

Study to Prevent Alcohol-Related Consequences

Using a Community Organizing Approach to Implement
Environmental Strategies in and around the College Campus—
An Intervention Manual



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Barbara Alvarez Martin, MPH¹

Michael Sparks, MA¹

Kimberly G. Wagoner, DrPH, MPH¹

Erin L. Sutfin, PhD²

Kathleen L. Egan, MS²

Alicia Sparks, MPH²

Scott D. Rhodes, PhD, MPH²

Mary Claire O'Brien, MD²

Doug Easterling, PhD²

Mark Wolfson, PhD^{2, 3}

¹ Lead Author; ²Consulting Author; ³Principal Investigator

Department of Social Sciences and Health Policy
Division of Public Health Sciences
Wake Forest School of Medicine
Winston-Salem, N.C.

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The SPARC Intervention Manual

The SPARC Intervention Manual provides step-by-step guidance on how to implement the interventions of the Study to Prevent Alcohol-Related Consequences (SPARC), a randomized community trial to address high-risk drinking by students involving ten universities in a southeastern state that was funded by the National Institute on Alcohol Abuse and Alcoholism.

SPARC interventions for addressing problems related to student drinking both on campus and in surrounding communities have demonstrated effectiveness and produced the following meaningful results:

- Decreases in severe consequences due to students' own drinking
- Decreases in alcohol-related injuries caused to others

Reductions in interpersonal consequences due to others' drinking

These results translate into saved lives and reduced harms to students. Because alcohol use and high-risk drinking is pervasive in the campus culture, colleges and universities need to assure that they are investing scarce resources in prevention strategies that work.

SPARC is unique. These interventions are based on evidence-based community organizing and environmental strategies that alter the structures and systems that influence student drinking, resulting in reduced high-risk drinking on campus and in the surrounding community. The SPARC environmental strategies focus on four domains: alcohol availability, alcohol prices and marketing, norms concerning high-risk drinking, and harm minimization. Each category

includes a range of evidence-based interventions that have been proven effective at reducing risk and decreasing alcohol-related problems. SPARC interventions are grounded in that evidence.

SPARC is inexpensive. While implementing SPARC interventions takes time and resources, it is not costly. High-risk drinking is deeply ingrained in the campus culture at many colleges and universities. Existing campus and community alcohol policies may, in fact, contribute to an environment that reinforces the very behaviors that result in expensive problems for students and community residents alike. While altering that environment does take time and resources, SPARC campuses found that could be accomplished by redirecting resources away from ineffective efforts and dedicating a part-time staff person to focus on coalition building and assist in the implementation of evidence-based environmental strategies.

SPARC is flexible. Although the most powerful features of SPARC interventions are clarity of focus and design, each campus and surrounding community has its own set of alcohol-related problems and factors underlying those problems. The SPARC model is designed to identify and support the implementation of strategies that respond to the social, political and economic factors specific to each campus community.

For example, some campuses have problems associated with loud and unruly parties in off-campus housing. Others are surrounded by bars that promote low cost, high potency drinks to students. SPARC is designed to take those unique set of conditions into consideration when community coalitions select and implement strategies.

SPARC is comprehensive. No single program or intervention is sufficient to effectively reduce high-risk drinking by students at a particular campus. Problems related to alcohol use take many forms and can occur in many settings, both on and off campus. SPARC assessment and action step planning components facilitate a thorough analysis of contributing factors which pose risks for students both on campus and in the surrounding community. Specific strategies selected to respond to these conditions will vary and unfold over time.

Initiating SPARC does not have to be complicated. The first step is simply acknowledging that there are alcohol problems on campus and in the community. The next step is bringing together a core group of people who are willing to look at alcohol problems through new eyes. These two steps effectively launch the process and can lead directly into the assessment and planning phases of the initiative. But things do get more complicated as the

nature and extent of the alcohol problem are assessed, other group members are recruited, strategies are selected, and required resources are identified.

This manual has two key audiences: college decision makers and the practitioners responsible for carrying out the day-to-day work on campus and in the community. It provides a clear rationale for implementing SPARC interventions and a detailed description of how to do so. The manual presents the theoretical and empirical foundation for SPARC, including an in-depth description of the program design, an explanation of environmental strategies and community organizing, and a discussion of the types of coalition structures required to implement the intervention.

For practitioners who are charged with reducing high-risk drinking by students and related problems both on campus and in the surrounding community, this manual provides comprehensive instructions for carrying out the intervention with specific focus on assessment, coalition building, strategic planning, action and sustainability. It contains all the information needed to do the work based on the lessons learned from the SPARC research project.

For information about SPARC, please contact the SPARC study team at SPARC@wakehealth.edu.

Introduction

High-risk drinking by college students is associated with an array of adverse consequences and presents problems for those who drink, their peers, and society at-large. Alcohol use is the greatest single contributor to injury and death among college students (Hingson, Zha, & Weitzman, 2009).

For the drinker, high-risk alcohol use is associated with a greater likelihood of traffic-related injuries and fatalities, mortality and morbidity from unintentional injuries, assault, sexual harassment, unplanned and unsafe sex, health problems, impaired sleep and study time, and interpersonal problems (Hingson et al., 2009; Nelson, Zuan, Weitzman, & Wechsler, 2009; Perkins, 2002; Rhodes et al., 2006). Peers and others may experience secondhand effects, including having sleep or study interrupted; having to take care of, or seek medical attention for, a fellow student who drank too much; and finding trash or vomit around one's residence (Hingson & Howland, 2002; O'Brien et al., 2006; Rhodes et al., 2009). Society also bears the costs of high-risk drinking in the forms of alcohol-related violence and crime, driving while intoxicated (DWI) crashes, property damage, work losses and other financial costs (Miller, Levy, Spicer & Taylor, 2006).

