the limited resources available, site visits were not possible. But, even with these limitations in mind, our hope is that these data will be useful to stakeholders at the federal, state, and local levels in making decisions about the design and implementation of effective practices that address the problem of underage alcohol use in Washington.

Finally, it should be noted that professional staff at WWU are involved in two separate activities associated with the OJJDP-funded efforts in Washington State to reduce underage drinking. In 1999, DASA selected WWU as one of the five statewide projects to be funded by the *EUDL Discretionary Grant* to reduce underage drinking in its campus community. Ms. Margaret Feeney, Grant Coordinator, and Ms. Allison Bryan, Campus Community Coalition Coordinator, have provided leadership for the WWU - Bellingham grant between 2000 and 2002. In 2002, DASA contracted with WWU to conduct a comprehensive evaluation of OJJDP-funded efforts in Washington State, including both block and discretionary grants. Dr. Patricia Fabiano directs the evaluation project, and Lisa Larrabee, J.D. serves as a research associate. For the purposes of this evaluation, Dr. Fabiano and Ms. Larrabee have addressed the review and evaluation of the WWU - Bellingham grant effort using a document review process that is consistent with all other discretionary grantees.

Background

The pervasiveness of alcohol use by underage persons in the United States has been well documented (Johnston, O'Malley, & Bachman, 2001). However, it was not until 1998 that the United States Congress mounted a major federal initiative focused exclusively on youth alcohol use (Wolfson, et al., 2000). Under Public Law 105-119 for Fiscal Year 1998, the U.S. Congress appropriated \$25 million to OJJDP to support and enhance state efforts, in cooperation with local jurisdictions, to prohibit the sale of alcoholic beverages to and the consumption of alcoholic beverages by minors (McKinney, 1999). In addition, \$5 million was made available for discretionary grants to expand "the number of communities taking a comprehensive approach to the problem, with a special emphasis on increasing law enforcement activity with regard to the sale of alcohol to minors" (U.S. Department of Justice, 1998, p. 5). Thus, while the OJJDP-funded *block grant* program focused on support and advancement of state efforts to enforce laws related to alcohol use by underage persons, the OJJDP *discretionary grant* program encouraged a more broad-spectrum approach in which community prevention efforts and increasing enforcement would be mutually supportive.

In Washington State, Governor Gary Locke identified DASA as the lead state agency to apply for the OJJDP grants to address underage drinking. In July 1999, DASA formed a partnership with the WTSC in its proposal for the *1999 EUDL Discretionary Grant*. DASA and WTSC stated that the primary goal of the *1999 EUDL Discretionary Grant* in Washington was to "identify, encourage, fund, monitor, and collaborate with five diverse Washington communities to reduce underage drinking and its negative consequences" (Washington State Department of Social and

⁴ DASA partnered with the WTSC in 2000-2001 and the WSLCB in 2001-2002 to collect and monitor the quarterly and final evaluation reports from the five discretionary grantees.

Health Services, DASA and WTSC, 1999 p. 6). Together, DASA and WTSC screened and selected five Washington communities to partner with to apply for OJJDP discretionary funds. The communities were selected based on evidence in their letters of support, organizational history and structure, previous program outcomes, and resumes of key individuals that they could meet the following criteria:

- Significant law enforcement support and participation in planning and programs;
- Interest in reducing sales of alcohol to underage drinkers;
- Significant youth participation in planning and implementation of programs;
- Experienced coordinator recognized locally and/or nationally for work on youth alcohol access;
- Data collection methods capable of measuring changes in sales to youth and in youth consumption, attitudes and behaviors, and consequences at the community level;
- Comprehensive, strategic plan based on a needs assessment;
- Cooperation of business and other community sectors to create a comprehensive approach;
- Innovative programs and strategies that target underage drinking;
- Willingness to work with state and federal personnel as requested;
- Willingness to share data and experiences with other state and federal groups committed to addressing underage drinking issues and be an integral part of a comprehensive statewide effort (Washington State Department of Social and Health Services, DASA and WTSC, 1999, p. 7).

Based on these criteria, DASA and WTSC selected five diverse sites as partners in their OJJDP proposal for discretionary grant funds. In August 2000, following a successful national competitive process, DASA and WTSC awarded the discretionary funds to the five designated local communities to develop and implement comprehensive pilot programs aimed at reducing underage drinking. Two state universities and three established local "driving under the influence" (DUI) task forces from urban, suburban, and rural parts of Washington were selected to create or augment effective approaches to (a) decrease consumption of alcohol by youth, (b) decrease sales of alcohol to youth, (c) increase youth leadership and participation in planning and implementing project activities, and (d) increase law enforcement activity that addresses underage drinking. The five grantees included:

- Kent Police Department Drinking Driver Task Force (Kent DUI Task Force)
- City of Bremerton/Kitsap County Police Department DUI Task Force (Bremerton/Kitsap County)
- Mason County Drug Abuse Prevention (Mason County)
- Washington State University - Pullman Campus Community Coalition (WSU-Pullman Coalition)
- Western Washington University - Bellingham Campus Community Coalition (WWU-Bellingham Coalition)

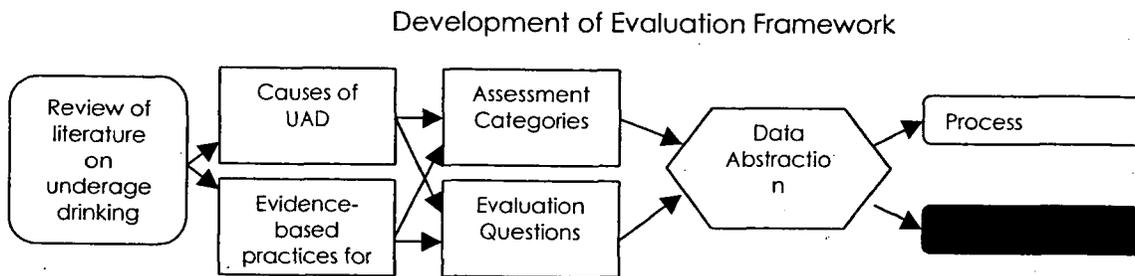
As part of their grant proposal, OJJDP and DASA required that these grantees develop and implement a data collection and evaluation plan to determine the effectiveness of their efforts to decrease underage drinking. Further, each was asked to monitor their progress in quarterly reports that summarized their incremental progress toward achieving project goals. These self-report monitoring documents constitute the greater part of evaluative information DASA has gleaned from the five projects. Additionally, the WWU evaluation team augmented this existing

documentation by developing individualized supplemental data collection tools designed to answer critical questions when gaps emerged from the existing documentation. The evaluation team collected the supplemental data via emails, telephone interviews, and mailed information.

Evaluation Methods

Development of Evaluation Framework

The WWU evaluation team developed an evaluation framework to review the data and documentation that was collected from the five grantees between 2000 and 2002. The process consisted of (a) completing a literature review on the causes of and evidence-based⁵ strategies for reducing underage drinking, (b) developing assessment categories and evaluation questions, and (c) designing a data abstraction protocol. The following figure illustrates the development of that framework.



Review of Literature. A review of current literature provided a conceptual framework for understanding how previous research has identified and described the causes of underage drinking and the evidence-based strategies available to prevent underage alcohol use. Table 1 (p. 52) provides an overview of the literature review.

Evaluation Design. Using data and information gleaned from the review of literature, the evaluation team developed seven assessment categories for reviewing the existing documentation that the grantees provided. The team designed a set of evaluation questions, corresponding to each category, to capture information about the lead agency, targeted groups and communities, community readiness, planned interventions, and evaluation. Table 2 (p. 53) summarizes the assessment categories and their corresponding evaluation questions.

⁵ The terms “evidence-based” strategies or “best practices” are used throughout this document to refer to prevention and intervention methods that emerge from credible research using techniques such as randomized assignment of study subjects to control and experimental groups, use of pre- and post-observation or multiple observations, and the use of probability sampling. We do not suggest that community EUDL projects have the resources to use these rigorous methods, rather that they can make use of prevention and intervention strategies whose effectiveness has already been demonstrated in well-designed and credible research projects.

Development of Data Abstraction Protocol. Guided by this conceptual framework, the evaluation team developed a standardized data abstraction protocol in order to review systematically the existing grant documentation. Appendix 1 contains a copy of the protocol.

Development of "Filling in the Gaps," A Supplemental Data Collection Tool. After identifying areas where critical gaps existed in the documentation, we subsequently developed *individualized* data-gathering tools for each site. The individually designed evaluation questions asked for information in categories where previous data collection was insufficient. Even among those grantees that had provided adequate documentation of project activities, the data-collection team designed individualized questions to probe areas where we believed we might find a deeper and broader range of the grantees' experiences than what we saw in the quarterly reports.

Collection of Existing Data and Documentation

Project proposals⁶ and quarterly reports from all five grantees were brought together at the state level by the WSLCB and delivered to the WWU evaluation team.

Data Abstraction from Existing Documentation

Two members of the evaluation team independently screened the existing quarterly and final reports using the data extraction protocol. In a series of structured meetings, they (a) compared and contrasted their assessments for reliability, (b) addressed challenges in the review process such as gaps in documentation, (c) designed individualized supplemental data collection tools, (d) developed summaries of each project and (e) organized themes and patterns emerging from the data. Appendix 2 contains summaries of the individual program evaluations.

Process Evaluation

The goal of the process evaluation was to determine how the *EUDL* discretionary grantees in Washington used their program funds between 2000 and 2002. We focused on two major evaluation questions: First, we wanted to understand what local programmatic activities were supported by the Washington grants. Second, we wanted to determine how effectively these activities had been implemented.

To this end, we abstracted data from the existing documentation that included the original project agreements and the quarterly monitoring reports. The project agreements provided a picture of what the grantees intended to do and the quarterly monitoring reports showed what they were actually able to do and what factors had supported or hindered their progress.

⁶ The evaluation team reviewed two sets of project proposals and project agreements for each grantee. Although the original *EUDL Discretionary Grant* to Washington State was for two years, the WTSC determined in 2000 that they would issue one-year grants to the five communities. After one year, the projects were required to re-apply, and if successful, renewed in 2001.

Process Analysis of Grant Proposals and Project Agreements

As a first step in the evaluation, we analyzed the original project proposals submitted to DASA between July and October 2000⁷ and the second-year renewal proposals submitted in October of 2001.⁸ In addition, we reviewed the 1999 *EUDL Discretionary Program* grant proposal that DASA submitted to OJJDP in 1999. The two sets of proposals that originated from the communities in 2000 and 2001, together with the state-level proposal that DASA developed in 1999, provided a first source of information on how the projects were to be organized in each community and the kinds of strategies that were planned. We paid particular attention to the internal logic within the proposals, that is, the logical connections between problem identification and choice of prevention and/or intervention strategies. Additionally, we were interested in how many of the grantees chose to implement “evidence-based” practices and strategies to reduce underage drinking.

Project Organization. Community prevention professionals with multiple years of experience in coalition organization provided leadership for the Mason County and Bremerton-Kitsap County projects. The Kent DUI Task Force took its direction from the Kent Police Department police chief and a public education specialist. While law enforcement provided more extensive leadership for the Kent DUI Task Force project than others, the scope of its work evolved over time from enforcement to include alcohol and drug abuse prevention, highway safety, helmet use, and violence prevention. At both state universities, WSU and WWU, leadership was provided by veteran prevention specialists with years of experience in guiding successful alcohol abuse prevention programs in institutions of higher education.

Community Context. Only one of the grantees - Bremerton-Kitsap County - provided a substantial description of the community context in which the grant was implemented. Bremerton-Kitsap County identified the following factors as the context for underage drinking: (a) its location between the urban areas of Seattle and Tacoma and the Olympic Mountains wilderness, (b) the density of its population, (c) its rapid growth since 1975, (d) the presence of two Native American reservations in the county, and (e) the large number of naval personnel stationed at the three major military installations located in the county. One of the state universities - WWU - established the relationship between their community context and prevention goals by providing the following descriptors: (a) location in a semi-rural collegiate environment in the northwestern part of the state near Canada where the legal drinking age is 19; (b) a high density of retail licensees (N=320 in 1997), especially in the vicinity of the university; and (c) location within a federally-designated High Intensity Drug Trafficking Area. The Kent DUI Task Force, Mason County, and WSU did not provide descriptions of their community context.

Community Readiness. We examined the degree to which grantees had already developed or planned to develop the collaborative infrastructure needed for successful

⁷ WSU and WWU - the two state universities - submitted their original proposals in July 2000 and the Kent DUI Task Force submitted their original proposal in August 2000. The other two grantees (Bremerton-Kitsap County and Mason County) submitted their original proposal in October 2000.

⁸ WSU was the only exception. Their renewal proposal is dated July 2001.

implementation of their projects. All five grantees demonstrated their capacity to build and sustain coalitions *prior* to their grant awards.

Bremerton-Kitsap County developed a coalition composed of multi-jurisdictional law enforcement from four local police departments, the county sheriff's department, the state patrol, liquor enforcement agents, military police, and tribal police. By the end of their project, however, a broader network of people from the local schools, commission on youth and children, local health district, and county prevention specialists participated. The Kent DUI Task Force emphasized the membership of youth, with law enforcement and other community leaders serving as mentors and advisors. Mason County's coalition emphasized law enforcement and school officials. The WWU - Bellingham Campus Community Coalition, which was appointed by the University president and the Mayor of Bellingham, had a diverse representation of law enforcement, judicial officers, neighborhood associations, bars and restaurant owners, property managers, and student leaders. Although WSU intended to build a broad campus and community collaboration, their coalition appeared to be composed mostly of campus representatives.

Baseline Assessment of Problem. In order to complete the 1999 EUDL *Discretionary Grant* proposal, DASA required all five communities to document the extent of the problem of underage drinking. Table 4 (p. 55) presents the 1997 baseline data the communities provided on the number of (a) arrests of youth for liquor law violations and (b) retail alcohol establishments cited for sales to youth.

In addition to this 1997 baseline data, Bremerton-Kitsap County and the Kent DUI Task Force provided additional baseline information. Using school district and county assessments, these two community task forces documented (a) underage use of alcohol, (b) youth perceptions of peer drinking and drugging norms, and (c) youth perception of the ease of availability of alcohol. However, no information on the representativeness of the sampling methods was provided, making interpretation of the data difficult. None of the community-based grants provided baseline data from the Washington State Survey on Adolescent Health Behaviors (WSSAHB).

One state university, WWU, provided substantial baseline data derived from surveys administered to large randomized samples of students. These surveys documented student (a) alcohol and drug use patterns, (b) alcohol-related academic and social consequences, and (c) student perceptions of peer use norms between 1992 and 2002. WWU stated that its ability to provide accurate assessment data on college student alcohol use and consequences resulted from the institution's long commitment to quantitative assessment of factors that influence academic progress and retention. Consequently, WWU was able to begin their project with data that documented a comprehensive profile of student substance use and consequences. Given such detailed baseline data, this project showed the potential to conduct an analysis of outcomes at the completion the grant period.

Problem Identification and Selection of Prevention Strategies. As a cohort, the discretionary grantees focused major problems that are identified in the literature as significant contributors to underage drinking. These included the following four problems:

Insufficient coordination of community prevention efforts and coalition strategies. This problem received the most attention from the grantees. Therefore, the preponderance of grant program objectives proposed in this Washington cohort of grants focused on the broad category of coordination of community prevention. While all five communities began their project activity with collaborations that were already in place, they directed significant effort into (a) increasing the inclusiveness of the coalition membership; (b) increasing the capacity of their coalition to develop and implement strategic plans; (c) increasing the multi-jurisdictional coordination of diverse law enforcement, liquor enforcement, and campus enforcement agencies; and (d) increasing the coordination of prevention activities. The unifying theme among all the coalitions was that, without the involvement of a broad community of stakeholders, efforts to reduce underage drinking are less effective.

Availability of alcohol to youth and enforcement strategies. This, the second most commonly identified problem, resulted in of the projects seeking to increase adherence to the minimum legal drinking age by increasing enforcement of underage drinking laws. The enforcement community that was represented in the grant coalitions was diverse, including local police departments, county sheriffs' departments, the WSLCB, campus police departments, university judicial officers, and city/county prosecuting attorneys. In one project, WSU, students from the Department of Criminal Justice participated in the enforcement effort by evaluating the effectiveness of Cops and Cougars as Partners Program (CCAPS) - a project designed to bring community-based policing principles into the college residence halls. Table 5 (p. 56) summarizes the enforcement objectives and strategies most typically selected by the grantees.

Community norms that condone or ignore underage drinking and norms-changing strategies. In order to respond to the third identified problem, the three community DUI task forces chose to increase parent participation on coalitions to reduce alcohol use by their children, increase community sponsorship of alcohol-free activities for youth, and increase youth participation in alcohol education events. The university-based projects tended to emphasize prevention strategies that increased the accuracy of youth perceptions about peer alcohol use norms and the consequences of alcohol use.

Insufficient or ineffective prevention programs directed at youth and prevention education strategies. The community DUI task forces and the university coalitions selected substantially different prevention strategies to address this problem. The three community-based DUI task forces focused their efforts on educating (a) youth through on-site school programs and community youth conferences, (b) parents through participation in underage drinking coalitions and

community events, (c) liquor licensees through awareness raising activities connected to compliance checks, and (d) community members through the media. They emphasized the dissemination of information about alcohol use and its related negative consequences. These programs are based on the premise that alcohol and drug problems in the community can be reduced or alleviated through increasing peoples' knowledge.

The two state university projects focused on impacting youth who (a) live in campus residence halls, (b) violate campus alcohol policies and/or state law, and (c) live in neighborhoods that are in close proximity to the campus. These university-based educational programs utilized a combination of strategies that included (a) information dissemination approaches—especially regarding the prevention of alcohol overdoses and the legal consequences of underage drinking, (b) alcohol skills-training combining motivational enhancement and personal feedback, and (c) social marketing campaigns promoting accurate campus alcohol use norms.

Process Analysis of Quarterly Reports and Final Reports

While the analysis of the project agreements yielded a picture of *what the grantees intended* to accomplish, the purpose of this section was to review *how the grantees implemented* what they intended. Here we analyzed the quarterly monitoring and final reports in order to assess the strengths of and limitations to the implementation of the discretionary grants. The analyses focused on an examination of (a) how the strategies and programs were delivered, (b) how effectively the strategies reached the group or populations of interest, (c) how grantees monitored progress and challenges, and (d) how evaluation data was collected.