Between 2003 and 2007 the National Institute on Alcohol Abuse and Alcoholism (NIAAA) funded the Study to Prevent Alcohol-Related Consequences (SPARC), a randomized community trial involving ten universities in one Southeastern state (five intervention sites and five comparison sites). SPARC sought to reduce high-risk drinking behaviors and alcohol-related consequences among students. Through mobilizing a campus/community coalition, SPARC used a community

organizing approach for planning and implementing environmental strategies focused on modifying social norms, policies and enforcement practices (Wagoner, Rhodes, Lentz, & Wolfson, 2010; Wolfson et al., 2012). Those environmental strategies have been shown to lead to reductions in high risk-drinking and alcohol-related consequences.

“The SPARC Intervention helped our institution look at our problems in a new and different way.”

— Former community organizer at one of the SPARC Intervention Colleges

The evaluation of SPARC demonstrated the efficacy of the interventions. Specifically, intervention colleges experienced statistically significant decreases in severe consequences due to students' own drinking and in alcohol-related injuries caused by others in comparison to non-intervention campuses. In secondary analyses, a more comprehensive implementation of SPARC interventions was associated with reductions in interpersonal consequences, such as physical violence,

verbal arguments and property damage, due to others' drinking and alcohol-related injuries caused to others (Wolfson et al., 2012). SPARC is unlike many other campus initiatives as it focuses on implementing environmental strategies using a community organizing approach. Its emphasis on community action and policy change sets the stage for reducing alcohol-related problems that may seem intractable and beyond the reach of both professionals and residents concerned about the health and safety of the community. But achieving success requires careful attention to doing the work in effective and efficient ways. This manual lays out both an implementation framework and concrete steps to help coalitions "make a difference" on their own campuses and in their communities and provides them with the tools needed by systematically describing and detailing the five components of SPARC.

How to Use This Manual

First, this manual describes the general background of SPARC, including the main components that make it unique, the resources required to implement interventions, and a brief description on implementation. It then discusses each of the five SPARC steps in detail: Conducting an Assessment, Building the Coalition and its Capacity, Developing a Strategic Plan, Implementing an Action Plan, and Planning for Sustainability.

This manual is organized in a way that will be useful to college administrators who want a concise overview of the SPARC model and how it can be implemented locally, as well as for practitioners who need to know concretely how to carry out the SPARC model. Here are some reading suggestions for administrators and practitioners.

Administrators

For the campus administrator, the Overview of the SPARC Intervention provides the information necessary to make an informed decision on whether SPARC is a fit for their campus and surrounding community. The Overview includes a comprehensive discussion of both the intervention science and practice, furnishing a big picture of the intervention. For further detail on the "how" of the intervention, administrators may also want to read the action steps which comprise the bulk of the manual.

Practitioners

The heart and soul of the manual are the action steps. However, practitioners should read the Overview of the SPARC Intervention, as it contains important information on the overall approach. The action steps provide the detailed description of how to carry out the work and serve as an intervention blueprint. While the manual anticipates many of the issues likely to arise, the resources and appendices provide additional information associated with all facets of the intervention.

Color-coded text boxes highlight certain types of information throughout the manual, as follows:

Examples from SPARC



These boxes provide examples of how specific steps were conducted during the original SPARC intervention. They may be helpful to operationalize the concept and move it from an idea to a reality.

Goal of the step



At the beginning of each step, a box lays out the overall goal for each policy. This helpful reminder for each step insures that the goal has been accomplished before moving on to the next.

Sustainability



This box provides comments and suggestions for sustainability. This allows the coalition to think about the importance of sustaining its work from the very beginning. Thinking about the sustainability of the project early and often will be beneficial.

Resources



These boxes provide helpful links and suggestions for further resources and information on topics.

Tips and Suggestions



These boxes provide brief, helpful suggestions for policy and action steps.

Definitions



These boxes provide helpful definitions for terms and concepts used throughout the manual.

Core Elements of SPARC

Community organizing and environmental strategies form the core of the SPARC intervention. These two elements work together in a mutually supportive way: Environmental strategies create sustainable changes in the structures and systems that influence health and affect behavior and community organizing involves building relationships with large numbers of community members to engage in efforts to address local problems. Because environmental strategies focus on community-level conditions, implementing them requires significant engagement from large numbers of people. While many community alcohol initiatives recruit community members to join a substance abuse coalition, the systematic implementation of community organizing principles and strategies is not at the core of the community engagement process. Neither community organizing approaches nor environmental strategies are new to the field of public health, but combining these approaches to effect change on college campuses is a unique approach that has shown to have an impact in changing student drinking behaviors. SPARC's innovative blending of a community organizing approach focused on implementing environmental strategies provides a practical, evidence-based model to reduce alcohol-related consequences experienced by students at four-year colleges.

Theoretical and Empirical Foundations of SPARC

Central to the SPARC model is the understanding that campus and community alcohol problems are deeply entrenched in the culture of the community. The price of alcohol, the availability of high-risk alcohol beverages on and off campus, as well as how alcohol is promoted to students all contribute to shaping the drinking environment. Changing this environment requires powerful evidence-based strategies that target the social, legal and economic conditions in the community that contribute to high-risk drinking.

Core Elements of SPARC



Implementing environmental strategies through community organizing

Environmental Strategies: Environmental strategies enhance public health by altering the physical, social, legal, and economic conditions that influence behavior (Stokols, 1996).

Community Organizing: An environmental approach provides a particular set of strategies that communities can take to reduce social and health problems. Community organizing provides a framework for choosing how to implement these strategies. Community organizing is a process that draws on the power and persuasion of diverse stakeholders to identify and define common problems, mobilize resources and work together to improve health and quality of life (Wallerstein, 1992).

Traditional strategies that rely on student awareness are a necessary component of an environmental approach but alone are not sufficient to change community-level risk factors for high-risk drinking.

Environmental Strategies

In an environmental change model, the focus of intervention efforts shifts from changing individual behaviors to changing the environment in which decisions about drinking are shaped. Rather than relying on individually focused education programs based on persuasion, research has demonstrated that behaviors can be effectively and efficiently changed through structural shifts. This is not to diminish concerns about how individuals are affected by risky drinking behavior, but SPARC focuses on the social, political, and economic contexts in which alcohol problems occur (Treno & Lee, 2002).

“The SPARC Intervention compelled us to work with the community. The problem of high-risk drinking and its consequences IS a community problem and it has to be solved with the community. As a result of SPARC, the community became invested, and the university greatly improved relations with them.”

— Former SPARC Community Organizer

Extensive research demonstrates the effectiveness of environmental strategies that target alcohol problems among teenagers as well as the general population (Wagenaar, Toomey, & Lenk, 2004; Hingson et al., 2005; Toomey, Lenk, & Wagenaar, 2007; Clapp et al., 2003). For example, alcohol control policies that increase product price, limit the density of retail alcohol outlets, lower the blood alcohol concentration (BAC) limit for impaired driving, and raise the minimum legal drinking age have been shown to be effective at reducing youth access to alcohol and drinking-related harm (Giesbrecht and Greenfield 2003).

Recent evidence demonstrates that environmental strategies can be applied to colleges and the surrounding community. Some examples include the Robert Wood Johnson Foundation’s demonstration program A Matter of Degree: The National Effort to Reduce High-Risk Drinking Among College Students (Nelson et al., 2005; Weitzman et al., 2004), the Southwest DUI Enforcement Project (Clapp et al., 2005), the Safer California Universities study (Saltz, Paschall, McGaffigan, & Nygaard, 2010), the Neighborhoods Engaging with Students project (Saltz, Welker, Paschall, Feeney, & Fabiano, 2009), and the Common Ground Initiative (Wood et al., 2009). For reviews of this growing literature, see Toomey and colleagues (2007) and Saltz (2011).

Effects of Alcohol-Related Environmental Strategies on College Students

- Students at schools that ban alcohol are more likely to abstain from alcohol, less likely to engage in heavy episodic drinking, and less likely to report being injured or hurt (Williams, Pacula, Chaloupka Wechsler, 2004; Wechsler, Lee, Gledhill-Hoyt, Nelson, 2001).
- Significant declines in self-reported DUI among college students resulted from (DUI) checkpoints combined with a student-focused media campaign (Clapp et al., 2005).
- Social norms campaigns, which are designed to correct negative perceptions about the overuse of alcohol by students, can decrease alcohol consumption, alcohol misuse and negative alcohol-related outcomes.
- College campus study sites with high levels of environmental strategy implementation experienced reductions in the frequency and amount of alcohol consumption, rates of driving after drinking and riding in a car with someone who had been drinking, and some alcohol-related consequences (Weitzman et al., 2004; Nelson et al., 2005)..

Community Organizing

The fundamental principles of a community organizing model are that the people with the issue do the organizing, a large base of support builds authority and credibility, and through collective action, individuals gain control over efforts to improve their lives (Bobo, Kendall, & Max, 2001; Rubin & Rubin, 2000; Hanna & Robinson, 1994).

Using a community organizing approach to implement environmental strategies can produce changes in health outcomes. For example, Communities Mobilizing for Change on Alcohol (CMCA) used a randomized community trial design to test the efficacy of community organizing, policy, and enforcement efforts designed to reduce youth access to alcohol (Wagenaar et al, 2000). In each intervention site, CMCA employed a community organizer who assessed the community and created a core local citizen leadership group called a “strategy team.” Together with the community organizer, the strategy team developed and implemented an action plan and mobilized a mass base to support change in local enforcement practices and policies related to youth (Wagenaar, 1994; 1999; 2000).

The key results of CMCA were:

- Reductions in drinking by 18 to 20 year olds
- Reductions in the likelihood of on-premise alcohol outlets selling alcohol to underage youth
- Reductions in a number of arrest and traffic crash indicators

These results provided a strong foundation for further testing of a model that uses community organizing to implement environmental and enforcement strategies aimed at reducing alcohol-related problems on college campuses.

Defining Elements of Community Organizing



- One-on-one relational meetings
- Understanding how the self-interest of community members can support action
- Identifying “actionable” issues
- Conducting “power analyses”
- Identifying and influencing those who can make change

SPARC Program Design

The SPARC intervention was developed as part of a larger research study conducted by Wake Forest School of Medicine. **Figure 1** depicts the SPARC conceptual model, which illustrates how student drinking behaviors are firmly entrenched in the college culture and their negative health and safety consequences are wide-ranging. It also shows how the SPARC intervention of using community organizing to implement environmental strategies can lead to changes on two levels. First, as intermediate outcomes, it can contribute to shifts in the culture and norms around alcohol on campus and the surrounding community. Second, as long-term outcomes, it can lead to changes in the consequences of high-risk drinking.