Program Delivery

Collaboration is the word that characterizes the delivery of the projects. The quarterly and final reports provided evidence of wide participation by multiple community partners in the delivery of all funded project activities.

Delivery of community coordination activity. The development of coalitions and collaborative work teams distinguished the grantees. The most successful coalitions shared the following features:

- Leadership from experienced prevention professionals brought knowledge of community organization strategies to the coalitions.⁹
- Regular meeting schedules and attention to intra-group communication provided members with a sense of purpose.
- Youth participated in the coalitions as members and sometimes as leaders.

⁹ The Chief of the Kent Police Department provided leadership for the Kent DUI Task Force. While the Chief clearly was a law enforcement professional and not a “community organizer” as such, he was a leader who clearly had capacity to bring the community together to tackle thorny prevention issues.

- Membership grew in inclusiveness and diversity to represent a broad spectrum of community needs and interests, but always included law enforcement, liquor enforcement, prevention leaders, education, government, neighborhoods, and youth.
- Strategic plans guided the work of the coalition.
- Youth and members of the hospitality industry were viewed as prevention partners.

Delivery of enforcement activity. Local police departments and the WSLCB were the two interagency partners that conducted most of the grant-funded enforcement activities. Additionally, in two of the community DUI projects (Bremerton-Kitsap County and Mason County), multijurisdictional law enforcement activity was augmented through partnerships with the sheriff's department and the Washington State Police. Within the WWU-Bellingham Coalition, the WWU Police Department and the Bellingham Municipal Court joined the enforcement efforts led by Bellingham Police Department and the WSLCB. The WSU project formed a unique education-enforcement alliance between the WSU Police Department and the WSU residence system.

Delivery of community norm changing activity. Both the campus- and the community-based projects increased youth access to alcohol-free events as one method of reinforcing the norm that many youth want to engage in alcohol-free social activities.

However, significant differences also existed between the campus and the community norm changing activities. The communities largely attempted to impact norms by (a) recruiting more parents into coalition activities and (b) increasing youth participation at conferences and school-based events.

By contrast, the two state universities approached the problem of permissive community norms by implementing "social norms marketing" - an environmental approach that focused on correcting students' overestimation of the amount of drinking that occurs among their peers. Prevention programs based on accurate normative information were developed at both WSU and WWU and delivered to students using (a) mass media, (b) small groups models, and (c) individualized feedback strategies.

Delivery of prevention education activity. Four factors characterized the delivery of prevention education within these projects.

- *The prevention educators were highly diverse.* In the Kent DUI Task Force project, a Municipal Court Judge became involved in training members of the Youth Board, and the Kent Police Chief developed and delivered a written educational intervention to businesses that "passed and failed" their compliance checks. In Mason County trauma nurses provided a "tough talk" to youth in the local high schools. And finally,

in the WWU-Bellingham project, neighborhood association members and property managers delivered educational interventions developed by the coalition to college students living in campus-community localities and large rental units.

- *Youth were prevention leaders.* The three community DUI task forces invested substantial time, effort, and resources into the empowerment of youth boards that conducted peer-based educational programs. Within the two higher education grants, students played multiple roles: They delivered peer programs; they provided market feedback in the development of social norms marketing campaigns; they delivered brief interventions to sanctioned students; and they served as members of coalition boards.
- *Most of the community-based prevention education was "individually oriented."* By and large, the three community DUI task forces developed prevention activities that were designed to impact individuals by (a) increasing knowledge of alcohol, (b) clarifying values related to decision making, or (c) changing permissive attitudes toward underage drinking. Prevention efforts grounded in this individual approach typically include general awareness programs, special events and conferences, information-based education programs, resistance education, and exposure to victims of alcohol-related negative events. Individually oriented programs are based on the premise that alcohol problems result from the ignorance of individuals about the dangers of alcohol use and local, state, and federal laws.

The exception to this generalization occurred in the Kent DUI Task Force project. The Youth Board partnered with the City of Kent Multimedia Department to produce a social marketing ad promoting the norm, "Not everybody drinks to have fun." This ad was shown in local cinemas for three-months.

- *Most of the university-based prevention education was "environmentally oriented."* While using some traditional individually focused information programs, the two state universities, also utilized a decidedly environmental approach. The central goal of environmental approaches to prevention is to produce large-scale impact on an entire population by changing the environment in which individuals make health decisions. Typical environmental strategies utilized by the two state universities included (a) publicizing campus-based policies and state laws that prohibit underage drinking and (b) conducting social norms marketing campaigns to correct student misperceptions about alcohol use.

Individuals, Groups, and Communities of Interest

For the most part, the activities were focused on underage persons who drank alcohol. In the community projects, efforts aimed at youth in high schools and junior high schools predominated. In the campus-community coalition projects, program activities were directed at all college students who drink, with an emphasis on underage drinkers.

In addition to the primary audience of underage persons who drink alcohol, grant activities focused on several secondary audiences, including (a) merchants who sold to underage persons or who attended voluntary compliance educational events, (b) parents who participated in community coalitions or who attended educational events, (c) law enforcement officers who attended training seminars on underage drinking laws, and (d) the community at large whose support for increased enforcement was sought via the strategic use of the media.

One project - Bremerton-Kitsap County - identified one additional audience that was unique to their setting. As the home to three major military installations with an estimated population of 10,511 active duty personnel, the Bremerton-Kitsap County project sought to provide prevention education information to the new military personnel in these installations as one of its goals.

Finally, the two state universities focused on the "environment" as an object of prevention efforts. This broad-based environmental approach is based on the premise that underage college student drinking is the result of both *individual choices* to drink illegally and myriad, complex *environmental factors* on- and off-campus, including messages in the media, campus and community norms, public and institutional policies and practices, and the seriousness of enforcement practices.

Monitoring of Project Progress and Challenges

The grantees monitored project progress and challenges in the following areas:

Monitoring coalition activity. Some grantees kept minimal records of their coalition activities; others compiled archives of meeting minutes and publications. Two of the coalitions - Kent DUI Task Force and WWU - Bellingham Coalition - kept detailed records of the growth of their coalitions, published periodic newsletters, and assessed the participation and opinions of their members.

Monitoring enforcement activity. With the exception of WSU,¹⁰ all of the grantees presented substantial documentation of the increase in their enforcement efforts. The three community DUI task forces and the WWU - Bellingham Coalition provided quantitative data on (a) the number of compliance checks carried out, (b) the number of retail establishments contacted in each compliance check, (c) the number and percentage of failed compliance checks, (d) the number of emphasis party patrols carried out, and (e) the number and type of citations issued to youth and adults as a result of increased enforcement activity.

¹⁰ See Footnote 9.

Additionally, three projects - the WWU - Bellingham Coalition, the Kent DUI Task Force, and Bremerton - Kitsap County - collected qualitative feedback that resulted from the increased enforcement activity. We learned from these qualitative reports that local police and WSLCB agents believed that the grant-funded resources were a significant factor in reducing underage drinking because the money allowed for repeat compliance checks, which in turn sent a strong message to the alcohol retail industry

Additionally, the WWU - Bellingham Coalition monitored the effectiveness of the Municipal Court Diversion Project by (a) tracking the number of students who were deemed eligible for diversion by the court and who were referred for an alcohol assessment and a cognitive-behavioral intervention and (b) evaluating three-month post-test reductions in alcohol use and related problems among these same students.

Monitoring community norm changing activity. While thought to be powerful approaches, specific evaluation strategies to assess changes in the expression of community norms against underage alcohol use are rare, not only among these grantees but also in the prevention research in general. The three community DUI task forces (a) documented media attention to grant activity like compliance checks and educational events, (b) monitored the number of alcohol-free activities for youth, and (c) measured increases in parental involvement in coalitions to reduce alcohol use by their children.

The two state university projects monitored changes in campus norms toward underage drinking by conducting large institutional surveys of randomly selected students that measured changes in (a) actual student use of alcohol and (b) students' perceptions of campus attitudinal and behavioral norms regarding alcohol.

Monitoring prevention education activity. To a large extent, grantees assessed the effectiveness of their prevention education activities with quantitative measures of participation or attendance. Quarterly reports documented (a) how many planned events took place, (b) how many people were involved or participated, and (c) how much educational material was distributed to the participants.

The grantees conducted evaluations of program impact with varying levels of success. For example, both the Kent DUI Task Force and the Bremerton-Kitsap County Coalition used surveys before and after educational events to measure changes in participant knowledge, attitudes, and beliefs, as well as satisfaction with events like youth conferences. Mason County also used surveys to measure students' recognition of zero tolerance messages after attendance at school-based prevention programs.

Long-term institutional commitment to science-based prevention activity allowed the WWU-based project to demonstrate the capacity to engage in additional levels of monitoring and assessment activity. Over and above administering pre- and post-program changes in knowledge and attitude, WWU monitored the effectiveness of their grant-funded activities in the following ways:

- *Annual institutional surveys* administered to large, random samples of students assessing trends and changes in consumption patterns, consequences, and perceptions.
- *Pre-intervention and three-month post-intervention assessments of behavior change* among students who have received a university sanction or a city citation and who were required to attend a brief cognitive-behavioral intervention.

Efficiency and Quality of Data Collection

The collection of evaluation data from the grantees was variable. Although most of the grantees submitted regular quarterly reports, the design of the quarterly reports prompted the reporters to provide lists of activities that had been accomplished, such as amount of activity delivered or number of participants in the activity. Even among the most diligent data gatherers, the quarterly reports seldom contained information regarding the nuances of the process of implementing the activities. For all intents and purposes, analysis of what the quantitative data meant was completely absent.

A further complication to data collection occurred at the end of the first year when no final report was required of the grantees. According to the WTSC Interagency Agreements,¹¹ final reports were “to be more informative and must describe whether the project objectives were accomplished and include statistical data generated in the project execution” (WTSC, 2001, Addendum A, Billing and Reporting Requirements). Without the information that was required in the first-year final reports, the evaluation team assumed that the written documentation we were given and used for this analysis underreported the breadth and depth of what the grantees had actually accomplished.

In order to collate and analyze missing, but essential, data, the evaluation team designed supplemental individualized forms to gather information needed to fill in the gaps. These were sent to all the grantees in November 2002 by the DASA prevention project coordinator. Not all were able to provide the information that was requested. The Project Director in Mason County was unable to provide supplemental data because enforcement reports from various departments had not been completed on time. Finally, the efficiency and quality of data collection was compromised by calendar inconsistencies. Not all of the projects started at the same time; not all of them had signed contracts at the same time. As a result, the number and dates of the monitoring reports were highly variable.

¹¹ The WTSC was the DASA partner who monitored quarterly and final reports during the period in which the 2001 renewal grants were reviewed.

Summary of Findings from Process Evaluation

The evaluation team conducted a three-step process in order to determine what local programmatic activities were supported by the grantees and how effectively these activities were implemented. First, we reviewed five project proposals. Second, we analyzed on average eight quarterly reports from each grantee. And finally, we administered individually designed evaluation questions to each grantee to supplement data where gaps existed in previous reports.

The project proposals provided us with an initial understanding of what the grantees intended to do. The quarterly reports and the supplemental data reports allowed us to review the successes of and challenges to implementation.

Baseline Data. The 1999 EUDL Discretionary Grant proposal itself provided the most in-depth baseline assessment data. However, this data was limited to the number of youth liquor law violations and licensed liquor establishments in each community. Two of the DUI task forces provided additional baseline data on student alcohol use and perceptions, although neither utilized the WSSAHB in their data collection. One of the state universities - WWU - provided in-depth baseline data on student alcohol consumption patterns, consequences, and perceptions. These data were collected before and after the project objectives were implemented, and therefore, provided an analysis of impact and outcomes at the project's completion.

Problem Identification and Selection of Prevention Strategies. The grantees identified four major problems that contributed to the underage drinking in their communities and on campuses.

They named "insufficient coordination of community prevention efforts" as the single greatest contributor to the problem. As a result, all of the projects prioritized coalition-building strategies. Factors that contributed to the success of coalitions and community partnerships included (a) relationships and trust that existed prior to the development of the projects, (b) the diversity and inclusiveness of a broad range of members, (c) the presence and active involvement of youth as leaders and alcohol retailers as partners, (d) attention to activities that promoted communication like member recognition ceremonies and coalition newsletters, (e) presence of multijurisdictional law enforcement agencies, and (f) intentional capacity-building activities that strengthened member commitment to coalition goals. Factors that presented challenges to the operation of coalitions and collaborations were (a) lack of diverse membership representing all key stakeholders in the community, (b) lack of or weak strategic project plans that kept members - especially youth board members - engaged and committed, and (c) lack of balance between law enforcement and prevention communities.

Second, grantees focused on "availability of alcohol to youth." Four of the five coalitions carried out or sponsored multi-jurisdictional efforts to (a) increase the impact of compliance checks and/or shoulder tap operations at both on-premise and off-premise establishments and (b) increase the resources available for emphasis patrols dedicated to dispersing large parties where alcohol was available to underage persons. The composition of these multi-jurisdictional efforts included local police and sheriff

departments, the Washington State Patrol, the WSLCB, and in university communities, university police departments. Grant funds supported enforcement efforts by providing money to repeat enforcement activities that sent a strong message to both youth and alcohol retailers about the community's resolve to enforce underage drinking laws. Challenges to enforcement efforts included (a) grant funding gaps that forced cancellations of enforcement projects, (b) record-keeping/database inconsistencies across multijurisdictional boundaries, and (c) the shortage of law enforcement personnel.

Third, grantees identified the problem of "community norms that condone or ignore underage drinking." The strategies they choose to address this issue varied by site. The community projects focused on (a) increasing the number of parents, teachers, and youth leaders who participated in efforts to reduce underage drinking; (b) broadening the number of alcohol-free activities available to youth; and (c) increasing media attention to increased enforcement efforts. The state universities focused on "social-norms marketing" campaigns designed to correct students' misperceptions of peer alcohol use norms on campus, and thereby support majority abstinence and/or moderation norms.

Finally, the grantees identified "insufficient and/or inadequate prevention education" as a need. The community projects largely used strategies focused on individual knowledge gain, attitude change, or behavior change. In contrast, the state universities, while utilizing some individually oriented educational strategies, concentrated their efforts on environmental management objectives that were designed to change the campus and community conditions in which students make the decision to drink or not drink.

Focus of Grant Activity. While youth were the focus of most of the enforcement and education activities, all of the projects turned to youth as leaders and co-creators of the effort to reduce underage drinking. Additional audiences for enforcement and education included alcohol retailers and licensees, parents, law enforcement officers, and community members.

Project Evaluation and Monitoring. Every quarter, grantees were asked to discuss the effectiveness of their projects as well as challenges to their progress. Quarterly reports largely consisted of quantitative measures of events, activities, and participants. Most of the grantees did not provide information about the quality of events, the improvement of activities when repeated, or the effect of the events or activities on the participants. Overall, project monitoring across all the projects suffered from lack of consistent baseline measures, inconsistent categories of data collection, and quarterly report categories that did not ask the grantees for sufficient data to track progress. In other words, the quality of quarterly reports may have been an artifact of how the grantees were asked to report on their progress.

Progress. Factors that repeatedly appear in the quarterly and final reports as contributors to the success of implementation included (a) diversity and inclusiveness of coalition membership ensuring "buy in" from many segments of the community, (b) cooperation among law enforcement jurisdictions leading to increased quantity and effectiveness of enforcement efforts, (c) youth leadership in project design and implementation, and (d)

experienced and focused project leadership. Less frequently cited, but nevertheless important for successful implementation, were these two factors: (a) the active involvement of the hospitality industry as prevention partners and (b) utilization of innovative promising practices or evidence-based prevention strategies.

Challenges. Factors that presented obstacles or challenges to the successful implementation included (a) the negative impact of funding delays on project implementation; (b) confusing, and sometimes contradictory, paperwork requirements needed for project renewal; (c) the complexities of sustaining effective coalitions; (d) the difficulties of working with the public schools; (e) the labor - and time - intensity of organizing and balancing enforcement and prevention objectives; and (e) record-keeping difficulties arising from incompatible law enforcement databases.

Impact Evaluation

Impact evaluation may be thought of as a midpoint between process evaluation, which focuses on the effectiveness of implementation, and outcome evaluation, which focuses on the long-term effects of a program. Impact evaluation is an assessment of the proximal or near-term effects that a program or some aspect of a program had on the population of interest (Modeste, 1996; Windsor, Baranowski, Clark, & Cutter, 1994). The central question we wanted to answer was, "What evidence exists that the discretionary grant projects had an impact on or produced change in individuals, groups, or the communities in which they occurred?"

The evaluation team reviewed the data abstraction protocols to extract a second round of information from the quarterly and final reports. The purpose of this second analysis was to determine (a) what indicators existed that would demonstrate that communities, groups, or individuals had been affected or changed by the projects and (b) whether the changes could be attributed to efforts generated by the discretionary grant program (Modeste, 1996).

Indicators of Impact

Ample evidence verified the immediate impacts of grant activities on youth, their families, the business community, law enforcement, and the communities in which the grants took place.

Coalition Impacts. Table 6 (p. 57) provides a summary of the scope of impacts resulting from coalition activity. During the two years of the projects, 174 coalition meetings took place in the five communities. These meetings, which varied in purpose and formal structure, involved 299 separate individuals representing law enforcement, prevention specialists, school districts, university officials, the hospitality industry, youth, and others. No baseline data was collected on the scope of coalition activity that occurred prior to the start-up of the grants. Therefore, we were not able to compare the amount of coalition activity prior to and after the infusion of grant funds.

However, several communities provided informal comments on the positive impact of the infusion of *EUDL* funds into existing coalition structures. The Kent DUI Task Force and Bremerton - Kitsap County said that the grant enabled them to increase the amount and

productivity of their work. WWU - Bellingham, stated that, although the campus-community coalition predated the grant:

“Our experience over the last two years as an *EUDL* grantee has given us valuable perspectives on those strategies that promote the development of a Campus Community Coalition. We cannot emphasize enough the importance of constantly attending to and nurturing the cohesion of the group. We would not have been able to maintain the level of community participation we have with our members without a dedicated Campus Community Coalition Coordinator. In other words, we could not have achieved the Campus Community Coalition we have without the *EUDL* funding (WWU - Bellingham Final Report to DASA/OJJDP, 2002; p.14).”

The coalitions produced a broad spectrum of impacts on their communities including (a) alliances among alcohol retailers for voluntary compliance (b) large youth focused educational conferences, (c) social norms marketing campaigns for high school and college students, (d) multijurisdictional relationships between law enforcement and liquor enforcement, and (e) trust and “social capital”¹² between the prevention and enforcement communities.