FIGURE 1: SPARC Conceptual Model

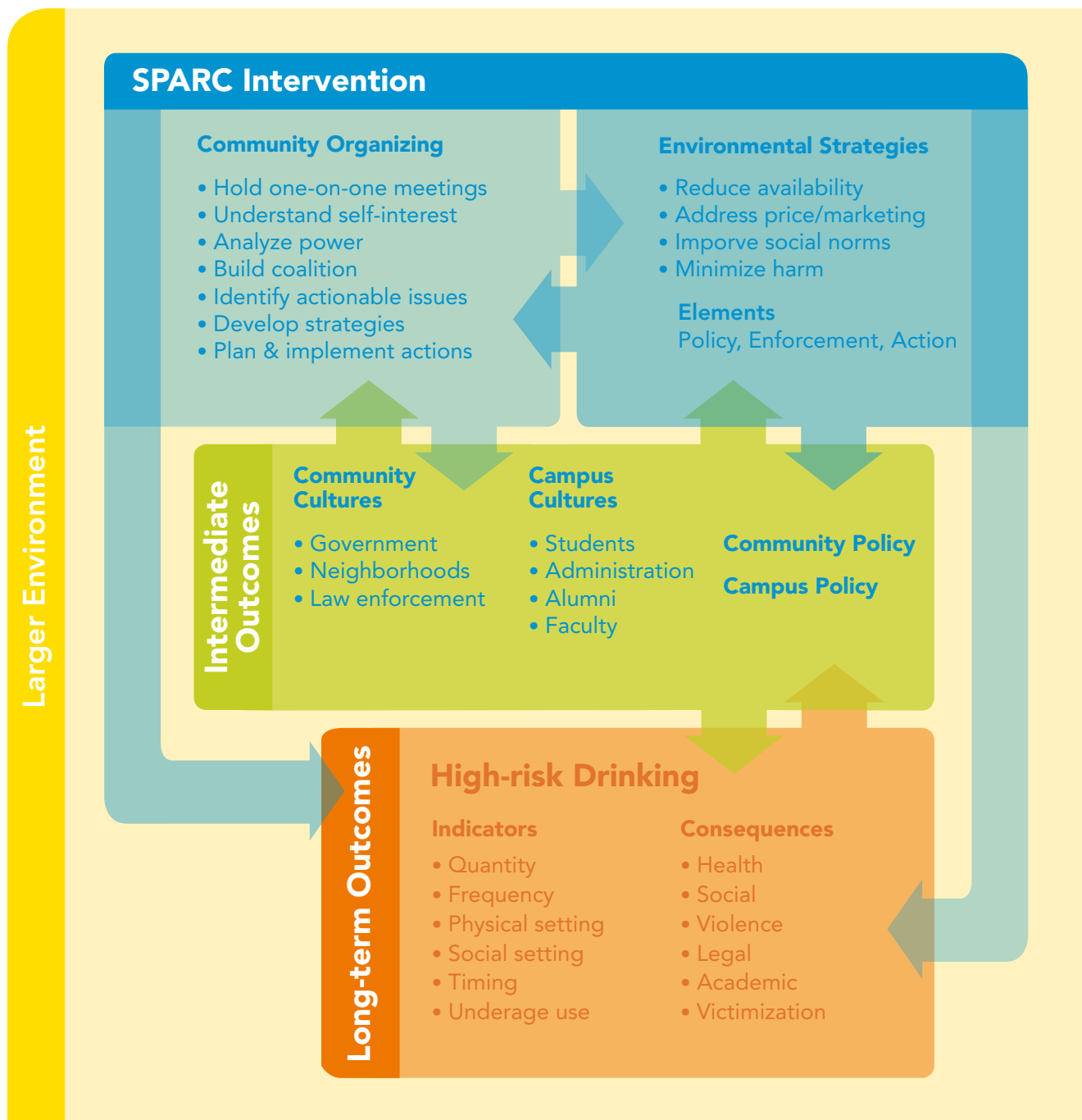
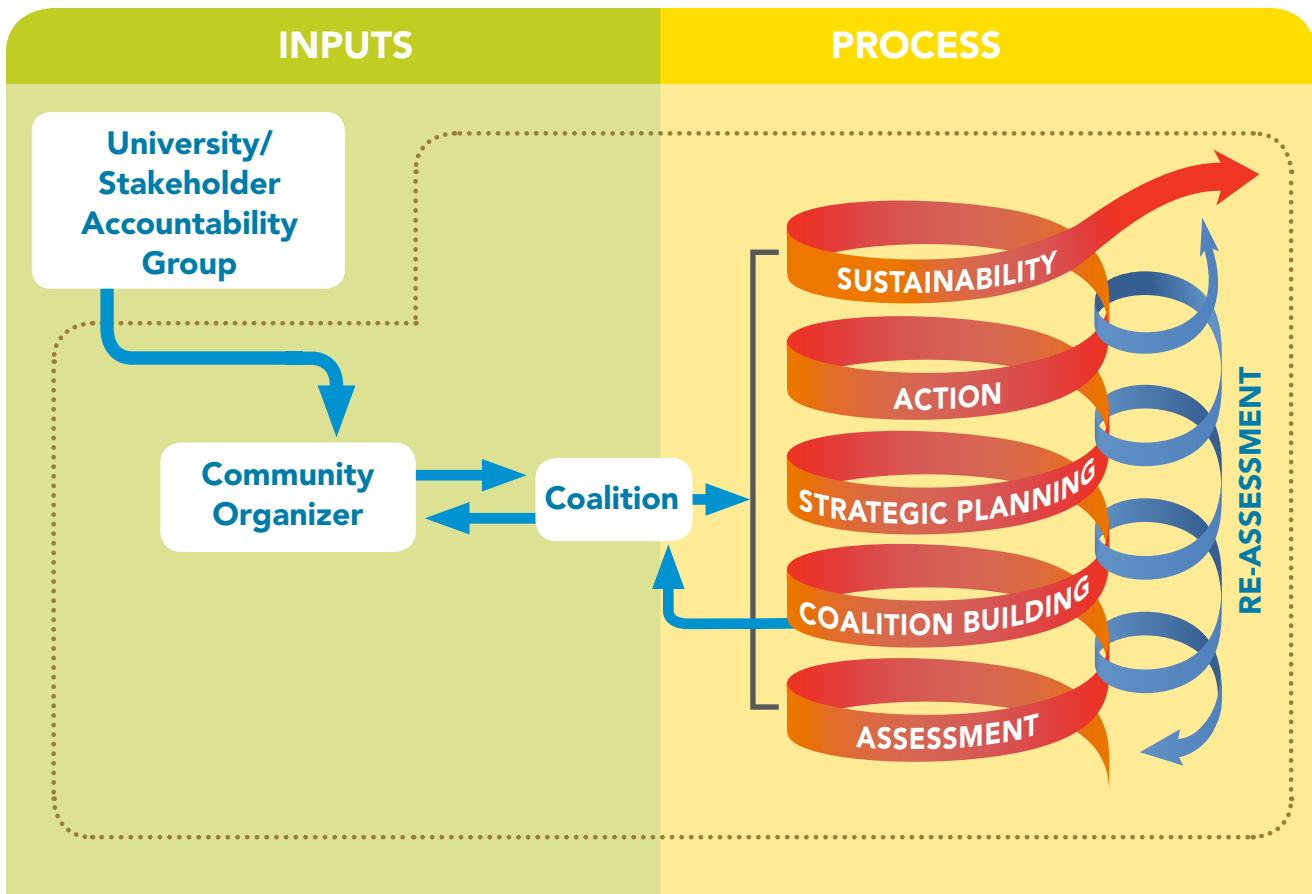


Figure 2 (on page 16) depicts the SPARC intervention implementation process. The community organizing process is made up of a series of connected steps conducted by a campus/community organizer and a coalition: assessment, coalition building, strategic planning, action, and sustainability. The campus/community organizer is a central component to the

SPARC approach and in concert with a coalition, has a pivotal role in carrying out all aspects of the work. In the SPARC model all five steps are required, beginning with assessment and following through to sustainability. In addition, the intervention involves a continual process of re-assessment. Each of these steps is described in detail in this manual.

FIGURE 2: SPARC Implementation Process



What are the Key Elements of the SPARC Intervention?

SPARC is based on a social action model of community organizing that is concerned primarily with increasing community problem-solving ability and achieving concrete changes while shifting the imbalances of power between the community and the university when warranted (Rothman, Erlich, & Tropman, 1995). Community organizing is often focused on equalizing “power” by bringing together campus stakeholders and members of the surrounding community concerned about important problems or issues and directing their desire for change toward those organizations and institutions that have the ability or power to provide a remedy.

The SPARC intervention is based on community organizing as a vehicle to promote environmental changes to reduce high-risk drinking and its consequences on campus and in the surrounding

community. The three inputs necessary to launch the SPARC intervention include:

1. A campus/community organizer who is ideally funded between half-time and full-time. This person is chosen collaboratively by the fiscal agent and coalition. This position is detailed below.
2. A University/Stakeholder Accountability Group to guide the overall process. For the purposes of the research project, the SPARC Study team, composed of researchers and practitioners at Wake Forest School of Medicine, were as well as the responsible office at each participating university, responsible for supporting the work done by the Campus/community organizer. This included providing funding, training, technical assistance, oversight, monitoring, and evaluation throughout the course of the project. This level of oversight and support is an important piece of managing and conducting the SPARC intervention and may be different for each organization. The most important factor is that the college or university

Training and Technical Assistance Provided During SPARC Study



- Fundamentals of community organizing
- Environmental strategies
- Understanding policy
- Media advocacy
- Strategic planning
- Conducting social norm campaigns
- Involving alcohol retailers in coalition activities
- Carrying out enforcement operations
- On-going and regular one-on-one conference calls between community organizers involved in the SPARC study

is committed to addressing student alcohol-related problems occurring on campus and in the surrounding community.

3. A campus/coalition to carry out the SPARC intervention. In some cases, a new coalition needs to be organized. In others, an existing campus or community coalition can assume the role of implementing the work. The coalition, which will work directly with the campus/community organizer, can be thought of as both an input and as an outgrowth of the SPARC process (through the Coalition Building step). The coalition has responsibility for developing and implementing a comprehensive strategic plan using key principles of community organizing. The arrow from the Coalition Building step in back out to the campus/community coalition reflects the reality that the coalition building process will impact who is in the coalition, how it functions, and what its primary goals are.

Because colleges have implemented an environmental approach or a community organizing framework to address problems faced by their campuses (Wechsler, Seibring, Liu, & Ahl, 2004; O'Brien et al., 2006), training

and technical assistance were an important component of the SPARC intervention..

The text box outlines the types of training and technical assistance provided during the course of the SPARC intervention. Trainings were often centered on topics associated with carrying out the planning process as well as implementing specific environmental strategies. What specific training will be necessary to implement the SPARC intervention depends on the skill sets held by the campus/community organizer, University/Stakeholder Accountability Group and campus/coalition. The first step is to assess the training needs for implementing SPARC and then seek assistance as needed to conduct the intervention. A list of training resources is provided in **Appendix 3**.

Environmental Strategies

Student drinking behaviors are firmly rooted in the college culture. No two colleges (or communities) are alike as they are shaped by their own norms and cultures, which reflect their history, politics, geography, economy, values and population, as illustrated in **Figure 1** on page 15. Therefore, the strategies selected to address high-risk drinking problems need to take into account all those factors.