Enforcement Impacts. Table 7 (p. 58) summarizes the striking increases in the amount of enforcement of underage drinking laws that occurred in the five communities. For example, a 95 percent increase in the number of business contacted for compliance checks occurred from 398 in 2000 - 2001 to 776 in 2001 - 2002. A corresponding 56 percent increase in violations issued to merchants was recorded from 116 violations in 2000 - 2001 to 181 in 2001 - 2002. The grantees sponsored 51 party emphasis patrols and/or shoulder tap operations between 2000 and 2002 that resulted in 769 underage drinking violations issued to youth.

Additionally, the evaluation team was able to compare changes in the amount of enforcement activity in the five communities between 1997¹³ and 2002 because DASA required the communities to collect enforcement baseline data for the *1999 EUDL Discretionary Grant* proposal.

*Compliance checks.*¹⁴ Three original applicant communities provided baseline data on compliance checks for the *1999 EUDL Discretionary Grant* proposal: Bremerton - Kitsap County, Kent DUI Task Force, and WWU - Bellingham. The number of businesses contacted in compliance checks in

¹² Social capital refers to those stocks of trust, norms, and networks that people can draw upon to solve common problems. The term social capital emphasizes not just warm feelings, but a wide variety of quite specific benefits that flow from the trust, reciprocity, information, and cooperation associated with networks. There is reason to believe that social capital grew among law enforcement and between law enforcement and the WSLCB as a result of these projects. For more information on social capital, see Putnam, R. D. (2000). *Bowling alone. The collapse and revival of American community.* New York: Simon and Schuster.

¹³ DASA used 1997 baseline data in the *1999 OJJDP EUDL Discretionary Grant* proposal.

¹⁴ These data reflect only those compliance checks that were funded by the *1999 EUDL Discretionary Grants*. The WSLCB, often in collaboration with local police, may conduct additional compliance checks in these communities that are not reflected in the grant-funded activity charts.

Bremerton-Kitsap County changed from 99 prior to the grant to 415 at the end of the grant (See Table 8, p. 59). In Kent, compliance checks increased from no pre-grant activity to 433 at the end of the grant. Finally, in Bellingham, the number of compliance checks changed from 4 prior to the grant to 93 at the end of the grant. Mason County and WSU did not provide 1997 baseline data in this category, so no comparisons of pre- and post-grant compliance check activity could be conducted.

Youth cited for underage drinking violations. Four of the five communities provided both baseline and follow-up data showing the impact on youth cited for underage drinking violations. This follow-up data made comparisons possible (See Table 8, p. 60). Three communities indicated dramatic decreases in the number of youth cited for possession or consumption of alcohol. Data from the Kent DUI Task Force data showed 41 violations prior to grant start-up and 28 at the end of the grant.¹⁵ In Bremerton-Kitsap County, 1,414 violations were recorded prior to the grant, but only 27 at the end of the grant. Mason County cited 33 youth violations in its pre-grant baseline data and six violations at the end of the grant.

Only one grantee showed a dramatic increase in the number of youth receiving violations. Pre-grant baseline data from Bellingham showed 163 youth cited for underage drinking violations. By the end of the grant period, the number of citations in Bellingham increased to 687.

Given these two extremes - several communities showing a sharp decrease in youth cited for underage drinking violations and one showing a sharp increase - the issue of interpreting increases or decreases in youth violations arises. On the one hand, increases in violations are predictable when emphasis patrols increase in a particular area of enforcement. They do not necessarily indicate that the problem has grown larger. On the other hand, after a period of time in which increased enforcement is focused on an area of community concern, decreases in the number of violations might be expected. In view of the fact that the grant-funded activity took place over a two-year period, we made no conclusions about the relationship between increases and/or decreases in the number youth violations and actual changes in underage drinking rates.

DUI violations. Significant decreases were recorded in the total number of youth cited for driving under the influence of alcohol in all five communities before the grant (N=147) and after the grant (N=8). The same caveat applies to interpreting this data. It was not possible to say that the decreases correlated with actual decreases in the incidence of youth driving under the influence.

Prevention Education and Training Impacts. The grantees developed a broad range of both educational events and materials to reach their prevention goals.

¹⁵It should be noted, however, that 95 youth were contacted by the Kent Police Department in 2000 - 2002 but no violations resulted

Education and training events. Two hundred and seven educational events were conducted in public schools and universities reaching 9,558 youth. Additionally, 13,570 youth attended 22 grant-sponsored alcohol-free events. One hundred and twenty-seven community education events on underage drinking reached 677 youth, 197 adults, and 3,341 undifferentiated youth and adult participants. Seventy-eight law enforcement officers were trained on underage drinking laws in 12 separate training events (See Table 9, p. 60).

While all the grantees recorded the amount of educational activity that occurred, some went a step further. The Kent DUI Task Force, for example, conducted in-depth pre- and post-conference surveys of knowledge at the end of their annual youth conference. In response to a survey finding that “family was a primary influence over the decision of many youth whether to drink or not drink,” a new “family night” program was developed. The Kent DUI Task Force not only collected pre- and post-conference data, they utilized the information to modify programs to better meet the needs of youth.

Mason County conducted surveys of their educational events, but without a pre-test, knowledge gains or attitude changes were not possible to assess. The Bremerton-Kitsap project, which reached thousands of youth and young military personnel, reported very general evaluation summaries, providing little specific data on what actually occurred as a result of their intensive educational outreach activity.

Education and training materials. The grantees produced 32 different educational materials including public billboards, websites, door hangers, and “yellow resource pages” especially designed for youth, as well as traditional print outreach items. These educational materials were estimated to have reached nearly 54,000¹⁶ persons in the five communities. For the most part, these materials were designed for youth and parents. Additionally, some educational materials were designed to impact liquor merchants, property owners, military personnel, and members of neighborhood associations. See Table 10 (p. 61) for details documenting the type of educational material, the audience for which it was designed, and the approximate number of persons reached.

Normative Impacts. All five of the grant projects engaged in activity designed to change community norms that ignore or condone underage drinking. They used different strategies to impact community norms: (a) traditional informational education, (b) the media, (c) changing local policies, and (d) social norms campaigns:

Impacting community norms through traditional educational strategies. The three community projects chose to impact community norms largely through individual behavior change strategies such as increasing

¹⁶ Given that several of the grantees reported their distribution rates in general terms (for example, “hundreds” or “thousands”), we were only able to estimate the total number of contacts through educational materials at 53,864.

participation of youth and parents in educational events and conferences. Mason County provided an example of a project that strongly emphasized changing community norms through working with parents and families. In a newspaper article covering the Mason County project, the director said, "Parents know their children best and can be the most effective deterrent."

Impacting community norms through use of the media. The projects had varying levels of success in attracting the cooperation of the media in mounting public awareness campaigns favorable to increased enforcement of underage drinking laws. Many of the projects profited from the media's interest in increased enforcement activity. One of the coalitions invited a media representative to become an on-going member of the coalition.

✓ Impacting community norms through public policy. The WWU - Bellingham Campus Community Coalition developed a policy with the Bellingham Municipal Court and the City Prosecuting Attorney's Office to offer eligible WWU students cited for alcohol infractions off-campus the opportunity to defer their misdemeanor charges by attending the on-campus cognitive-behavioral skills intervention. Consequently, WWU was able to integrate students into its alcohol skills training sessions that heretofore had not been picked up by WWU's "radar." Thus, a previously "mixed" normative message, "If you receive a MIP violation on-campus, you are accountable for your actions to campus authorities, but if you receive an MIP off-campus, you are not accountable to campus authorities," was effectively eliminated through a policy decision.

Impacting community norms through social norms strategies. The two university-based projects emphasized the promising prevention strategy known as the "social norms approach" to correct student misperceptions about alcohol use among college students. At WSU, a small group norms changing intervention was presented to first year students during their orientation and in the university residence hall system. Additionally, the WSU - Pullman coalition developed a social norms marketing campaign for the local high schools. However, due to a six-month funding delay in the administration of the EUDL Discretionary Grant, WSU had to find alternative funding sources for these activities and, as a consequence, did not provide data about their implementation.

At WWU, the social norms strategy took several forms. First, 90 social norms marketing ads were developed and placed in local buses that were frequently used by WWU students. The local transit authority estimated that about 2.5 million passengers rode the buses during the grant-funded period. Additionally, WWU developed posters with accurate campus norms for the university residence system and attractive "door hangers" with correct normative information for student rental housing in the vicinity of the campus. Between 2000 and 2002, approximately 9,000 students saw these materials. Finally, WWU integrated a social norms strategy into its cognitive-behavioral skills intervention with high-risk drinkers. Between 2000 and 2002, the university's judicial officer, the residence hall system,

and the Municipal Court Diversion Project referred 500 students to WWU's alcohol intervention.

The Kent DUI Task Force also utilized this promising prevention strategy. A social norms marketing campaign designed to correct the public's misperception about youth alcohol use ran in local movie theaters for three months and was estimated to have reached over 100,000 community members. See Table 11 (p. 62) for a summary of all *EUDL* normative impacts.

Summary of Findings from Impact Evaluation

The evaluation team conducted an impact evaluation in order to assess the proximal or near term effects that discretionary grant programs had on individuals, families, and communities. We documented evidence of program impacts in four areas: coalition impacts, enforcement impacts, prevention education and training impacts, and normative impacts.

We were able to assess dramatic increases in the number of persons participating in programs, the amount of enforcement activity, and the quantity of educational material, etc. However, when we turned our attention to documenting any compelling relationships between all of this activity and actual changes or *outcomes* in individuals, groups, or communities, we were confronted with a series of challenges.

Outcome Evaluation

Outcome evaluation is the assessment of the long-term effects of a program, helping to determine if a program met its stated goals and objectives (Modeste, 1996). The evaluation of outcomes is important to the *EUDL Discretionary Grant* because it documents accountability - the degree to which programs were conducted in accordance with the intent of the *1999 EUDL Discretionary Grant*, including goals, objectives, and results or benefits to participants.

In order to conduct a true assessment of outcomes, the following evaluation components are required: (a) a baseline assessment of the "problem," for example, frequency of underage drinking, frequency of negative consequences to youth, level of sales to minors in a given community, number of youth cited for underage drinking violations, etc.; (b) the application of evidence-based strategies to address the identified problem; for example, party emphasis patrols, compliance checks, foundation of community coalitions, responsible beverage service policies, social norms campaigns; and (c) a follow-up assessment of the "problem" to evaluate whether or not change has occurred. Even when these conditions are met, it is difficult in community-based social science research to attribute any measured decrease in underage drinking to a specific intervention. The best we are usually able to do in such research is to find compelling statistical relationships between specific strategies and measured outcomes.

For the most part, community initiatives for the *1999 EUDL Discretionary Grant* in Washington were designed without considering the important role of research in planning and evaluating the outcomes of reducing underage drinking programs. We are largely unable to document true outcomes among the 1999 grants because of (a) absent and/or inconsistent baseline measures, (b)

application of strategies, especially in the areas of prevention education and norms-changing approaches, that are known to be ineffective in reducing underage drinking, and (c) a focus on the measurement of activity rather than the changes in underage drinking resulting from that activity.

Little consistent baseline data was collected at the beginning of the projects. For the most part, the only credible baseline data that we have is the 1997 enforcement information that was collected by DASA for the *1999 Discretionary Grant* proposal to document the number of liquor licensees and violations that occurred in the five communities. With the exception of these enforcement records, most grantees were not able to collect solid baseline data that documented the scope of the problem of underage drinking in their communities. Therefore, we did not have information on the number of youth who consumed alcohol, the amount or frequency of consumption, negative consequences of consumption, or youth perceptions of their peers' consumption. Without these data, no assessment of the long-term impact of grant activity was possible. In other words it was not possible to evaluate the actual goal of reducing underage drinking because we did not have consistent baseline measurement of underage drinking and its consequences prior to the initiation of the *EUDL* grant programs.

Evidence of Effective and Ineffective Practices

We know that effective strategies for reducing underage drinking do exist, and we know that there is a body of research that documents the evidence for the effectiveness of these strategies (See Table 1, p. 53). Additionally, there are consistent findings across a wide variety of well-designed studies that strongly suggest that some interventions are not likely to be effective and that limited resources should be used in other ways. Our review of the *1999 Discretionary Grant* projects showed that most resources were utilized in strategies that are known to be effective, and that some resources were used in strategies that have consistently been shown to be ineffective.

Evidence of Effective Practices.

Some of the grantees chose evidence-based strategies in the implementation of their projects some of the time. Consider for example, the two most frequently utilized strategies by all five grantees and the evidence that supports their effectiveness in reducing underage drinking:

Formation of community coalitions. The research literature shows that comprehensive community efforts can lead to measurable reductions in underage alcohol and other substance use and related negative consequences (Chou et al., 1998; Hingson et al., 1996; Pentz et al., 1989; Perry et al., 1996; Wagenaar et al., 2000). The outcomes of these studies show the relationship between community coalitions involving all major stakeholders and effectiveness in actual reduction of rates of underage drinking and its related problems. All of the grantees devoted project resources to the formation of community coalitions.

Increased enforcement of minimum underage drinking laws. Enforcement strategies that limit access to alcohol by youth are some of the most well-documented and powerful approaches to reducing underage drinking and related problems (Grube, 1997; Mosher, 1995; Mosher and Stewart, 1999; Stewart, 1999; Wagenaar and Toomey, 2002). The 1999 grantees devoted significant project resources to this evidence-based strategy.

All five grantees made use of these two evidence-based strategies for reducing underage drinking. Given that most of the grantees were unable to provide adequate baseline measures of the problem of underage drinking, we are unable to answer the outcomes-based question, "How effective were these strategies in reducing actual rates of underage drinking and its related problems?" However, we can *infer* that, given enough time and resources for continued and effective implementation, these strategies would eventually show themselves to be effective in reducing underage drinking, as they have been shown in repeated well-designed research studies.

Evidence of Ineffective Practices

We also observed that many of the grantees utilized strategies that the research suggests may be ineffective in reducing underage drinking:

Informational, knowledge-based interventions. Informational educational events were the most commonly utilized technique for impacting the behavior of youth. This strategy is based on the assumption that underage persons use alcohol because they lack knowledge or awareness of health risks and that an increase in knowledge would lead to a corresponding decrease in use. An extensive body of research literatures suggests that this type of intervention appears to be ineffective when used as the only educational component of a prevention program (Larimer and Cronce, 2002; DeJong and Langford, 2002). Despite this evidence, informational/educational strategies focused on individual behavior change were the most commonly utilized techniques for prevention education among the 1999 discretionary grantees.

The exception to this generalization was the WWU - Bellingham project that utilized a cognitive-behavioral skills intervention as the major educational strategy for youth who had received alcohol violations from the Bellingham Police Department and were deemed eligible for diversion by the Bellingham Municipal Court. Strong research evidence indicates that the cognitive-behavioral skills interventions are effective in reducing consumption among youth (Baer et al., 1992; Baer et al., 2001; Dimeff et al., 1999; Marlatt et al., 1998; Larimer and Cronce, 2002).

WSU also implemented a cognitive-behavioral small-groups norms changing model. However, EUDL Discretionary Grant funding delays caused them to shift this project to another budget. As a consequence, no impact or outcome data of the project was reported.

Use of individually oriented interventions for environmental goals. Some of the grantees wanted to "change community norms that ignore or condone underage alcohol use." Changing community norms is an environmentally oriented strategy; that is, a strategy that focuses on changing the environment in which youth make decisions, rather than focusing on individual youth. However, for the most part, the grantees did not utilize the environmentally oriented approaches that research suggests may produce this outcome. Instead, they applied individually oriented educational programs toward this goal.

While the grantees clearly wanted to impact the culture in which underage drinking occurs, they seemed to lack the tools to use strategies that go beyond a focus on individual change.

As a result, none of the projects that utilized individual educational efforts to effect environmental change was able to show any impact beyond numbers of person reached. In other words, they were not able to demonstrate that they had truly changed community norms that support or condone underage drinking.

Two projects¹⁷ - the Kent DUI Task Force and WWU - Bellingham - utilized a social norms marketing environmental strategy (Berkowitz, 1997; Clapp and McDonnell, 2000; Johannessen et al., 1999; Perkins, 2002). Three projects - the Kent DUI Task Force, Bremerton-Kitsap, and WWU - Bellingham - utilized alcohol-free student activities ((Holder et al., 2000; Saltz and Stangetta, 1997; Voas et al., 1997; Wagenaar et al., 2000). Only one project - WWU - Bellingham - used the policy change as an environmental strategy. A policy was developed by the Bellingham Municipal Court that required all students who were charged with a minor in possession violation and deemed eligible for diversion to attend a mandatory assessment and cognitive-behavioral skills training session.

Research shows that environmental strategies such as these are not guaranteed to alter the behavior of every individual underage person. However, evidence suggests that strategies such as these may significantly alter the environments in which youth make the decision to drink or not drink.

The grantees knew that they wanted to conduct effective prevention education programs and change community norms, but they seemed to lack awareness of research-based approaches for making solid programming decisions. As a result of the mismatch between what they wanted to accomplish and the strategies they selected to achieve their prevention goals, they were unable to demonstrate the much-needed accountability for the resources expended; that is, they were unable to show that outcomes in reduced underage drinking occurred.

✓ The evaluation team attributed this struggle largely to three training issues: First, the grantees needed guidance on how to select evidence-based prevention strategies. Second, training was needed on how to differentiate *individual* and *environmental* objectives. The grantees' familiarity and comfort with traditional individual approaches led to the incongruity of using individual means to reach environmental ends. Finally, the grantees needed training on how to conduct community-based evaluations in order to determine the effects of any current or future strategy.

University-Based Discretionary Grants

The two university-based grants provide a counterpoint to the otherwise absence of true outcome data. Both the WWU - Bellingham and the WSU - Pullman projects stated their intention to apply evidence-based research strategies to the problem of underage drinking on their respective campus communities and to quantify the outcome of those prevention efforts. WWU - Bellingham was able to provide baseline measures on the scope of underage drinking. After two-

¹⁷ WSU also conducted a social norms strategy. However, because they had to shift the implementation of this strategy to another budget to cope with the delays in their funding contract, they did not report any impact or outcomes of this project.

years of implementing evidence-based strategies, WWU was able to quantify the outcomes of their efforts. WSU - Pullman was unable to carry out its outcomes-based prevention plan because of a six-month delay in funding that had the irreparable effect of setting the program back at least a year.

WSU-Pullman. WSU - Pullman had started out with the goal of measuring the impact of research-based strategies on underage drinking. However, they were unable to carry out their plans because of a number of administrative difficulties including a six-month delay in the signing of the original contract, the departure of key CCAPS staff as a consequence of no funding, and a subsequent holdup to the flow of money into the day-to-day operations of the project. This challenge to program start-up set the WSU - Pullman project back nearly one year and parts of the project were shifted to non-discretionary grant budgets or delayed. As a consequence, the original proposal that outlined the plan to compare pre- and post-intervention data was not carried out. Thus, WWU - Pullman's extensive potential to utilize research-based interventions (for example, social norms campaigns, small-group interventions, and environmental strategies) was compromised by administrative difficulties.

WWU-Bellingham. The WWU - Bellingham Coalition project provided an example of a project design that led to outcomes-based assessment of the goal of reducing underage drinking. All the ingredients for successful outcomes-based evaluation of project goals were in place: (a) credible quantitative baseline measures of underage alcohol use, (b) utilization of evidence-based strategies at both the individual and environmental level, and (c) methodologically sound measurements of post-intervention impacts.

Quantitative assessment of the problem. Two years prior to the initiation of the *1999 EUDL Discretionary Grant*, WWU data showed that 34 percent of students reported frequent heavy drinking (five or more drinks, once a week or more) and 61 percent reported the occurrence of one or more negative health or academic alcohol-related consequence (Fabiano, et. al., 1999). WWU data also showed a six percent increase in underage persons reporting drinking to the point of potential alcohol poisoning in the year prior to the *1999 EUDL* proposal.¹⁸

Utilization of evidence-based strategies. WWU developed and implemented the following evidence-based strategies to achieve the goal of reducing underage drinking and its related negative consequences:

- Campus-community coalition with diverse representation from key stakeholders and decision-makers on campus and in the community (Chou, et al., 1998; Saltz and Stangetta, 1997).
- Social norms marketing campaign implemented through on-campus media and off-campus print materials (Berkowitz, 1997; Clapp and McDonnell, 2000; DeJong and Linkenbach, 1999; Johannessen et al., 1999; Perkins, 2002; Perkins and Wechsler, 1996).
- Cognitive-behavioral assessment and skills training program for students who were charged with minor in possession violations by the Bellingham Police

¹⁸ These data are based on institutional survey data collected at WWU between 1992 and 1997.

Department (Baer et al., 1992; Baer et al., 2001; Dimeff et al., 1999; Marlatt et al., 1998; Larimer and Cronce, 2002).

- Policy changes leading to mandatory referral of students adjudicated by the Bellingham Municipal Court and deemed eligible for diversion to an alcohol assessment and cognitive-behavioral skills program (DeJong and Langford, 2002).
- Alcohol-free events (DeJong and Langford, 2002).
- Compliance checks by the WSLCB (Wagenaar and Toomey, 2002; Grube, 1997; Preusser et al., 1994; Wagenaar et al., 2000).
- Voluntary compliance of alcohol retailers through the activities of the Hospitality Resource Alliance (Saltz and Stangetta, 1997; Holder and Reynolds, 1997).
- Party emphasis patrols with a focus on Bellingham neighborhoods surrounding the university (Wagenaar and Toomey, 2002).

Quantitative Assessment of Outcomes. After two years of consistent application of these strategies, WWU-Bellingham was able to measure the following outcomes directly related to changes in underage drinking:

- In 1998, one year prior to the initiation of the *1999 EUDL Discretionary Grant*, WWU's institutional surveys revealed a significant 20.6 percent decrease in students reporting heavy, frequent drinking, (a) from 34 percent who reported frequent heavy drinking down to a rate of 27.3 percent and (b) a corresponding decrease in students' misperception of their peers' frequent heavy drinking from 89 percent who thought others drank frequently and heavily to 49.5 percent.
- In two years following the initiation of the *1999 EUDL Discretionary Grant*, WWU data revealed that student alcohol consumption rates continued to steadily decline while the national media reported increases in binge drinking on college campuses nationwide. The percentage of students who reported consuming five or more drinks in the last two weeks changed from 36.8 percent in 1999-2000 to 34.9 percent in 2001-2002.
- Pre- and post-intervention data from students who were referred to the mandatory cognitive-behavioral intervention showed (a) reduction in the percentage of students reporting five or more drinks on a typical occasion from 61.5 percent in 1999 to 35.6 percent in 2000-2001, and (b) reduction in the percentage of students reporting six or more negative alcohol related consequences from 43.7 to 35.3 percent in 2000 - 2001 and from 45.5 to 39.3 percent in 2001 - 2002.

Thus, the presence of adequate baseline data, the application of evidence-based strategies, and the assessment of actual student drinking patterns and consequences at the end of the intervention produced data from the WWU - Bellingham discretionary grant on the actual outcome of student drinking behavior. Given that approximately 60 percent of students in the WWU survey samples are under the age of 21, we may conclude that a change in underage drinking occurred.

Summary of Findings from Outcome Evaluation

Ample evidence documented the basic impact of discretionary grant activities on individuals, groups, and the communities. We know how many youth received alcohol violations; we know how many merchants were ticketed; we know how much prevention education was made available. The grantees monitored the amount of impact they had by reporting on the number of events and activities that were carried out in their discretionary grant projects and the number of persons who participated in these events. Some even measured gains in participant knowledge. This level of impact evaluation is an important first step.

However, in large part, we do not know whether these short-term impacts translated into the longer-term desired outcome of reducing underage drinking. We do not know if all of the coalition, law enforcement, norms-changing or educational activities undertaken by the grantees had a measurable effect on the people for whom the activities were designed. Where evidence-based strategies like increased enforcement of underage drinking laws and community coalitions are used to address underage drinking, we may infer that long-term outcomes would eventually result. However, when practices that have been found ineffective in well-designed research studies are consistently utilized - practices like traditional informational/educational strategies - we reason that no long-term effect may result, and in fact, that these strategies may be counterproductive to the grantees' and the grantor's goals.

In all projects, with the exception of the discretionary grant implemented by the WWU - Bellingham coalition, we have no true outcome measures. We attributed the capacity of the WWU - Bellingham project to show true project outcomes to (a) the university's long commitment to rigorous assessment that provided credible pre-intervention baseline data, (b) application of evidence-based prevention strategies, and (c) post-intervention measurement of change among the individuals and communities that were the focus of the prevention activities.¹⁹

Evaluation Project Summary and Recommendations

The 1999 EUDL Discretionary Grants in Washington State prioritized the selection of the following strategies in order to achieve the outcome of reducing underage drinking: (a) developing community coalitions, (b) enforcing of underage drinking laws, (c) changing community norms, and (d) providing prevention education:

- The community coalitions varied in their composition. Some were composed of diverse representatives of law enforcement, prevention specialists, educational institutions, and youth themselves. Others were homogeneous consisting mostly of law enforcement, youth, or university personnel. The coalitions that achieved the most diverse and balanced group of all stakeholders - including youth and the hospitality industry - seemed to be the most active and productive.

¹⁹ While the 1999 EUDL Discretionary Grant at WWU funded the pre- and post-intervention assessment and specific evidence-based strategies, WWU began its OJJDP/DASA prevention project with nearly a decade of prevention experience previously funded through the United States Department of Education.

- The coalitions worked on a variety of projects ranging from increasing multijurisdictional law enforcement, to producing youth conferences, to developing policies that resulted in youth offenders in the municipal court system receiving mandatory assessments and skills-based interventions. The most effective coalitions had strategic plans, utilized evidence-based practices in achieving enforcement and prevention goals, and engaged in intentional activities to increase members' knowledge of effective strategies for reducing underage drinking.
- Striking increases in the amount of enforcement activity occurred in the five discretionary grant communities. Between 2000 and 2002, compliance checks in the five communities increased by 95 percent with a corresponding 56 percent increase in violations issued to alcohol retailers. Additionally, 51 party emphasis patrols resulted in 769 underage drinking violations issued to youth. While most of the grantees did not engage in the kind of evaluation that would demonstrate the long-term impact of increased enforcement on underage drinking, the research literature strongly supports this evidence-based strategy. Research shows that enforcement of minimum legal drinking age laws is one of the most successful strategies to date in reducing underage drinking and alcohol-related problems. Additionally, many of the grantee communities were able to repeat enforcement efforts (for example, compliance checks) and show measurable improvement in compliance rates as alcohol retailers recognized sustained enforcement efforts.
- The environmental goal of "changing community norms that condone or ignore underage drinking" was a focus of much activity. However, by and large, many grantees tried to carry out the work of changing the environment using individual behavior change strategies. A smaller number of projects utilized evidence-based environmental strategies such as working proactively with the hospitality industry; changing community policies; and marketing to youth, parents, and the community accurate social norms data about the majority of youth who do *not* engage in underage drinking.
- Traditional informational, knowledge-based educational programs in the schools and community setting reached at least 13,773 youth and adults. Additionally, vast amounts of educational materials were produced and disseminated in the schools and communities. However, little outcome data existed that could demonstrate the impact of these educational materials. While we know a great deal about the quantity of effort that comprised this educational outreach, its results are largely unknown and undocumented. The research shows that, when used in a synergistic and comprehensive approach to reducing underage drinking that includes other strategies, traditional informational programs *may* have some impact. However, the grantees were largely unable to conduct the kind of evaluation that could demonstrate the effect resulting from such a synergy of program efforts. The literature further suggests that when used in isolation, traditional informational, knowledge-based educational programs may be ineffective in reducing underage drinking.

Program evaluation efforts consisted largely of records of activities, such as numbers of (a) enforcement events, (b) educational events, (c) violations of underage drinking laws, and (d) articles in local newspapers. Three of the five grantees attempted to measure short-term impacts

of project activities by administering surveys of knowledge and satisfaction before and after educational events. One university-based grantee capitalized on the institutional commitment to assessment that facilitated the measurement of project outcomes by comparing pre-project baselines to post-project measurement on the same variables.

Factors that contributed to project cohesiveness and successful implementation included (a) the development and maintenance of strong diverse community coalitions, (b) baseline data collection strategies that made impact and outcome evaluation possible, (c) utilization of evidence-based strategies like increased law enforcement and environmental change approaches, and (d) the proactive involvement of the hospitality industry and youth.

Major challenges that hampered the ability of grantees to achieve their goals included the following: All five communities identified administrative difficulties as a major barrier to progress, and in some case, to ultimate success. These administrative difficulties included (a) delays and gaps in the state funding structure, (b) adjusting time lines of community or campus projects to match the grant funding structure, and (c) project setbacks that resulted from the difficult transition of grant management from the WTSC to the WSLCB. Additional challenges included (a) maintaining the involvement and commitment of youth, (b) working with the schools, (c) the sheer volume of coordinating the myriad youth-oriented educational events, and (d) technical problems related to using multijurisdictional law enforcement databases.

Overall, the five Washington state 1999 EUDL discretionary grantees provided a promising picture of how community prevention efforts and increasing enforcement can be mutually supportive in reducing underage alcohol consumption by youth. The progress these five grantees made and the obstacles they faced provide us with a blueprint for encouraging a more broad-spectrum community-based approach to reducing underage drinking throughout Washington State.

Recommendations

In some ways, the 1999 EUDL discretionary projects serve as a quasi-assessment of needs, pointing the way to enhancing our community-based prevention and enforcement efforts in Washington. Therefore, this report ends with implications that have emerged from this evaluation for improved project implementation of the on-going *EUDL Discretionary Grant* in Washington:

- 1) Develop a state level funding process that delivers financial resources to grantees in a timely and efficient manner that is congruent with the request-for-proposal activity timeline. If funding is delayed, work with grantees on revising project activities that correspond to compressed timelines.
- 2) Develop an infrastructure that provides training and on-going technical assistance to increase capacity among grant coordinators and/or primary planners to do the following:
 - a) Plan and conduct community-based program evaluation, including the following:
 - o Collection of baseline data that documents the scope of underage drinking and enforcement activities *prior to the initiation* of grant-funded projects.

- Development of indicators of (a) implementation progress (process evaluation), (b) indicators of short-term change (impact evaluation), and (c) indicators of long-term change (outcome evaluation).
 - Selection and implementation of evidence-based prevention and enforcement strategies.
 - Collection of data *during project implementation* that leads to course correction and continuous quality improvement of programs.
 - Collection of data *at the end of the project* that matches the baseline data and makes possible the evaluation of true outcomes.
- b) Standardize the collection of baseline data, monitoring data, and follow-up data so that process, impact, and outcome evaluations of project effectiveness may be conducted *during and at the end of the project*. Assist grantees in developing and agreeing to standard measures that document:
- Scope of underage drinking, and
 - Extent of enforcement activities.
- c) Collect baseline data prior to the initiation of grant activity on the scope of the problem of underage drinking that include, at a minimum:
- Number of youth who report underage drinking in an agreed upon time frame, for example, 30 days;
 - Number of youth who reports drinking five or more drinks in a row within the last two weeks;
 - Typical quantity of consumption when drinking;
 - Health and legal consequences of drinking;
 - Perception of peer drinking norms;
 - Perception of the harm associated with alcohol consumption;
 - Perception of acceptability of underage drinking in the community.
- d) Collect baseline data prior to the initiation of grant activity on the frequency and scope of enforcement efforts to reduce underage drinking that include, at a minimum:
- Number of compliance checks conducted in a specified period of time, for example, "within the last year;"
 - Number of individual businesses contacted during those compliance checks;
 - Percent of businesses that failed compliance checks;
 - Number and type of law enforcement officers involved in those compliance checks, for example, local police officers, liquor control agents, state police, etc.;
 - Number of party emphasis patrols conducted in a specified period of time;
 - Number of individual youth cited during those party emphasis patrols, broken down by type of citation such as minor in possession, disorderly, etc.;
 - Number and type of law enforcement officers involved in those party emphasis patrols.
- e) Standardize the monitoring of project objectives and activities in quarterly and final reports by developing data collection instruments that assist the grantees to identify:
- Specific grant objectives for which data has been collected during a given reporting period;

- Evidence-based strategies used to achieve the objective;
 - Type and amount of activity that occurred in order to carry out the strategy;
 - Number of persons contacted (or the environment impacted) because of the activity;
 - Change in knowledge, attitudes, beliefs, or behavior that occurred in the person or environment as a result of the activity; and
 - Measurement unit or instrument used to assess the change.
- f) Use evidence-based enforcement strategies that include the following:
- Build and maintain effective multijurisdictional enforcement coalitions;
 - Conduct initial and repeated follow-up compliance checks on retail alcohol outlets;
 - Conduct consistent party emphasis patrols that result in citations of youth offenders, especially in university communities; and
 - Increase publicity about enforcement of underage drinking laws.
- g) Use evidence-based prevention strategies that include not only informational/education programs that focus on changing individuals but also environmental approaches that focus on impacting institutional factors, community factors, and public policy, such as the following:
- Work with local school systems less frequently on traditional information-based educational programs and more on (a) the development of consistent school-based policies prohibiting alcohol use on school property or at school events and (b) consistent enforcement of disciplinary actions associated with policy violations.
 - Include the hospitality industry in community coalitions not exclusively as the “targets” of enforcement, but also as potential partners in preventing underage drinking through responsible beverage sales and service policies and programs in social and commercial settings.
 - Include youth representatives in prevention efforts not exclusively as the “targets” of enforcement, but also as potential partners in preventing underage drinking through peer opinion leadership.
 - Conduct community marketing campaigns that utilize positive, empowering, and inclusive messages that emphasize the “social norms” of the majority of underage people who are not using alcohol or other drugs and who are not experiencing negative consequences as a result of that use.
 - Work with local government to develop ordinances and policies that shape the community culture or environment in which youth make health decisions. For example, what is the relationship between density of alcohol outlets and underage youth? What is the relationship between alcoholic beverage prices or taxes and associated levels of underage consumption?
 - Conduct “environmental scans” to assess the consistency of all messages (for example, media, education, policies, enforcement, etc.) regarding the community’s commitment to enforce underage drinking laws. Eliminate “mixed messages” to youth about the community’s will to enforce underage drinking laws.
 - Build multidisciplinary community (or campus/community) coalitions that involve all major stakeholders including, at a minimum, law enforcement, WSLCB, prevention specialists, educators, treatment specialists, hospitality industry, and youth.

- Maintain the commitment of community coalition members by engaging in activities that build their capacity to solve underage drinking problems, engage them in strategic planning, assess their satisfaction with coalition activity, and survey their understanding of underage drinking laws and issues.
3. Increase the capacity of adolescent treatment specialists. Increase the capacity of adolescent treatment specialists who work with underage alcohol abusers to integrate evidence-based cognitive behavior skills approaches into traditional addictions models.
 4. Establish a data management system that includes at a minimum the following:
 - Collection of quarterly reports at predetermined specified times;
 - Collection of final reports at predetermined specified times;
 - On-site qualitative data collection that includes focused conversations with key project personnel, community members, youth, law enforcement, etc.
 5. Find and/or leverage additional revenue sources to fund informational/ educational strategies, activities, and events that may or may not produce measurable outcomes related to reducing underage drinking.
 6. Integrate the innovations and experience of the discretionary grantees into the larger statewide plan to reduce underage drinking. Considerable technical expertise on improving multijurisdictional law enforcement, conducting effective party emphasis patrols, developing effective community (and campus-community) coalitions, administering methodologically sound surveys, developing environmental interventions like social norms campaigns, designing evaluation plans, etc. exist among the discretionary grantees. Develop a statewide technical assistance plan that utilizes the expertise and experiences of this cohort of discretionary grantees to build Washington State's capacity to mount broad-spectrum community-based approaches to reducing underage drinking.

Concluding Comments

In the *EUDL Discretionary Grant* proposal submitted to OJJDP in 1999, DASA and its WTSC partner put forth with four specific objectives a vision for reducing underage drinking in Washington. Based on our evaluation, we offer the following concluding comments about how far we have come in fulfilling the vision articulated in each of those objectives, how far we may have yet to go, and how we might take the next steps forward in Washington State's effort to reduce underage drinking.

The four objectives that follow are excerpted directly from Washington State's *1999 EUDL Discretionary Grant proposal* to OJJDP:

Objective 1: To provide incentives for partnerships between the law enforcement community and the larger community to identify, problem solve, and implement locally appropriate strategies which will yield measurable outcomes in reduced underage drinking.