The SPARC intervention focuses on four main categories:

1. Alcohol availability
2. Alcohol prices and marketing
3. Norms concerning high-risk drinking
4. Harm minimization

Alcohol Availability

Patterns of alcohol consumption and related problems in the general population vary in relation to the physical, psychosocial and normative environment in which individual drinking decisions occur, as influenced by the retail and social availability of alcohol.

Social alcohol availability refers to sources of alcohol in non-commercial venues, such as private residences (e.g., house parties) and public settings (e.g., beaches, parks) or through non-commercial transactions, such as from friends, parents, siblings, co-workers, or strangers. Generally considered the primary source of alcohol for those under 21 years of age, social availability is of particular concern in college communities as social settings such as house parties are unregulated and often contribute not only to underage drinking but also high-risk drinking. Because, at least in theory, youth cannot get alcohol from retail settings, understanding the mechanisms by which they get alcohol as well as where it is consumed is central to this analysis. Key issues are:

- *The extent of “shoulder tapping” occurring outside off-premise locations.* Shoulder tapping refers to individuals under age 21 asking legal age patrons outside a grocery or convenience store to purchase alcohol for them.
- *The extent to which “near peer” transmission of alcohol occurs.* Are legal-age friends providing alcohol to those who are underage?
- *The locations where the risky drinking is occurring.* Does drinking take place in college dorms, off-campus housing, motels, parks, on beaches or rivers, and so on? Do these parties include students under 21?
- *Off-campus student housing lease conditions.* Do landlords tolerate large parties where high-risk drinking occurs? To what extent do property managers look the other way when these parties take place?
- *Neighborhood responses.* Do neighborhood residents support or push against college-age parties occurring in their community?

Retail alcohol availability refers to how, when and where alcohol is sold in the community. Retail alcohol availability includes general access by both adults and underage youth. The following are central to an understanding of retail availability of alcohol in a college community:

- *Number of retail alcohol outlets in the community.* Retail alcohol outlets include establishments licensed to sell alcohol for off-premise consumption, such as supermarkets, convenience stores, and liquor stores, and on-premise venues, such as bars, restaurants, and clubs. Each state has its own laws about where and when alcohol can be sold and served. For example, in some states grocery stores or gas stations cannot sell alcohol or are limited to selling only beer and wine. Similarly, a few states permit restaurants to sell beer and wine but not distilled spirits. Fully understanding the availability structure in the community provides a picture of how “wet” the alcohol environment is.
- *Problems occurring near alcohol outlets.* Problems include criminal activity and violence, public nuisances, and other disruptions. This information is likely part of the data collected in the community assessment.
- *Specific location of these outlets and how they tend to cluster.* Studies have found that dense concentrations of alcohol outlets can contribute to high levels of alcohol-involved violence, public intoxication, and other nuisance behaviors. (CADCA & CAMY, 2011)
- *Sales and service practices of outlets.* Do retailers sell alcohol to underage youth at on- or off-premise locations? Do on-premise locations serve obviously intoxicated patrons? Do they train their server/sellers on responsible beverage service? Where is the place of last drink for those arrested for driving while intoxicated (DWI)? Are high-risk beverages, such as high-potency, large container alcopops or single serving 40 ounce high alcohol content malt liquors, sold at any of these locations?
- *Extent to which underage people steal alcohol from grocery or convenience stores.* Are these establishments internally configured to prevent or reduce theft?

Prices and Marketing

The price of alcohol and the manner and settings in which it is marketed influence both the amount and manner in which alcohol is consumed. Unfortunately college communities are notorious for the availability of low-cost alcohol in both on- and off-premise alcohol

outlets. College communities have also been inundated with large amounts of alcohol advertising and other promotions that shape the decision on how, when, and where to drink. The following factors influence the alcohol environment:

- *The general prevalence of happy hours and other discounted drink promotions in bars and restaurants.* Are there happy hours in bars near campus and if so, on what days? How long do they last? How cheap are the drinks? Are they explicitly linked to drinking games?
- *Do off-premise alcohol outlets sell highly discounted alcohol?* Are prices of specific brands sold in large quantities, such as 30 packs of beer, discounted? Are there incentives to buy certain amounts, such as two-for-one pricing?
- *Where are ads for alcohol placed on the campus and surrounding community?* Do student newspapers carry ads? Are there alcohol billboards around campus? Is there alcohol signage in campus sports complexes? Do campus policies prohibit flyers and poster advertising alcohol or alcohol-sponsored parties or events?
- *Are campus events promoted by the alcohol industry?* If so, is cheap alcohol for sale at these events?
- *Are windows of alcohol retailers plastered with advertising promoting cheap alcohol?*
- *What is the role of social media and alcohol promotions?* While this type of promotion is not “visible” on campus or in the surrounding community, it has become increasingly popular with alcohol producers as a marketing vehicle.

These examples add to risks for the student population and contribute to the overall campus and community normative environment supporting high-risk drinking.

Norms Concerning High-Risk Drinking

“Favorable attitudes” and “norms” are frequently cited by community members as contributing factors supporting high-risk drinking. Norms are powerful predictors of behavior, so understanding how they shape the alcohol environment on campus and in the community is important (Perkins & Wechsler, 1996; DeJong et al.,

2006; Perkins, 1995). A number of factors contribute to the normative environment regarding drinking behavior, including:

- Student over-estimation of the amount of alcohol their peers are consuming.
- Campus administration accepting drinking in dorms despite policies prohibiting such behavior.
- Campus administration permitting or sanctioning tailgating parties where underage youth access alcohol or young adults engage in high-risk drinking.
- The sale of drinking related paraphernalia in campus stores, including shot or pint glasses with the campus logo.
- The extent to which neighborhoods are silent about large college student parties. Do neighbors complain or are these parties an accepted fact of life for neighbors? Are there active neighborhood watch programs to reduce loud parties?
- The extent to which college athletes get away with violating drinking policies. Do coaches protect student athletes who violate campus alcohol policies? Are violations “hushed up?” Does the athletic department host events where alcohol is served even if students under 21 are present?