Comment: Striking increases in enforcement have occurred in partnership with community coalitions. While the literature suggests that this strategy may yield powerful results in reducing underage drinking, the *1999 EUDL Discretionary Grant* communities did not, for the most part, have the capacity to conduct program evaluations that would allow us to draw conclusions about measurable outcomes. We suggest that one or two of the *EUDL* discretionary grant projects be chosen to pilot a community-based research design consisting of the following steps:

- Chose one or two of the 1999 EUDL Discretionary Grant communities based on demonstrated capacity and interest in evaluation.
- Provide training and technical assistance on how to design and conduct community-based program evaluations.
- Select matching communities in Washington that are not receiving intensive enforcement interventions.
- Collect baseline and two-year follow-up data on the scope of underage drinking and the extent of enforcement activity in both the grant communities and the matching communities.

With such a design in place, we would have the capacity to compare underage drinking in communities that have received grant-funded intensive enforcement with those that have not. We would then be able to answer the question of whether or not increased law enforcement strategies are in fact yielding measurable outcomes in reducing underage drinking.

Objective 2: To listen to youth perspectives on the issue of youth drinking, and involve them in meaningful ways in planning and implementing programs that will be likely to influence their peers.

Comment: Thousands of young people in the five Grantee communities have actively engaged in prevention activities designed to influence their peers. Some of the Grantees collected survey-based data showing that youth gained knowledge from planning and implementing programs. We also have anecdotal data suggesting that youth have found this involvement “meaningful.” To date, however, we know of no initiative in Washington that has studied the actual impact of “listening to youth and youth involvement” on the decisions of those same individuals to postpone or initiate drinking. We suggest that these youth, given sufficient diversity in their ranks, could provide a suitable sample upon which to measure the long-term impact of “youth involvement” on decision-making. A pilot research study that compares youth who participate in *EUDL* events or coalitions with those who do not could add to our understanding of how “involvement” translates into possible protective behavior.

Objective 3: To integrate the innovations and experience of the subgrantees into the larger statewide plan to stop underage drinking.

Comment: The *EUDL* Grantees have participated widely in Washington’s Prevention Summit where they have disseminated information about the design and strategies of their projects. In this way, they have shared their experiences with other prevention and enforcement groups in Washington. However, we believe that the Grantees have valuable experiences to share with each other - experiences that could inform and advance each other’s work. We suggest that teams representing the enforcement and prevention components of the five projects be convened at least twice a year in a setting where they might systematically talk about their progress and problems. Furthermore, we suggest that the specific strengths of each of the *EUDL Discretionary Grant* be assessed and designated as an area where that community could provide technical assistance to other communities in Washington State.

Objective 4: To provide technical assistance as needed to hold sub Grantees accountable for collecting appropriate data to determine the effectiveness of efforts to combat underage drinking.

Comment: A remarkable amount of enforcement and prevention activity occurred as a result of the infusion of the *EUDL Discretionary Grant* into the five Washington communities. However, without the collection of appropriate data, it is difficult, if not impossible, to demonstrate “the effectiveness of efforts to combat underage drinking.” We strongly recommend that this cohort of grantees be given the opportunity to demonstrate the impact of their work by empowering them with needed community-based program evaluation tools and skills which include at a minimum:

- *Baseline Data:* what are these data; how to collect them; where to find them;
- *Evaluation Instruments:* what instruments are currently used in Washington; what other instruments exist;

- *Program Evaluation Design*: how to initiate a project with the end in mind; the use of simple logic models; how to collect data systematically; what data to collect;
- *Evidence-Based Prevention Strategies*: what they are; where to find them; how to use them.

During the collection of supplemental evaluation data from each community, we asked the Grantees to identify particular areas of training that would advance the goals of their *EUDL* grants. The needs they identified are consistent with our suggestions. If we are going to build the capacity to demonstrate the effectiveness of our efforts to combat underage drinking in Washington, the Grantees agree that more technical assistance and training are required. The Grantees identified the following training needs:

- Program evaluation methods;
- Measurement instruments;
- Law enforcement party dispersal techniques leading to citations of youth;
- Working with the hospitality industry;
- Maintaining effective coalitions;
- The meaning of “evidence-based” strategies and how to utilize them;
- Maintaining effective coalitions; and
- The meaning of “evidence-based” strategies and how to utilize them.

If we are truly to demonstrate to DASA and OJJDP that *EUDL Discretionary Grant* funding results in reduced underage drinking in Washington State, then we must take the next steps forward to build capacity in our communities and on our campuses in the areas of need that this evaluation has identified and the Grantees themselves have articulated.

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Tables

Table 1: Overview of Problem Categories and Evidence-Based Strategies for Reducing Underage Drinking

Problem Categories and Prevention Strategies	References²⁰
Problem Category 1. Availability of alcohol to underage persons	Preusser, Ferguson, Williams, & Farmer, 1997; Wagenaar, et al., 1996; Wagenaar, et al., 1993
Strategy 1.1 Increase enforcement of minimum purchase age laws aimed at retailers	Mosher & Stewart, 1999; Grube, 1997; Mosher, 1995
Strategy 1.2 Increase enforcement of minimum purchase age laws aimed at youth	O'Malley & Wagenaar, 1991
Strategy 1.3 Increase enforcement aimed at reducing the social availability of alcohol	PIRE, 2002
Strategy 1.4 Increase enforcement of underage drinking laws that already exist	Wagenaar & Toomey, 2002
Strategy 1.5 Increase controls on alcohol availability in general	Pratt, Rothstein, Meath, & Toomey, 1997
Problem Category 2. Community norms that condone or ignore underage alcohol use	Hawkins, Catalano, et al., 1989; Harachi, Ayers, Hawkins & Catalano, 1996
Strategy 2.1 Increase expression of community norms prohibiting the glorification of alcohol use	Safer, 2002; Clapp & McDonnell, 2000; Grube & Wallack, 1994; Franke & Wilcox, 1987
Strategy 2.2 Increase expression of community norms that encourage youth to remain alcohol and drug free	Lo & Globetti, 1993
Strategy 2.3 Increase the accuracy of youth perceptions regarding peer alcohol use and the consequences of alcohol use	Johannessen, Collins, et. al., 1999; Haines & Spear, 1996; Perkins & Berkowitz, 1986
Strategy 2.4 Increase youth commitment to academic performance, school activities, volunteerism, faith-based activities	Baer, 2002; Patoek-Peckman, Hutchison, Cheong & Nagoshi, 1998
Problem Category 3. Insufficient or ineffective school-based or youth organization-based prevention strategies	Larimer & Cronce, 2002; Bangert-Drowns, 1988
Strategy 3.1 Increase school-based policies that prohibit alcohol use on school property or school events	DeJong & Langford, 2002
Strategy 3.2 Increase youth media literacy	Austin & Johnson, 1997; Grube & Wallack, 1994
Strategy 3.3 Increase use of effective prevention programs in schools and youth organizations	Larimer & Cronce, 2002; Expert Panel on Safe, Disciplined, and Drug-Free Schools, 1999
Problem Category 4. Insufficient enforcement of impaired driving laws for youth	Stewart, 1999
Strategy 4.1 Increase number and effectiveness of impaired driving programs that focus on youth	National Highway Traffic Safety Administration, 1997; Wolfson, Wagenaar, & Hornseth, 1995
Strategy 4.2 Increase public support for enforcement of impaired driving programs that focus on youth	PIRE, 1999

²⁰ The Reference section of this report contains complete citations for the publications listed in this table.

Problem Category 5: Insufficient coordination or collaboration among community partners	DeJong & Langford, 2002; DeJong, et al., 1998
Strategy 5.1 Increase the number of community coalitions to reduce underage drinking	Chou, et al., 1998; Saltz & Stangetta, 1997
Strategy 5.2 Increase in coordination among multi-jurisdictional law enforcement agencies	McNeece, Falconer, Jones, Hodges & Knapton, 2000
Strategy 5.3 Increase in coordination between law enforcement and liquor enforcement	Wagenaar & Wolfson, 1995; Wagenaar & Wolfson, 1994
Problem Category 6: Insufficient media amplification of zero tolerance norms and positive health messages	DeJong & Atkin, 1995; DeJong & Winsten, 1998
Strategy 6.1 Increase media support of enforcement strategies and prevention efforts	Holder & Treno, 1997; Perry, et al., 1996
Strategy 6.2 Increase media coverage of positive public image of youth	Linkenbach, 2001; Holder et al., 2000

Table 2. Assessment Categories and Evaluation Questions for Evaluation of *EUDL Discretionary Grants*

Assessment Category	Evaluation Questions to Be Addressed
Identification and monitoring history	<ul style="list-style-type: none"> • What type of agency (law enforcement, prevention, educational, etc.) applied for funds? • What position does the Project Director hold within the agency? • Are monitoring and tracking records complete?
Community context	<ul style="list-style-type: none"> • At minimum, does the report include a description of the number of youth in the community under 21 years old? • Are other community descriptors present, e.g., overall demographics, location, relevant socio-economic factors? • Do the descriptors reflect an understanding of the relevance of context in establishing a prevention project?
Community readiness (partnerships, collaborations)	<ul style="list-style-type: none"> • Does the report identify community partnerships and collaborations? • If the lead RUaD agency is a law enforcement organization, does the report show evidence of critical partnerships with liquor enforcement and a prevention agency? • If the lead RUaD agency is non-law enforcement or other community organization, does the report show evidence of critical partnerships with law enforcement and liquor enforcement? • How diverse and/or inclusive are the partnerships? Does the partnership include and represent youth? • Did the partnerships occur prior to the initiation of the grant or during the grant? • Were there obstacles to the growth of coalitions and partnerships? • In what ways does the report show synergy between previous efforts to reduce underage drinking and current RUaD efforts?
Baseline assessment of problem	<ul style="list-style-type: none"> • Does quantitative and/or qualitative data document the scope of underage drinking? • Do citations document the source(s) of the data? • Does the date of collection reflect reasonable credibility of the data?
Identification of problem causes	<ul style="list-style-type: none"> • How many evidence-based causes of underage drinking does the project address? • Do the reports identify data, information, or the reason(s) for naming this item as a factor contributing to underage drinking? • Do citations document the source(s) of the data? • Does the date of collection reflect reasonable credibility of the data?
Evidence of internal logic in project plan	<ul style="list-style-type: none"> • Is there a connection between how the grantee identifies the problem and choice of objectives and strategies to reduce the problem? • Do the reports reflect the grantee's knowledge of evidence-based strategies to reduce underage drinking? • Does the report document the grantee's capacity to use evidence-based objectives and strategies?
Evaluation plan	<ul style="list-style-type: none"> • What type of process indicators, that is, indicators of effective implementation, does the report identify? Do the reports contain more than number of events or participants? • Do the reports identify impact indicators, that is, indicators of impact on or changes in individuals, groups, or the community? • Given the two-year length of the discretionary grants, do the reports identify long-term outcome indicators? • How did the grantee collect data? Do citations document the source(s) of the data? • Does a logical connection exist between the original project plan and subsequent monitoring reports?

Table 4: 1997 Baseline Assessment of Alcohol Availability to Youth and Liquor Law Violations Used in 1999 Washington State EUDL Discretionary Grant Proposal to OJJDP

Baseline Assessment of Alcohol Availability	Kent DUI Task Force	Bremerton - Kitsap	Mason County	WSU - Pullman	WWU - Bellingham
Retail Alcohol Establishments	124	394	224	77	320
Bars and Clubs	18	92	8	22	24
Package Stores	--	10	188	1	41
Grocery Stores	54	--		21	68
Convenience Stores	--	141		--	70
Restaurants	41	139		28	32
Other	9	12	--	2	5
Baseline Assessment of Liquor Law Violations	Kent DUI Task Force	Bremerton - Kitsap	Mason County	WSU - Pullman	WWU - Bellingham
Licensed Establishments Cited for Sales to Youth	0	99	NA	NA	4
Number of Establishments Checked for Compliance	0	NA	NA	NA	NA
Percent Not in Compliance	NA	35%	NA	NA	20%
Number of Youth Cited for Possession/Consumption	41	1,414	33	75	160
Number of Youth Cited for False Identification	22	Included in the 1,414	NA	12	3
Number of Youth Arrested for Drinking and Driving	13	8	114	7	5
Number of Youth Who Died in Alcohol-Related Crashes	0	4	3	0	3

Table 5: Enforcement Objectives and Strategies Most Utilized by the EUDL Discretionary Grants

Primary Enforcement Objectives	Strategies Used to Implement Objectives
Decrease in access to alcohol through enforcement of minimum purchase age laws aimed at retailers.	(1) Increase the vigorous use of compliance checks (2) Increase sanctions to violating merchants
Decrease in access to alcohol through enforcement of minimum purchase age laws aimed at youth	(1) Increase in arrests and tickets to minors attempting to buy and to furnishing adults
Decrease in social availability of alcohol to youth at large parties	(1) Increase the vigorous use of police emphasis party patrols to contain underage parties (2) Increase the number of youth who participate in training on prevention of underage drinking
Increase in the number and effectiveness of impaired driving efforts focusing on underage people	(1) Increase training for law enforcement on underage drinking laws (2) Increase in resources to local law enforcement for expanded enforcement activities
Increase in coordination and communication among law enforcement agencies including local law enforcement, liquor enforcement, and campus enforcement	(1) Increase organizational structures, training events, and enforcement activities that support multi-jurisdictional activities (2) Increase in the coordination of multi-jurisdictional efforts between local police departments and campus police departments

Table 6: Summary of EUDL Discretionary Grant Coalition Activities and Impacts: 2000-2002

Coalition	Membership	Activities	Meeting Minutes	Coalition Meetings		Coalition Participants		Other
				00-01	01-02	00-01	01-02	
Kent DUI Task Force	Youth, police, WSP, parents, school personnel, community organizations, media	Youth Conferences; Educational events; Celebrations and recognition of success	No	23	24	25	25	Conducted evaluations of learning at youth conferences; met with evaluation consultant
Bremerton/Kitsap County	MADD, SADD, US Navy, school districts, businesses, liquor merchants, law enforcement, juvenile justice, EMS	Youth Conference; Youth dance for low income/at risk youth; School events; Celebration of "kid success"	Yes	29	11	21	21	Conducted evaluation of learning at youth conference
Mason County	Law enforcement, Mason County Youth Task Force, Shelton School District	School assemblies; motivational speaker	No	5	23	NA	NA	
WSU - Pullman	Students; law enforcement; Hospitality Resource Alliance; health educators; WSU departmental representatives; Community Mobilization Against Substance Abuse	Development of web site; Up All Night alcohol free social programming	No	20	NA	54	54	CCAPS evaluated by WSU Criminal Justice class; Coalition divided into four workgroups: Policy/ Enforcement; Education; Leadership; and Social/ Recreational
WWU - Bellingham	WSLCB, Hospitality Resource Alliance; Media; WWU departmental representatives; President's Office, Mayor's Office, WWU law enforcement, WWU student government; Whatcom Crisis Services; Neighborhood Associations; Rental Owners Assn.; Property Managers; Whatcom Community College; Campus Ministries; peer educators; WWU judicial officer; Bellingham Police	Community Education Projects; Community Social Norms Project; Court Diversion Project; Alcohol free activities; HRA Community Covenant	Yes	10	29	43	56	Coalition evaluation of (a) members' perception of student use, (b) effective-ness of coalition, (c) best prevention strategies; Key coalition informant interviews; Organized into five work groups: Neighborhood Education, Social Activities, Conflict Resolution, HRA, Enforcement
TOTALS				87	87	143	156	

Table 7: Summary of EUDL Discretionary Grant Enforcement Activities and Impacts: 2000-2002

	Kent DUI Task Force		Bremerton-Kitsap ²¹		Mason County		WSU - Pullman ²²		WWU - Bellingham		TOTALS	
	00-01	01-02	00-01	01-02	00-01	01-02	00-01	01-02	00-01	01-02	00-01	01-02
Activity 1: Compliance Checks	5	4	5	10	2	3			—	9	12	29
Impact 1.1 Number of business contacted	245	188	52	363	101	132			—	93	398	776
Impact 1.2 Number of tickets issued to merchants	68 28% failure rate	51 27% failure rate	10 19% failure rate	76 21% failure rate	38 38% failure rate	30 23% failure rate			—	24 26% failure rate	116	181
Activity 2: Emphasis Patrols	"several"	5	7	2	2	4			16	7	25	18
Impact 2.1 MIP/MIC violations	0	0	2	1	6	NA			247	194	255	195
Impact 2.2 Furnishing violations	0	0	2	0	1	NA			53	32	55	33
Impact 2.3 DUI violations	3	4	0	1	0	NA			0	0	3	5
Impact 2.4 Contacts/no violations	35	60	0	0		NA			—	—	35	60
Impact 2.5 Open container	0	0	1	7	0	NA			0	0	1	7
Impact 2.6 Citations (unspecified)	0	28	0	0	0	NA			106 ²³	55 ²⁴	106	83
Activity 3: Cops/Shops; Shoulder Tap			3	5							3	5
Impact 3.1 MIP/MIC violations			0	0							0	0
Impact 3.2 Furnishing violations			6	5							6	5
Impact 3.3 Contacts/no violations			0	11							0	11
Impact 3.4 Open container			1	0							1	0
Impact 3.5 Citations (unspecified)			3	0							3	0

²¹ Only Bremerton-Kitsap County reported specific data on Cops and Shops and shoulder tap activity.

²² The Pullman Police Department worked directly with the WSLCB in conducting party emphasis patrols. The Project Director indicated that records of that enforcement activity were sent directly to the WSLCB, but the evaluation team was unable to access any data on this party patrols on compliance checks.

²³ According to the Bellingham Police Department, these were issued for alcohol-related noise violations and disorderly conduct.

²⁴ According to the Bellingham Police Department, these were issued for disorderly conduct and one unknown violation.

Table 9: Summary of EUDL Discretionary Grant Educational and Training Activities and Impacts: 2000-2002

	Kent DUI Task Force		Bremerton - Kitsap		Mason County		WSU - Pullman ²⁵	WWU - Bellingham		TOTALS	
	00-01	01-02	00-01	01-02	00-01	01-02	2000-2002	00-01	01-02	00-01	01-02
Activity 1: Educationa l Events in the Schools	0	0	5	11	2	21	8	82	78	89	118
Impact 1.1 Youth who participate d	0	0	125	125	428	6,593	No data reported	114 1	114 6	1,69 4	7,864
Activity 2: Educationa l Events in Community	5	11	31	27	0	3	11	10	29	46	81
Impact 2.1 Youth who participate d	12	442	60+	155+	0	8	No data reported	--	--	72	605
Impact 2.2 Adults who participate d	5	165	0	25+	0	2	No data reported	--	--	5	192
Impact 2.3 Undifferentia ted participants	365	25,99 5	68,96 0	15,96 0	0	100	20+	232	704	69,34 5	42,00 5
Activity 3 Alcohol- free events for youth	2	3	1	0	0	0	No data reported	0	16	3	19
Impact 3.1 Youth who participate d	40+	60+	50+	0	0	0	No data reported	0	13,42 0	90	13,48 0
Activity 4 Enforceme nt Training events	3	0	2	0	6	1	0	--	--	11	1
Impact 4.1 Officers who are trained	8+	0	29+	0	41	0	0	--	--	37	41

²⁵ The results of the educational and training events that were planned by the WSU-Pullman grant are not reported here. Due to a six-month funding delay, activities that were originally to be funded by the OJJDP/DASA grant were shifted to other funding structures. Therefore, the grantee does not report data attributable to activities funded by other funding sources. The lack of data should not be interpreted as the absence of these activities. Rather, the activities were funded by sources other than the discretionary grant.

Table 10: Summary of EUDL Discretionary Grant Educational and Training Materials and Impacts: 2000-2002

	Description of Material	Audience Focus	Individuals Contacted 00-01	Individuals Contacted 01-02
Kent DUI Task Force	1. Parents, Are You Prom Aware 2. Not Everybody Drinks To Have Fun social norms magnet 3. Game of Life brochure 4. CRASH brochure	1. Parents 2. Youth 3. Youth at Game of Life conference 4. Youth		15,000 ? ? ?
Bremerton/ Kitsap County	1. Educational video 2. General underage drinking brochures 3. Pens, frisbees with safety messages 4. RUaD posters 5. Billboards: "Are your kids making friends or drinking buddies?" 6. Full-page color fair tab	1. Youth 2. General Public at County Fair 3. Youth 4. General public/parents 5. Parents 6. Parents	"Hundreds" 1,500	-- -- "Hundreds" 1,000
Mason County	1. General brochures 2. Parent education packet 3. Youth Yellow Pages 4. Resource guides 5. Posters	1. Parents 2. Parents 3. Youth 4. Parents 5. Liquor merchants Community at large	3,430 50 4,490	980 1,098 50 140 1,000
WSU-Pullman	1. Website with campus-wide alcohol survey data	1. Students and general public	--	"Several thousands"
WWU-Bellingham	1. Keg Education Decals 2. Community Covenant Window Decal 3. Fake ID InfoCard 4. More Than 101 Things To Do 5. Alcohol Risk Reduction Magnet 6. Marijuana Convictions, Education, Law 7. Alcohol Convictions, Education, Law 8. Off-Campus Life Brochure 9. Know Your Rights and Responsibilities 10. Your Neighbors and You 11. Over the Counter Medications 12. Local Support Group Resources 13. Coalition Newsletter 14. Building Social Capital Brochure 15. Problem House Letter 16. Party House Complaint Form	1. Social hosts 2. Signers of Covenant 3. Business Owners 4. WWU students 5. WWU students 6. WWU students 7. WWU students 8. WWU students 9. WWU students 10. WWU students 11. WWU students 12. WWU students 13. Coalition members 14. Neighborhood associations 15. Property owners 16. Neighborhood associations	0 0 1,000 0 2,500 0 0 0 1,500 180 0 0 450 in development in development	1,500 21 500 4,000 0 1,800 1,800 4,000 0 0 1,000 500 425 in development as needed 150
TOTALS	32 individual educational pieces		15,400	38,264

Table 11: Summary of EUDL Discretionary Grant Normative Impacts: 2000-2002

	Description of Material	Audience Focus	Individuals Contacted 00-01	Individuals Contacted 01-02
Kent DUI Task Force	<ol style="list-style-type: none"> Social norms ad in local movie theaters: "Not everyone drinks to have fun." Game of life conference 	<ol style="list-style-type: none"> Youth, parents, and community members Youth and their families 	26,000	100,000+ estimated over 3 months 26,000
Bremerton/ Kitsap County	<ol style="list-style-type: none"> Junior high assembly program challenges norm that "everyone drinks" 	<ol style="list-style-type: none"> Junior high school students 	125	125
Mason County	<ol style="list-style-type: none"> Youth conferences and educational outreach to schools 	<ol style="list-style-type: none"> Youth and their families 	428	6,593
WSU-Pullman	<ol style="list-style-type: none"> Summer Alive summer program Residence Hall Programs County High Schools Project 	<ol style="list-style-type: none"> New students On campus students High school students 	No data available	No data available
WWU-Bellingham	<ol style="list-style-type: none"> Bus social norms poster campaign Door knocker project Campus social norms poster Alcohol assessment and skills training program 	<ol style="list-style-type: none"> Students who live off campus and commute Students who live off campus Students who live in the residence halls Students who are sanctioned into WWU's alcohol intervention 	2.5 million 2,000 3,000 -----	0 4,000 0 -----
TOTALS			2,531,553	136,718

Appendices

Data Abstraction Protocol

"Best Practices" Evaluation Framework for Review and Analysis of EUDL Grants in Washington

Applicant Agency or Organization					
Title of RUaD Project					
Project Director		Name and Position:		Phone:	
Type of Grant		Block Grant:		Award Start Date:	Discretionary Grant:
<i>Project Team Members</i>					
Reports		Date(s) and Comments:			
Proposal					
Final					
Quarter #					
Quarter #					
Quarter #					
Quarter #					
Other					

Community Description

Description	Data	Source(s)
Location of geographic area		
Size of geographic area		
Size of population		
Number of youth in community under 21 years of age		
Socioeconomic composition of population		
Ethnic composition of population		
Other relevant descriptors:		

Baseline Assessment (quantitative)

Extent of underage use of alcohol			
Baseline assessment	Data expressed in numbers and/or percentage	Source(s) of the data	Date collected
*Underage use of alcohol based on self-report data			
*Underage "binge" drinking based on self-report data			
Age of first use based on self-report data			

Ease of obtaining alcohol by youth based on self-report data			
Perceived risk of harm from alcohol use based on self-report data			
Perceived acceptability of underage use in community based on self-report data			
Perceptions of peers' drinking based on self-report data			
Alcohol-related negative consequences based on self-report data			
Extent of criminal consequences for youth			
Baseline assessment	Data expressed in numbers and/or percentage	Source(s) of the data	Date collected
*Arrests for liquor law violations (e.g., minor in possession, furnishing to a minor, noise violations, fake identification, etc.			
*Driving under the influence			
*Alcohol-related crash fatalities			
School policy or code of conduct violations			
Extent of alcohol-related health or academic consequences			
Baseline assessment	Data expressed in numbers and/or percentage	Source(s) of the data	Date collected
*Alcohol-related deaths			
*Alcohol-related injury (self or other)			
Academic failure; lack of school retention (e.g., missed school or class; went to school drunk; performed poorly			

on a test, etc.)			
Youth enrolled in community treatment programs			
Psychological problems (tried unsuccessfully to stop using, thought might have a drinking problem, seriously thought about suicide)			

Baseline Assessment (qualitative)

Baseline Assessment: Interviews, focus groups, conversations with key people	With whom: Description of key people; Name of group (e.g. high school students); Role of individual (e.g. neighborhood association chair); Number of individuals contacted	Themes/Data: What was learned?	Date Collected
Youth with alcohol violations			
Youth without alcohol violations			
Law enforcement			
WSLCB agents			
School personnel			
Medical and/or emergency room personnel			
Parents/guardians			
Hospitality industry			
Local government			
Business people			
Faith communities			
Prevention specialists			
Other:			

Problem Identification: What is the breadth and quality of data the applicant provides to identify the causes of underage drinking?

Problem #1: Availability of alcohol to youth			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Lack of enforcement aimed at retailers			
Lack of enforcement aimed at youth at parties where alcohol is serviced			
Lack of enforcement aimed at adults who buy for minors			
Lack of enforcement of underage drinking laws			
Lack of training for on- and off-premise sellers and/or servers of alcohol			
Other:			
Problem #2: Community norms that ignore or condone underage alcohol use			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Insufficient knowledge among parents regarding liabilities if their children or their children's friends drink on their property			
Parents' misperception that underage drinking is a harmless "rite of passage"			
Insufficient grassroots efforts to increase acceptance and support of existing laws			
Overt community support of high-use alcohol norms reflected in public spaces and advertising, alcohol sponsorship of public and sporting events, etc.			
Lack of community support for attractive alcohol-free youth activities			
Lack of youth participation in alcohol-free events			
Widespread misperceptions among youth about alcohol use norms among peers and			

adults			
Youth misperception that alcohol and other drug use is harmless activity			
Other:			
Problem #3: Insufficient and/or ineffective school-based and/or youth-organization based prevention efforts			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Lack of clear school policies regarding alcohol use on school property or at school-sponsored events			
Lack of enforcement and sanctions for violations of school alcohol policies			
Insufficient training for teachers and school administrators on underage drinking laws and prevention strategies			
Lack of media literacy skills among youth			
Lack of effective prevention strategies or curriculum in the schools			
Lack of significant social support for youth; one or more persons youth could talk to about a serious problem			
Insufficient youth participation in school-based, faith-based, or community activities			
Other:			
Problem #4: Insufficient enforcement of impaired driving laws for youth			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Lack of vigorous and well-publicized enforcement of drinking and driving laws in general			
Insufficient resources of local police to break up large parties			
Lack of community support for enforcing underage drinking laws			
Lack of justice system's vigorous			

prosecution of underage drinking and driving violations			
Insufficient training for law enforcement on underage drinking laws and prevention strategies			
Insufficient training for juvenile justice system on underage drinking laws			
Other:			
Problem #5: Insufficient coordination of community efforts			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Lack of community coalitions addressing underage drinking			
Lack of community participation and trust			
Insufficient communication and coordination between law enforcement and liquor enforcement for emphasis patrols and compliance checks			
Insufficient communication and coordination between enforcement community and prevention community			
Other:			
Problem #6: Insufficient media amplification of zero tolerance norms and positive health messages			
Contributing factors	Data, information, reason for naming this item as a contributing factor	Source(s) Inferred?	Date collected
Pro-drinking advertising messages aimed at youth			
Insufficient media promoting positive, empowering health messages to youth			
Insufficient media dosage of prevention messages			
Other:			

Evidence of Internal Logic

Problem #1: Availability of alcohol to youth		
Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select in order to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)
Decrease in access to alcohol through enforcement of minimum purchase age laws aimed at retailers		
Increase the vigorous use of compliance checks		
Increase sanctions to violating merchants		
Increase in merchants' knowledge of liability for sales to minor		
Decrease in access to alcohol through enforcement of minimum purchase age laws aimed at youth		
Increase arrests and tickets to both minors and furnishing adults		
Reduce social availability of alcohol		
Increase enforcement against buying alcohol for minors		
Increase the vigorous use of police emphasis party patrols to contain underage parties		
Improve laws related to minimum purchase age and increase enforcement of underage drinking laws that already exist		
Increase enforcement of law requiring making the provision of alcohol to minors an offense		
Increase enforcement of law requiring prohibiting minors from entering bars		

<p>Increase legal controls on alcohol availability in general</p>		
<p>Increase price through taxes</p>		
<p>Problem #2: Community norms that condone or ignore underage alcohol use</p>		
<p>Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select to address the causes of underage drinking?</p>	<p>Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure</p>	<p>Data Source(s)</p>
<p>Increase expression of norms prohibiting glorification of alcohol use</p>		
<p>Increase prohibition or control of alcohol use at community events or in public spaces</p>		
<p>Increase expression of community norms that encourage youth to remain alcohol and drug free</p>		
<p>Increase number of and participation of parents in parent coalitions to reduce alcohol use by their children</p>		
<p>Increase in parents, teachers, youth leaders who participate in training on underage drinking laws, adult liabilities, prevention</p>		
<p>Increase community sponsorship of attractive alcohol-free activities for youth</p>		
<p>Increase in the number of attractive alcohol-free activities</p>		
<p>Increase in accuracy of youth perceptions about peer alcohol use and about consequences of alcohol use</p>		
<p>Increase in number of youth who can accurately identify the legal, academic, health, etc. harm associated with alcohol and drug use</p>		



Increase in youth commitment to academic performance, school activities, volunteerism, faith-based activities, etc.		
Increase in the number of youth committed to prosocial activities (volunteering, sports, etc)		
Problem #3: Insufficient and/or ineffective school-based or youth organization-based prevention strategies		
Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)
Increase effective school-based policies that prohibit alcohol use on school property and/or school events		
Increase in the development of school policies where they do not exist		
Increase enforcement of school policies		
Increase youth media literacy		
Increase in effective prevention programs in schools and youth organizations		
Increase in the implementation of prevention curriculum in school-based settings and in youth organization settings		
Problem #4: Insufficient enforcement of impaired driving laws for youth		
Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)
Increase in the number and effectiveness of impaired driving efforts focusing on underage people		
Increase training for law enforcement on underage drinking laws		
Increase in emphasis patrols and law enforcement ability to break up large parties		
Increase in resources to local law enforcement for expanded enforcement activities		

Increase in amount and effectiveness of public support for increased enforcement of impaired driving efforts focusing on underage people		
Increase in the publicity covering the enforcement of impaired driving laws focusing on underage people		
Problem #5: Insufficient coordination of community efforts among key RUaD partners		
Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)
Increase in the development of community coalitions to reduce underage drinking		
Increase in the inclusive membership of coalition		
Increase community awareness of underage drinking problems		
Increase in community support of increased enforcement		
Increase in coordination and communication between law enforcement and liquor enforcement		
Increase in the number of emphasis party patrols		
Increase in the number of compliance checks		
Increase in coordination and communication between law enforcement and the prevention community		
Increase in community awareness of underage drinking laws		
Increase in educational material development combining underage drinking message with effective prevention methods		
Problem #6: Insufficient media amplification of zero tolerance norms and positive health messages		
Objectives & Strategies: What objectives (gray box) and what strategies (white boxes) do applicants select to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)
Increase media support of effective prevention and enforcement strategies		
Increase positive coverage of underage drinking laws		
Increase positive coverage of increased enforcement		

Increase positive coverage of positive youth involvement		
Increase media coverage of positive image of youth		
Other approaches taken by grantee:		
Objectives & Strategies: What objectives and what strategies do applicants select to address the causes of underage drinking?	Indicators: What activities and/or conditions increase or decrease; increases in participation, in numbers of programs, in satisfaction, in exposure	Data Source(s)

Community Partnerships

Name of Partner	Evidence of communication/collaboration	Other

Impact Summary (Quantitative)

<u>Compliance checks</u>		
	Establishments	
	Sales to minor/furnishing	
<u>Emphasis Patrols</u>		
	MIP/MIC	
	Furnishing	
	DUI	
	Contacts	
	Open container	
	Citations	

<u>Educational events</u>		
	<u>School-related events</u>	
	Participants (youth)	

<u>Community events</u>		
	Participants (youth)	
	Participants (adults)	
	Participants (not divided)	

<u>Alcohol-free events</u>		
	Participants (youth)	

<u>Training events</u>		
	Participants (who)	
	Participants (number)	
	Hours	

<u>RUaD educational/outreach materials made</u>		
	Target audience	
	Number of individuals reached	

Summary: Planning Process	<p>How prepared was the organization, agency, or key individuals to initiate the project? Did the grantee demonstrate an understanding of the state RUaD goals? Did the grantee use a prevention framework? Were coalitions and/or collaborations already in existence?</p>
Implementation Process	<p>Did grantee demonstrate an understanding and utilization of "best practices"? Is there evidence that RUaD partnerships were formed and worked effectively? Was the media used effectively?</p>
Monitoring Process	<p>Did the grantee provide timely and thorough reports? Does the grantee report implementation challenges as well as successes?</p>
Evaluation Process: Impact Indicators	<p>Does the grantee assess grant-funded activities? Does the grantee assess the impact of grant-funded activities on target audience(s) and/or community (e.g., demonstrate increase/change in participant knowledge, changes in norms, increases in compliance, etc.)?</p>
Administrative Process	<p>Does the grantee discuss whether or not the state RUaD administrative structure assisted or added value to grant-funded efforts?</p>
Synergy Between Previous and Current	<p>Is there evidence of a logical connection between previous efforts to reduce underage drinking and current RUaD project?</p>
Other Comments	

1999 EUDL Discretionary Grant Program Summaries

Kent Police Department Drinking Driver Task Force

The Kent Police Department Drinking Driver Task Force (DDTF) received 2000 - 2001 and 2001 - 2002 RUaD awards on behalf of a number of community partners, including: the South King County Youth Violence Prevention Committee, Kent School District, City of Kent Parks Department, City of Kent Corrections Facility, Washington State Liquor Control Board, City of Kent Legal Department, Kent Municipal Court, Regional Justice Center and Developmental Research and Programs. The grantee's application provides no information describing the community context of underage drinking.

The Kent Police Department DDTF used the Kent School District Interventionist Specialist Data Assessment of 337 junior high and high school students; a 1996 Kent Police Department Survey; local law enforcement reports; and Kent School District records for alcohol violations 1997 - 1999 to provide descriptors for the extent of underage drinking in the county. The grantee provided several descriptors to document the extent of underage drinking including: number of arrests for minor in possession, driving under the influence, alcohol violations on school district campuses, and average age of first use. In addition, the grantee provided information from high school focus group interviews and a police department survey to show the ease of obtaining alcohol by youth.

The grant proposal focused on three objectives: 1) Foster thought and interaction with youth to help them make healthy choices; 2) Reduce alcohol availability to minors; and, 3) Enforce traffic safety laws to include DUI violations.

Availability of alcohol to youth. The Kent Police Department and Washington State Liquor Control Agents conducted nine (9) compliance checks, with a total of 433 businesses checked. Of those checked, 119, or 28%, received citations for selling to minors. The Chief of Police sent information letters to business owners whose businesses failed compliance checks multiple times. The Chief also sent applaud letters to businesses that passed compliance checks. KPD officers made coordinated efforts to contact convenience store clerks about sales to minors and to monitor problem areas. Project reports did not provide complete data on party emphasis patrols, but at least nine (9) were conducted, with seven (7) arrests for DUI and 28 unidentified citations. Several local police officers received training from Washington State Liquor Control Agents. Additionally, portable breath testers and an intoximeter were purchased for enforcement efforts.