These and other permissive attitudes, including the number of alcohol ads on outlet windows, local billboards, advertisements in campus newspaper, and the level of campus and local police enforcement of existing alcohol laws, such as sales to underage youth or “minor in possession” violations, can create a normative environment that accepts underage and high-risk drinking and associated problems. These environmental influences, coupled with the normative misunderstanding of how much peers drink, help fuel high-risk drinking. As new students or residents enter the community, they are influenced by a normative environment that shapes what is considered acceptable and expected in terms of drinking behavior and the level of problems before community tolerance is breached. Understanding and countering the factors contributing to the normative environment is an important role of the coalition.

Harm Minimization

The environment where alcohol is consumed can influence the nature and extent of high-risk drinking. Envision parties in residences on and off campus. Think about tailgating parties or large gatherings for spring break or other holidays. Consider the following:

- Is tailgating allowed or encouraged without any security? Are underage students allowed to attend and unofficially allowed to drink?
- Are residential parties tolerated by campus officials? If yes, are high-alcohol content beverages such as cheap, sweet alcopops or high-alcohol content malt liquor provided?
- Are dorms “dry” and are “no alcohol” policies enforced?
- Is alcohol permitted in some campus locations? Are alcohol-free areas identified?
- How do students get home from local bars after a night of drinking?

Each of these questions relates to a setting where alcohol is often consumed in ways that create sizable risk for students. In these settings, minimizing harm through creating voluntary and mandatory policies is an appropriate strategy to pursue.

What is Harm Minimization?

Harm minimization aims to reduce the harmful consequences and effects of drinking while recognizing that not everybody will stop drinking completely. For example, “safe rides programs” do not stop people from consuming alcohol, but can reduce the number of people who drive home after drinking.

Considering Strategies

The SPARC intervention is based on the concept that policy change focused on the campus and the broader community is necessary to bring about a desired behavior. In addition, a credible threat of enforcement and consequences must accompany policy change for the policy to have the desired effect (National Research Council, 2003). To ensure that strategies are implemented in a comprehensive manner, each chosen strategy should include policy and enforcement elements as well as efforts to build awareness about the strategy.

Since campuses are unique in terms of their norms, culture and readiness to implement environmental strategies, specific strategies are not prescribed for each coalition to implement. Instead, coalitions are encouraged to choose from a matrix of “best and most promising” strategies based on several research studies.

A variety of effective environmental strategies have been used on college campuses and in communities. Often, they focused on the following:

- Decreasing commercial or social alcohol availability
- Restricting how, when, and where alcohol is sold and distributed
- Regulating alcohol advertising and promotion
- Increasing the price of alcohol
- Restricting where alcohol is consumed
- Minimizing harm
- Reframing the role of alcohol and its normative place in our culture (Mosher & Jernigan, 1989; Toomey et al., 2007; Giesbrecht & Greenfield, 2003).

The following list of best and most promising strategies to reduce high-risk drinking includes a range of environmental strategies often used on college campuses and in communities to reduce problems associated with high-risk drinking. These strategies are designed to change social norms and, when implemented across the broader campus environment, have the potential to impact student drinking.

Availability

- Restrict provision of alcohol to underage or intoxicated students
- Increase and improve coordination between campus and community police
- Restrict alcohol purchases possession
- Restrict alcohol use at campus events
- Increase responsible beverage service policies and practices
- Conduct compliance checks
- Educate landlords about their responsibilities and liabilities

Price and marketing

- Limit amount, type, and placement of pro-drinking messages seen on campus

Harm minimization

- Enact party monitoring programs
- Create and utilize safe ride programs
- Increase harm reduction presence at large-scale campus events

Social norms

- Establish consistent disciplinary actions associated with policy violations
- Create campaigns to correct misperceptions about alcohol use
- Enhance awareness of personal liability
- Provide notifications to new students and parents about alcohol policies and penalties
- Provide alternative late-night programs
- Provide alcohol-free activities
- Provide parental notification for student alcohol violations
- Create policy to provide brief motivational module for all freshmen

Policies are one of the most efficient and effective ways to change the alcohol environment supporting high-risk drinking among college students. Whether voluntary or mandatory, formal or informal, policies and their enforcement affect behaviors on campus and in the

community. The policy-making process associated with implementing environmental strategies is generally not well understood. Few, if any, step-by-step manuals on how to implement policies exist. This manual presents an overview of the steps associated with the policy process and provides additional detail on each step in **Appendix 4.**

Best and Most Promising Strategies



- Environmental Strategies have a strong evidence base demonstrating their effectiveness. Additional information can be found at the following sources:
 - SAMHSA's National Registry of Evidence-based Programs and Practice: <http://nrepp.samhsa.gov/>
 - Pacific Institute for Research and Evaluation: <http://www.pire.org/>
 - Alcohol No Ordinary Commodity: Second Edition; Babor, T., Caetano, R., Casswell, S., et al. Oxford: *Oxford University Press*. 2010
- Environmental strategies not yet formally evaluated but widely implemented and showing promise are referred to as "promising strategies."

Policy making can occur in all the following domains:

- Home
- Neighborhood
- Institution
- Campus
- City
- State
- Nation

While policy making at the state and national levels is important, that is not a primary focus of SPARC.

The domains of home, neighborhood, and institutions often require policy strategies to reduce the high-risk behaviors that occur in these settings. But these policies are not focused on passing public laws and ordinances. The policy work associated with these domains may be either formal or informal.