Community norms that condone or ignore underage alcohol use. The grantee worked very closely and extensively with youth to accomplish one of the project's main objectives: to foster thought and interaction with youth to help them make healthy choices. The Youth Board, composed of youth and adult mentors, planned and carried out several complex events including a three-day youth-driven wellness conference. Another Youth Board event, the "Game of Life" Youth Conference ultimately impacted more than 26,000 members of the community as the youth teams that attended the conference implemented 45 follow-up projects, including 19 that focused on drug and alcohol use, at their respective schools. Surveys and evaluations of participant knowledge and satisfaction after attendance were important components in the Youth Board events. In fact, one of the Youth Board events, CHOICES Family Night, was

held in direct response to survey results from the "Game of Life" conference. Youth Board members also attended conferences and received training in underage drinking laws. While many Youth Board activities were directly related to reducing under age drinking, the Board also participated in several alcohol-free activities such as the installation of an art project in a city park and the group completion of a ropes course in order to develop a more cohesive team.

Insufficient and/or ineffective school-based or youth organization-based prevention strategies. Although the grantee stated that the Kent School District had concerns about the increasing number of alcohol-related incidents on its campuses, there is little evidence that the school district worked with the grantee, except for the Youth Board activities that took place at schools. The Youth Board held a three-day wellness conference where prevention was the main focus and the other Youth Board events included important prevention elements.

Insufficient enforcement of impaired driving laws for youth. Multi-jurisdictional emphasis patrols were conducted by the Kent Police Department, Washington State Patrol and the Tukwila, Renton and Seattle Police Departments. The grantee provides few details about these patrols. At least nine (9) patrols were conducted, with a total of at least seven (7) DUI arrests. The Kent Police Department assisted in traffic enforcement training for South King County law enforcement officers.

Insufficient coordination of community efforts among key RUaD partners. The multi-jurisdictional compliance checks and emphasis patrols provide evidence of coordination of efforts among law enforcement entities. The extensive events produced by the Youth Board required coordination among a number of governmental entities, individuals, and community groups. From the information provided in the grantee's reports, it appears that the schools posed the most challenges in an otherwise strong community coalition. Some of the coalition relationships pre-dated the RUaD grants, but it is evident that the RUaD activities strengthened the coalition.

Insufficient media amplification of zero tolerance norms and positive health messages. The Kent project generated press releases that resulted in several positive newspapers articles about enforcement efforts and two articles about prevention trainings. At least two of the Youth Board events were video recorded and broadcast several times on a local cable television channel.

Summary. The Kent Police Department Drinking Driver Task Force focused on three objectives: 1) Fostering thought and interaction with youth to help them make healthy choices; 2) Reducing alcohol availability to minors; and, 3) Enforcing traffic safety laws to include DUI violations. The task force and its partners admirably accomplished the first two objectives and met with some success on the third objective.

Enforcing traffic safety laws: Although at least seven (7) arrests for DUI were made during emphasis patrols, the grantee provided few details about the emphasis patrols. Further complicating the picture, the grantee received a WTSC DOTS grant for emphasis patrols and it is unclear how many emphasis patrols were funded or supplemented by this

grant as opposed to RUaD funding. Additionally, the grantee is very focused on the street racing problems in the Kent area and efforts were focused on the racing problems as opposed to under age drinking and driving.

Reducing alcohol availability to minors: Through the use of compliance checks, emphasis patrols and the education of law enforcement personnel and merchants, the grantee made positive steps toward reducing the availability of alcohol to minors.

Fostering thought and interaction with youth to help them make healthy choices: What stands out the most about this project is the grantee's treatment and support of the community's youth. The youth were viewed as active stakeholders in the RUaD mission and effort. They were involved in several youth-driven projects that actively engaged their interest and creativity. Throughout the grant reports, a positive attitude toward youth emerges. Of the \$316,311 proposed budget (matching funds and RUaD funds) the grantee planned to spend approximately \$30,000 in RUaD funds and approximately \$200,000 in matching funds on efforts to foster thought and interaction with youth to help them make healthy choices.

The Kent project secured positive media coverage of RUaD activities. The grantee also assessed several grant-funded activities, such as the youth conferences. In addition to evaluating activities, the grantee responded to the needs revealed by the evaluations. One result of the feedback received by the grantee was the creation of an event, CHOICES Family Night. The grantee accomplished important enforcement and prevention goals and facilitated exemplary achievements by the youth-driven Youth Board.

Bremerton-Kitsap County Traffic Safety Task Force

The Bremerton-Kitsap County Traffic Safety Task Force received the 2000 – 2001 and 2001 - 2002 RUaD award on behalf of numerous community partners. The grantee's application provides information on the community context of underage drinking, noting that alcohol and drugs are perceived as the biggest social problem in the county (2001 - 2003 Kitsap County Collaborative Needs Assessment). The grantee also reported that the number of youth in the community, with 29,750 youth aged 10-17 and 40,000 children younger than 10 years old. There are two Native American Reservations in the county with an estimated population of 3,462 and three major military installations with an estimated population of active duty personnel of 10,511.

The grantee used two local reports, Healthy Youth - Kitsap County 2001 and 2001 -2003 Kitsap County Collaborative Needs Assessment, to document the extent of underage drinking in the county. Law enforcement records are summarized to document the extent of criminal consequences of underage drinking on youth, especially in the category of drinking and driving.

The grant proposal defines three goals: 1) Provide opportunities for youth, law enforcement and the community to participate in solutions that prevent or deter underage drinking and the consequences; 2) Implement and enforce laws and policies relating to underage drinking using strategies that increase establishment compliance checks and conduct youth emphasis party patrols; and, 3) Increase public awareness and understanding of the extent and scope of the problem of underage alcohol use and promote awareness of laws related to providing alcohol to those under 21 in social situations, and the consequences of violating the laws.

Availability of alcohol to youth. The grantee proposed and carried out a wide variety of multi-jurisdictional enforcement activities, including: compliance checks, party emphasis patrols, Cops In Shops, and Shoulder Tap operations. Information provided about the enforcement activities is slightly incomplete. Three of the compliance check records do not indicate what law enforcement agencies were involved; no dates are provided for a "Cops In Shops" activity and a "Shoulder Tap" operation; and, there are no details (agencies involved? contacts? arrests? citations? locations? goals?) about six party patrols except that two juveniles were referred to the prosecutor's office.²⁶ The grantee reported that the Party Patrols have not been very effective because of the difficulty in finding juveniles at parties and because the current practice is to disperse parties without citing most juveniles.

Law enforcement conducted compliance checks at 415 establishments with 86 of those establishments cited for selling to minors. During the nine party emphasis patrols mentioned, officers handed out at least three (3) MIP citations and two (2) furnishing to minor citations. Two "Shoulder Tap" operations and surveillance at liquor stores, including Cops In Shops activities, produced at least 11 citations for minors attempting to purchase alcohol and 11 citations for sale to minor/furnishing to minor. Toward the end of the second grant period, law enforcement officers were pleased that the failure rate for compliance checks was lower than the usual failure rate. The Project Director commented

²⁶ The grantee did send the first year compliance binder to the Washington Traffic Safety Commission. However, the binder has not been forwarded to the evaluation team.

on enforcement activities: "This area has been very interesting and fun to conduct under this portion of the RUaD grant."

Community norms that condone or ignore underage alcohol use. The Kitsap partnership proposed to address this issue by holding Youth Conferences and other events to inform the community about underage drinking issues. In partnership with MADD and other community organizations, the grantee held two major Youth Conferences. Mini-grants were awarded to four groups that participated in the conferences. The mini-grants produced an assembly, sponsored a "Grim Reaper" presentation, facilitated training for SADD chapter members, and sponsored a weeklong series of focus and awareness events at a local high school. The grantee also provided information in other forums such as the county fair, a Safe Teen workshop, and alcohol information presentations by the grant director to local groups. The grantee co-sponsored a youth dance for low income and at risk youth. Displays were set up and law enforcement officers mingled and talked with youth about alternatives to alcohol and drugs.

The grantee reported reaching more than 85,000 youth and adults with outreach efforts that included more than 50,000 contacts at the state fair and 30,000 naval personnel provided with underage drinking prevention training. The grantee planned to conduct detailed alcohol-use surveys and evaluation of the workshops. Some evaluation materials were provided, notably survey results from the "It's Time for Kitsap Kids" celebration.

Insufficient and/or ineffective school-based or youth organization-based prevention strategies. In addition to the prevention elements in the events above, the grantee provided youth alcohol prevention presentations in the schools, at the Youth Victim's Panel monthly meetings, and to members of the military. The Project Director trains an average of 15,000 members of the Navy annually. The grantee helped to conduct mock car crashes at several local high schools and a military base.

Informative descriptions of RUaD efforts come from the four schools that received mini-grants of \$500 from RUaD funds to carry out prevention events on their campuses. The mini-grantees provided information about the event titles, dates and locations of activities, items that were given away, and results of the events (e.g. "there were no problems on prom night" after a week-long series of events that focused on reducing underage drinking just prior to the prom).

Insufficient enforcement of impaired driving laws for youth. At least nine party emphasis patrols were conducted during the grant period, but there is no indication that any youth were cited for drinking and driving (no statistics for these patrols were provided due to difficulties accessing police databases). The negative results of underage drinking and driving were a main focus in most of the youth-oriented events held

Insufficient coordination of community efforts among key RUaD partners. The multi-jurisdictional enforcement activities showed coordination among several law enforcement partners. For example, the WSLCB provided information about problem

liquor licensees and the multi-jurisdictional compliance checks focused on the problem establishments.

In addition, the other activities conducted by the grantee showed coordination among a number of entities, including the United States Navy, schools, MADD, and local coalitions and businesses. Kitsap enlarged an already large coalition of concerned parties by recruiting youth to participate in RUaD efforts and reaching out to members of the community, such as the liquor merchants in the county. The grantee conducted a countywide operation during which law enforcement officers contacted all of the bars and restaurants in the county in order to personalize the message of the importance of enforcement. After the check, bar owners invited the RUaD team to come to their association meeting and expressed an interest in helping and working with the RUaD team, but the grantee provides no follow-up information about the invitation.

Overall, the coordination of community efforts is an area of strength for this grantee, with more than 20 participating partners and 19 merchants donating products to the Youth Conference.

Insufficient media amplification of zero tolerance norms and positive health messages. Kitsap recognized the potential power of the media in changing public opinion. In fact, one of the grantees three major goals was develop a strong partnership with various media. Efforts were made by the grantee and there is some evidence provided that a partnership was formed. The grantee reports several school newspaper and hospital magazine articles and a “strong relationship” with Bremerton-Kitsap Access Television (BKAT). BKAT aired a video produced through RUaD efforts. The grantee also reports: “The Kitsap Newspaper Group has been a valuable partner in reducing underage drinking. The newspaper group has made an aggressive focus to cover stories related to underage drinking and submits ideas/proposals to the Kitsap RuaD group for creative media messages.” The grantee produced press releases for many of its enforcement efforts and local newspapers published three articles about increased enforcement efforts. The grantee printed 1000 information posters and delivered them to stores and other locations throughout the county.

Summary. The grantee focused on increasing law enforcement efforts to reduce the availability of alcohol to youth, providing prevention solutions to youth and the community at large, and developing a partnership with the media to increase public awareness of underage drinking and to promote enforcement activities.

The grantee carried out a wide variety of enforcement efforts (compliance checks, emphasis patrols, “Cops In Shops,” “Shoulder Tap” operations, “Bar Check,” and surveillance of liquor licensees).

According to the grantee’s reports, the prevention and education efforts often focused on the tragic consequences of drinking and driving. Several events were held, including two major youth conferences. A video was created to show the sequence of events that lead up to the processing in

the juvenile detention facility after an alcohol-related arrest. Thousands of naval personnel were provided with training.

Although extensive evaluations and surveys were planned, the grantee provided limited information about efforts in this area. The two evaluation summaries of the youth conferences are very general. The "It's Time for Kitsap Kids" surveys are more specific and in-depth.

Some success in forming partnerships with media was reported, but the grantee continually expressed a desire to improve media interaction to deliver positive coverage of enforcement efforts and other RUaD-related activities. The grantee provided press releases about the enforcement efforts and three articles about enforcement efforts were published in local newspapers. The grantee also mentions articles about the RUaD project that appeared in school newspapers and a local hospital magazine, but there are no copies of the articles in the file.

Mason County Drug Abuse Prevention

The Mason County Drug Abuse Prevention (MCDAP) application provides a summary statement about the community context of underage drinking: "The rural geographic make-up and racial proportionality of the county contributes to undetected alcohol use by minors and the likelihood of higher use rates due to language barriers and/or community norms." The grantee did not provide information about the number of youth in the county.

MCDAP provided four general statements about underage drinking in Mason County: "alcohol is prevalent to the number of juveniles referred to the Community Accountability Board," "one hundred percent of all motor vehicle fatalities involving youth in Mason County were alcohol related," "[there was] an increase of 533% from 1994 to 1996 in at risk youth filing," and "[there are a] high number of adolescents in treatment (ages 10-17) at 50.33% higher than the state."

The grant proposal focused on several objectives. The grantee planned to change community norms, with a strong emphasis on educating parents and increasing parents' participation in parent coalitions to reduce alcohol use by their children. The grantee also planned to use the media to assist in changing community norms. Another objective of the grantee was to provide school-based and community-based education and prevention programs for youth, their families, and the community. Finally, the grantee planned to increase multi-jurisdictional law enforcement efforts to reduce the availability of alcohol to youth.

Availability of alcohol to youth. Washington State Liquor Control agents, Washington State Patrol officers, and local law enforcement officers conducted a total of five (5) compliance checks, with 233 establishments checked. During the checks, alcohol was sold to minors 68 times; a failure rate of 29%. The failure rate during the first year of the grant was 38% and the failure rate during the second year of the grant was 23%. The grantee was pleased with the improvement. At least two lengthy articles were published in local newspapers about the compliance checks.

In addition to compliance checks, law enforcement officers conducted two (2) party emphasis patrols during the first year of the grant, resulting in six (6) MIPs and one (1) Furnishing to a Minor. During the second year of the grant, at least four (4) party patrols were conducted, but project reports did not provide any further information. The grantee planned to submit the emphasis patrol outcomes in the final report that was due on October 15, 2002, but neither the final report nor the missing emphasis patrol data was provided to the evaluation team.

The grantee used grant funds to purchase 18 Portable Breath Testers and distributed them to local police for use in enforcement efforts. More than 40 officers received training in compliance checks and party patrol logistics.

Note: Enforcement efforts did not begin until nine months after the start date of the original grant period. The delay was attributed to a five-month contract execution process, a shortage of law enforcement personnel, and the need to coordinate the law enforcement entities before checks could begin.

Community norms that condone or ignore underage alcohol use. MCDAP addressed community norms in several ways. The grantee concentrated on increasing the number of and participation of parents in parent coalitions to reduce alcohol use by their children by producing and/or distributing 4,410 *Parent Network* brochures, 50 *Parent Education Packets*, and 50 *Family Resource Guides*. The publications were distributed at school-based meetings and through a regional scouting program.

The grantee provided training on underage drinking laws, adult liabilities, and prevention to parents, teachers, and youth through a "10 Seconds Inc." program, a RUaD orientation program, sponsorship of SADD conference participants, and the production and distribution of more than 7,000 *Youth Yellow Pages* (a resource guide for students in grades six to twelve).

Insufficient and/or ineffective school-based or youth organization-based prevention strategies. The grantee made substantial efforts to increase prevention curriculum in the schools with more than 7,000 students reached by the programs. MCDAP provided a wide variety of school prevention programs, including "Last Dance," "Every 23 Minutes" Safe and Sober, "Fatal Vision – Fatal Choices," and "Trauma Nurses Talk Tough" programs. The grantee also purchased a *Fatal Vision* kit for school-based demonstrations.

Insufficient enforcement of impaired driving laws for youth. A multi-jurisdictional law enforcement team conducted six party emphasis patrols. Six MIPs and one Furnishing to a Minor resulted from the first two patrols (no statistics are provided for the last four patrols). The grantee purchased two *Fatal Vision* kits and gave one to the local police department for community-based demonstration and one to the youth task force for school-based demonstrations.

Insufficient coordination of community efforts among key RUaD partners. The multi-jurisdictional compliance checks and party emphasis patrols indicate greater coordination among key RUaD partners. In addition, the grantee and the schools coordinated their efforts to provide 22 school-related events serving more than 7,000 students. The grantee comments: "MCDAP has met with all local stakeholders and obtained the level of support to implement the objectives and achieve near-term and long-term goals of the RUaD Contract to effectively address and reduce underage drinking in Mason County." The grantee's accomplishments, including very positive media coverage, indicate that a great deal of successful coordination occurred.

Insufficient media amplification of zero tolerance norms and positive health messages. The grantee did an excellent job of enlisting the support of the media. Several lengthy articles were published in local newspapers and they covered prevention efforts and information as well as enforcement efforts. In one article, the RUaD Project Director provided information about RUaD educational and enforcement efforts and informative tips for parents, telling them how to network with other parents to help to prevent underage drinking.

A local radio station interviewed the Project Director and the interview was aired prior to a compliance check and educational program to inform local citizens of access reduction events and compliance/non-compliance outcomes.

The grantee distributed 140 RUaD posters to liquor licensed establishments and 40 posters to county public service offices. Shelton Police Department officers were provided with 100 posters for distribution.

Summary. Mason County Drug Abuse Prevention accomplished many activities with the 2000 - 2001 and 2001 - 2002 RUaD grants. The grantee did an excellent job of providing prevention programs in the schools with 22 events and more than 7,000 students served. Media coverage of the grantee's enforcement and prevention efforts was outstanding, as several lengthy and informative articles were published about underage drinking and the RUaD efforts in Mason County. MCDAP also produced and/or distributed more than 10,000 copies of publications, including youth resource guides, RUaD posters, and parental guides. The law enforcement efforts to reduce availability of alcohol to youth started late in the first year of the project (nine months after the project's original start date). Even though enforcement efforts were delayed, the multi-jurisdictional law enforcement coalition was able to do compliance checks of 233 establishments and to conduct six emphasis patrols.

Washington State University

Washington State University received RUaD grant funds for the period July 2000 until September 2002.²⁷ The application provides no information about the community context.

The grantee provides baseline data in the form of two general statements: "the problem of underage and abusive drinking has been widely documented at colleges and universities across the country, including Washington State University" and "underage students consume alcohol and experience negative consequences such as over-consumption and intoxication, citations and sanctions for legal and policy violations, and unplanned and unwanted sexual encounters."

The grant proposal states: "We believe that building community is fundamental to reducing problem behaviors such as underage drinking and alcohol abuse. Consequently, the main objective of the Project is to build community through activities that enhance students' sense of belonging (their connectedness with others) and worth (their sense of making a meaningful contribution to their community)." The grantee focused on three strategies to address the problem of underage and abusive drinking: (a) The formation of a community-oriented policing program (CCAPS); (b) The implementation of an on-campus, student-centered weekend social programming (Up All Night); and, (c) The maintenance of the Hospitality Resource Alliance, a coalition dedicated to reducing alcohol abuse and related problems in the Pullman and WSU communities by helping to create and promote a campus-community environment supportive of safe and healthy behaviors. The grantee formed four workgroups to accomplish the project objectives. The four workgroups are: "Policy and Enforcement," "Education," "Leadership," and "Social and Recreational."²⁸

Availability of alcohol to youth. The Project Director reports that the Pullman Police Department (PPD) conducted enforcement activities. The PPD contracted directly with the Washington State Traffic Safety Commission. Outcomes of the enforcement efforts were sent directly to Letty Mendez by the Pullman Police Department and the Project Director was unable to provide copies. In addition, the Project Director reported that agents from the Spokane office of the Washington State Liquor Control Board conducted enforcement activities in Pullman. The Project Director could provide no data for the enforcement activities.

Community norms that condone or ignore underage alcohol use. WSU focused much of its RUaD efforts on prevention practices such as changing community norms. The grantee planned to use several avenues of approach to change community norms:

"Summer Alive" Student and Parent Orientation Program: Approximately 80% of WSU freshmen annually attend this program. Students are surveyed for data about their alcohol use attitudes and behaviors as well as their perceptions of the alcohol use attitudes and behaviors of WSU students. They then received small group norms

²⁷ The documents provided in the WSU RUaD grant file provide conflicting information about the specific grant periods.

²⁸ The quarterly reports do not distinguish the activities of these four workgroups.

intervention with follow-up discussions. Some parents also attend the program (approximately 150-200 parents attended the parent sessions in 2001). Although the grantee originally planned to use RUaD funds, no RUaD funds were used for the "Summer Alive" program.

WSU Residence Halls Project: The grantee conducted social norms marketing campaigns in five residence halls that house primarily freshmen students. Pre-intervention data was collected and photographs were taken in each of the halls in order to create social norms marketing materials specific to each hall. The materials (posters, flyers, etc.) were discussed in focus groups in each hall before being displayed. Post-intervention data were collected.

WSU Campus-Wide Social Norms Marketing Campaign: The WSU Public Relations Office worked with the grantee to present a campus-wide social norms marketing campaign. The grantee provided the Public Relations office with a project design, budget, and sample posters and ads. The Public Relations office provided design and marketing staff and focus group collection. Student focus groups were conducted for appropriateness and impact of content, message and design. The campaign was delayed due to funding problems and ultimately, no RUaD funds were used for this campaign.

County High Schools Project: WSU teamed up with the Community Mobilization Against Substance Abuse and the Hospitality Resource Alliance coalitions to present a countywide social norms marketing project in area high schools. Pre-intervention data was collected and posters were produced for display. The planned collection of post-intervention data never happened because of administrative problems and personnel changes. The Project Director reports that no RUaD funds were used because of the delay in funding. The Project Director thinks that this was a good pilot project and lessons were learned that would facilitate successful implementation in the future.

Hospitality Resource Alliance (HRA): The alliance is a coalition of local representatives from the hospitality industry, law enforcement, health agencies, regulatory groups and WSU. The Alliance is dedicated to reducing alcohol abuse and related problems in the Pullman and WSU communities by helping to create and promote a campus-community environment supportive of safe and healthy behaviors. Activities include designing a campus-community social norms marketing campaign. No RUaD funds were used for the HRA because of the delay in funding. The grantee plans to use RUaD funds during the next grant period to provide server training.

Up All Night: This project, described in the grantee's proposal, was designed to increase on-campus alcohol-free social activities on the weekends. The grantee planned to use RUaD funds for refreshments and entertainment for this program's activities. Because of the delay in RUaD funding, the grantee sought and secured other sources of funding. Currently, the project is very successful and well funded from other sources.

Attendance and Presentations at Professional Conferences: Approximately 20 staff and students attended an OJJDP teleconference, "Combating Underage Drinking."

Two CCAPS members attended the OJJDP conference, "Working Together, Celebrating Successes: Enforcing the Underage Drinking Laws Program." WSU representatives attended and presented at the National Social Norms Conferences (2000, 2001), the National Prevention Meetings of the U.S. DOE, the Washington State Prevention Summits (2000 and 2001), the Washington College Health Association meetings, the Regional Spring Conference on Collegiate Wellness, the State Coalition RUaD Meeting, the National Prevention Network Conference, the DOE National Meeting on Alcohol, Other Drugs and Violence Prevention, and the Washington State Liquor Control Board.

WSU Alcohol Survey: An annual random sample survey of WSU students that provides data about actual rates of consumption, students' perceptions of campus norms, and other relevant information. In addition, a web site was developed to publish the results of the alcohol survey.

Insufficient and/or ineffective school-based or youth organization-based prevention strategies. The CCAPS program and the Hospitality Resource Alliance efforts included school-based prevention strategies.

Cops and Cougars As Partners (CCAPS): CCAPS is a community-oriented policing program that utilizes trained WSU Police Interns to (a) build rapport between law enforcement personnel and WSU student living groups, (b) promote healthy lifestyle choices among WSU students through peer mentoring and positive role modeling, and (c) reduce underage drinking, alcohol abuse and resulting problems by providing consultation and educational programming to living group residents. From six to 27 WSU Police Interns received at least six hours of training per semester. After training, the Interns were assigned to specific living groups where they spent time each week (although interns were trained for the Fall 2000 and Spring 2001 semesters, no interns were actually placed with living groups until Fall 2001). CCAPS organizers planned to incorporate CCAPS training into Residence Life staff training before the Fall 2002 semester.

The Hospitality Resource Alliance: The HRA (described above) conducted school-based prevention activities such as the hiring of a guest speaker who included prevention components in her presentation. Ultimately, no RUaD funds were used for the HRA activities.

Insufficient enforcement of impaired driving laws for youth. No activity reported in this area. There may have been enforcement efforts, but the Pullman Police Department reported directly to the Washington State Traffic Safety Commission and the Project Director does not know the details of the enforcement efforts.

Insufficient coordination of community efforts among key RUaD partners. The pre-RUaD formed Hospitality Resource Alliance coalition continued its activities. Although the grantee originally planned to use RUaD funds for some of the HRA activities, none were used. The Community Mobilization Against Substance Abuse coalition (CMASA) worked with the RUaD Project Steering Committee in "an ongoing,

constructive collaboration" (Quarterly Report, 3/01). The Chairperson of the CMASA facilitated social norms data collection in area high schools.

Insufficient media amplification of zero tolerance norms and positive health messages. The social norms activities carried out by WSU, CCAPS, and the Hospitality Resource Alliance all used media elements (posters, advertisements, etc.) that increased positive coverage of positive youth involvement by showing that youth used alcohol less than many of their peers perceived they did.

Summary. In its 2000-2002 RUaD grants, Washington State University focused on prevention through education and changing community norms that condone or ignore underage alcohol use.

The grantee originally planned to use RUaD funds for several programs such as "Summer Alive" and "Up All Night." Delays in RUaD funding caused the grantee to seek alternate sources of funding for some programs. The Project Director reported that the "Summer Alive" and "Up All Night" programs were very successful and that they had secured adequate alternate funding.

The CCAPS program had major education components that the CCAPS interns learned and then passed on to the inhabitants in at least five residence halls (The program was delayed in full implementation for approximately one year because of funding delays and organizational problems). WSU staff and students attended and/or presented at more than ten professional conferences that addressed alcohol issues.

The grantee's evaluations of grant efforts included a 44-page program evaluation of CCAPS by a team of Criminal Justice graduate students. While the grantee lists several other evaluation efforts, there is little description of the results of these evaluations. From the information provided, it is apparent that the grantee has formed some coalitions and partnerships, attended and/or presented at more than ten professional conferences, and set up a community policing/peer advising program (CCAPS) to address underage drinking issues with the university's residential communities.

Western Washington University

Western Washington University received RUaD grant funds for the period July 2000 through September 2002 on behalf of the Bellingham-Western Washington University Campus and Community Coalition (the Coalition). The Coalition was established as a community-based intervention through WWU's WE CAN 2000 alcohol prevention program. The Coalition consists of members from different sectors of the community, including local government, law enforcement, neighborhood associations, and members of the hospitality industry.

The Coalition is located in a semi-rural college environment in the northwestern part of the state between Seattle, WA and Vancouver, Canada. The population of the city of Bellingham is 62,000. The ethnic composition is 86% Caucasian, 4% Asian Pacific, 4% Hispanic, 4% American Indian, 1% African American, and 1% other. There are 320 licensed retail establishments in the community.

The grantee provides data from several sources, including law enforcement and health care, indicating the extent of underage drinking in Whatcom County. The grantee notes that: "While drinking on typical occasions overall for WWU students saw marked improvements in the seven years of data collection, the group affected least was under-aged students. What was most alarming was the *5.8% increase* in under-aged students reporting drinking to the point of potential alcohol poisoning on typical occasions (seven or more drinks), compared with the *4.1% decrease* among legal-aged students."

The Campus-Community Coalition established eight goals when it received RUaD funding: 1) To decrease heavy hazardous drinking among WWU students, with an emphasis on underage drinkers; 2) To decrease the negative health, academic, and social consequences of heavy hazardous drinking among WWU students; 3) To decrease underage drinkers' access to alcohol by increasing compliance checks among off-premise retailers; 4) To decrease underage drinkers' access to alcohol by increasing compliance checks and voluntary better business practices among on-premise retailers.; 5) To decrease the social availability of alcohol at large parties by increasing the local law enforcement's capacity to conduct party emphasis patrols; 6) To increase referral by the Bellingham Municipal Court of WWU students who are eligible for diversion to WWU Alcohol Skills Training Program; 7) To increase the diverse representation and productivity of the Campus-Community Coalition; and, 8) To increase the knowledge, participation, and satisfaction of Campus - Community Coalition members.

Availability of alcohol to youth. The grantee (Coalition) proposed a two-pronged approach to reduce the availability of alcohol to youth. First, the Coalition proposed to augment law enforcement activities (compliance checks and the "Cops and Shops" program). Second, the Coalition planned to work with the local hospitality industry to increase voluntary compliance.

The Washington State Liquor Control Board and the Bellingham Police Department used Grant funds to supplement compliance checks. Nine (9) compliance checks were conducted, 93 establishments were checked, and 24 establishments sold to minors for a failure rate of 26%.

After consultation with local law enforcement, the grantee redirected funds planned for the "Cops and Shops" program to the Bellingham Police Department's Party Patrols. The Bellingham Police Department conducted a total of 23 Party Patrols, with 441 citations issued for MIP, 85 for Furnishing, 40 for Public Noise, and 120 for Disorderly Conduct.

The Coalition worked with the local hospitality industry through the Hospitality Resource Alliance (a working group of the Coalition). The Coalition organized a Community Covenant Signing Ceremony, a major community event with extensive press coverage, where 18 hospitality businesses signed a covenant pledging their willingness to help solve the problem of underage drinking. Signers of the covenant received a decal to display in their windows indicating their active role in combating underage drinking. The HRA also held business roundtable discussions and distributed educational materials about fake identifications to local hospitality business owners for distribution to underage youth attempting to purchase alcohol.

The Coalition also distributed Keg Education Decals, bright, easy-to-read labels for local keg outlets to affix to all outgoing kegs, with information on how to be a responsible host.

Community norms that condone or ignore underage alcohol use. WWU focused much of its RUaD efforts on prevention practices such as changing community norms. The grantee used several avenues of approach to change community norms.

Bus Poster Social Norms Marketing Campaign: The grantee proposed to create a public awareness campaign targeting Bellingham residents that would dispel myths about drinking at WWU. The grantee conducted a bus social norms project with several poster designs that featured messages about the norm of moderate drinking at WWU. The posters were displayed on local city buses to be viewed by thousands of bus passengers.

The Doorknocker Project: A project designed to publicize (a) accurate campus norms regarding high-risk drinking, (b) penalties for underage drinking or selling/serving to minors, (c) what to expect from the Bellingham Police Department's Party Patrol, and (d) resources for friends who may have an alcohol problem. A total of 6,000 flyers were distributed in the neighborhoods surrounding the university. The Coalition also distributed 2,500 magnets that were based on the doorknocker flyer.

Alcohol-Free Activities: The Coalition produced and distributed 4,000 copies of *More Than 101 Things to Do While at WWU*, a resource booklet of alcohol-free and low-cost activities in and around the Bellingham area. The Lifestyle Advisor Party Safe Team hosted on-campus Party Safe Mocktail Parties. The grantee promoted the mini-grant process funded by the U.S. Department of Education that awarded 16 student groups grants to fund alcohol-free on-campus activities that promoted healthy norms.

Attendance and Presentations at Professional Conferences: Seven Coalition members attended a readiness training and a team training held at the University of Washington and conducted by the Department of Education. The intensive multi-day

training gave members the opportunity to develop a strategic plan to address off-campus student alcohol use (March 2002). One project staff member attended the Hospitality Resource planning meeting held in Olympia (February 2002). The Project Director and Project Coordinator presented at the meeting of the RUaD State Advisory Committee in Olympia (May 2001). Several members of the Campus-Community Coalition participated in the Liquor Control Board's daylong Problem-Solving Academy (May 2001). The Project Director was a featured speaker at the fall meeting of the Mayor's Neighborhood Advisory Board. She presented positive norming information about WWU students to local neighborhood association representatives (October 2000).

Insufficient and/or ineffective school-based or youth organization-based prevention strategies. The grantee's major activity in this area was the publication of educational materials for students. More than 20,000 pieces were produced and distributed. The materials include:

- *Fake IDs: Truth and Consequences* – A fact sheet for college-aged students about the short- and long-term consequences of a fake ID conviction.
- *Your Neighbors and You* - A brochure welcoming WWU students to off-campus life. Includes a party planning checklist, drinking moderation tips, and instructions on how to handle an alcohol emergency.
- *Marijuana and Other Drug Convictions: Your Education and The Law* - A brochure detailing the consequences of receiving a drug-related conviction. Includes conviction penalties, financial aid requirements, and judicial process considerations.
- *Alcohol Convictions: Your Education and The Law* - A brochure detailing the consequences of receiving an alcohol conviction. Includes conviction penalties, information on the court diversion program, and a resource list.
- *Off-Campus Life* - A comprehensive resource booklet for WWU students living in off-campus residences. Includes information on landlord/tenant rights, fire safety, alcohol risk reduction, and more.
- *Rights and Responsibilities* - A precursor to *Off-Campus Life*.
- *Over-the-Counter Medications: A Guide for WWU Students* - A brochure detailing the risks associated with misuse of over-the-counter (OTC) medications. Includes a foldout chart of commonly misused OTC medications and a comprehensive resource list.
- *Local Support Resources* – A poster, flyer, and ad listing local alcohol and drug recovery support group schedules.

Insufficient enforcement of impaired driving laws for youth. No activity reported in this area.

Insufficient coordination of community efforts among key RUaD partners. The Bellingham-WWU Campus Community Coalition was established before the RUaD grant period. The activities of the Coalition were greatly enhanced by RUaD funds and the membership in the Coalition expanded from 15 founding members to include more than 50 members from the university, law enforcement, local government, neighborhood associations, and the hospitality industry. The Coalition formed five work groups to facilitate productivity: Neighborhood Education, Social Activities, Case Study, Hospitality

Resource Alliance, and Enforcement. The Coalition and the work groups met on a regular basis.

The Coalition worked closely with youth in the form of 150 WWU Student Lifestyle Advisors who were trained as "health opinion leaders." The Coalition produced the printed materials discussed above and also published its own newsletter. In addition, the Coalition organized and hosted the Community Covenant Signing Ceremony described above.

Other Coalition activities included a study of student-neighborhood conflicts to determine what the Coalition could do to alleviate those problems and development of a notification letter to owners of problem houses. A party house complaint form and a brochure about building social capital were also developed.

Coalition members were surveyed in 2001 and 2002 to determine their perceptions of alcohol use by WWU students and the members' perceptions of the effectiveness of the Campus Community Coalition as an organization. Project staff members conducted in-depth, one-on-one interviews with 20 members of the Coalition to provide an assessment and evaluation of members' attitudes and feelings about the Coalition and its work.

The Municipal Court Diversion Project was established to give WWU students charged with their first alcohol-related infraction the opportunity to defer their sentence by successfully completing the WWU Alcohol and Drug Counseling and Assessment Services sessions and a probationary period. More than 500 WWU students have been referred to the Diversion Project. An Assistant City Attorney reported that because the Diversion Project has been so effective, the court now offers a similar diversion program to non-WWU students. He also noted that there have been very few repeat offenders since the introduction of the Diversion Project.

Insufficient media amplification of zero tolerance norms and positive health messages. The social norms activities carried out by the grantee used media elements (posters, advertisements, etc.) that increased positive coverage of positive youth involvement by showing that youth used alcohol less than many of their peers and others in the community perceived they did.

The grantee reported extensive media coverage of the Community Covenant Signing Ceremony at City Hall. The *Bellingham Herald* published an article and there was other print and television coverage as well. The *Bellingham Herald* also published an article about WWU's proactive approach to control drinking. The student newspaper at WWU published an article about the Party Patrol enforcement efforts and provided information about the consequences of alcohol citations and the serious repercussions.

Summary. In its 2000 - 2002 RUaD grants, the Campus - Community Coalition focused on prevention through education and changing community norms that condone or ignore underage alcohol use. In addition to substantial activities carried out in the above arenas, the grantee

partnered with the Washington State Liquor Control Board and the Bellingham Police Department in conducting nine (9) compliance checks and 23 Party Patrols.

The Campus - Community Coalition brought together diverse members of the community, including students and employees of the university, law enforcement officers, members of the legal community, members of several neighborhood organizations, and members of the hospitality industry. As a group, the members were able to accomplish some significant goals, including the distribution of more than 20,000 educational publications and the establishment of a successful court diversion program. The Coalition also organized the Community Covenant Signing Ceremony, a widely publicized event that celebrated the commitment by local businesses to reduce youth access to alcohol. With several self-evaluations, the Coalition monitored its own performance and learned from its experiences.

The Coalition accomplished all eight goals it established at the beginning of the RUaD project. Based upon the materials presented, the Campus-Community Coalition was the most organized grantee and accomplished more than any other grantee.