Implementing Programs: A complementary approach



A truly comprehensive effort to address high-risk drinking on college campuses involves a mix of policies and prevention programs that address contributing factors and are supported by evidence of effectiveness. The SPARC study focused on the environmental level (e.g., policy, enforcement). Campus/community coalitions have complemented their environmental strategies by conducting individual-based programs such as:

- Alcohol EDU
- Providing alcohol-free activities
- Brief interventions such as motivational interviewing
- Safe Ride programs

Formal policies are those that are established through deliberative process and are codified by a body, usually through a vote of some sort. Informal policies are put into place without a decision-making body taking a “formal” position requiring a vote. College or university institutional level examples include campus administration deciding not to advertise alcohol in the school newspaper, requirements by the administration to mandate responsible beverage service training at campus pubs, implementation of a campus wide social norms marketing campaign, or enacting alcohol-free dorm policies. Each of these examples requires a formal decision by campus administrative personnel or group. The decisions reached by campus administration can affect the health and safety of students, but the decision process itself is informal because these decisions are often made at the administrative level and no formally elected body votes on policies, such as no alcohol permitted in college dormitories. This is not to say that all campus policies are informal in nature. Some require the university or the college board of governors or regents to take a formal vote, such as mandating a “dry” campus. Colleges vary regarding which policies

are formal or informal. Understanding where decision making rests is an important element of implementing policy.

City or county policies, by contrast, are almost always formal by nature. Cities and counties have a formal decision-making body that is required to vote to enact laws or ordinances. The process usually includes a public hearing to debate the pros and cons of the measure being considered. Laws or ordinances to reduce alcohol outlet density around campus or hold social hosts accountable for unruly parties are examples of public policies that college communities are adopting. These policies require formal adoption by elected or appointed bodies. The process of moving this kind of strategy forward is considered one type of policy campaign.

The distinction between formal and informal policies is related to how policies are adopted and who enforces them. Informal policies may or may not have sanctions associated with violations. Violations of formal policies that have a legal foundation often result in punitive or corrective action under civil or criminal law.

Coalitions across the country are advocating for policies to reduce consequences of high-risk drinking. But getting policies adopted can be a mystifying process, marked by trial and error. It does not have to be this way. Policy-focused environmental strategies have been around long enough that communities have developed effective ways to carry out the tasks associated with the policy process.

Community Organizing

Because communities and campuses can take a number of different approaches to reduce alcohol related consequences at the environmental level, it is important that each college picks the strategies that are right for them. This is where community organizing becomes valuable. Community organizing can bring people together to identify the biggest problems, select the most relevant solutions and work together to help implement effective campus and community policies. But implementing and sustaining effective environmental

Tips and Suggestions:



Think strategically about the skills needed, when they are needed, and who can provide them.

strategies requires a large base of support. Community organizing is the vehicle that drives the community mobilization and interaction needed to build that support.

Overview of Community Organizing Approach

Research evidence has increasingly demonstrated that coalitions are an effective way for communities to respond to local problems. This evidence, coupled with an ever growing number of communities using a community coalition process to address substance abuse-related issues, provides the basis for using community organizing as the core vehicle for change in the SPARC intervention (Minkler & Wallerstein, 2005; Zakocs & Edwards, 2006).

Coalitions play a unique role in communities. Coalescing organizational and resident participation creates a powerful force for reducing problems associated with high-risk drinking. Coalitions are most effective when they focus on reducing problem rates at the community level. That is because environmental strategies provide the broad community reach that offers the greatest likelihood for reducing the harms associated with high-risk drinking in campus and community settings.

In the early stages of coalition development members tend to be most familiar, and therefore more comfortable, with strategies that focus on changing the knowledge and attitudes of individuals, with an expectation that such an approach will lead individuals to make better decisions about drinking, resulting in fewer alcohol-related problems in the community. Shifting the thinking and work of the coalition to environmental strategies that target the broader community requires a shift in understanding on the part of coalition members. Making that shift is a core

element of capacity building for coalition members and is a primary responsibility of the coalition's campus/community organizer.

Although coalitions have been increasingly used in the public health field to address a variety of health and safety problems, few coalitions engage in community organizing to achieve their objectives. SPARC differs from many interventions in that a campus/community organizer actively works with the coalition to impact community-level alcohol problems through a community organizing approach.

Defining Features of Coalitions

A number of considerations regarding the structure of the coalition are important, especially as it is being formed. For example, who should be involved in decision making and how will decisions actually be made? There is no one ideal coalition or group structure. The model that works in a given campus/community reflects the history of how members work together, their comfort with structure or lack of it, the mix of campus and non-campus members, the coalition mandate, the relationship to a specific fiscal agent or funder, and other factors unique to the group. The following four important factors related to coalition deliberations will assist in coalition development and deliberations about organization structure:

1. Who has the opportunity to participate in coalition deliberations?
2. How should the coalition set up a decision-making process that is inclusive and, at the same time, gets things done?
3. How will the coalition resolve differences of opinion?
4. In what areas will the coalition have influence and decision-making authority?

“Form follows function” is one of the core tenets of successful coalitions. Problems and corresponding best-practice interventions are identified first, and then a group structure is developed to carry out the work. While this is true for new coalitions, it is also applicable

to existing coalitions that may be reinventing themselves or engaging in a round of strategic planning. The issues discussed in this section are relevant to both new and existing groups focused on reducing harms associated with high-risk drinking in campus/community environments. In either case, coalitions need to identify goals and objectives in order to assemble the appropriate structure to achieve them.

The success of a coalition is strongly linked to the capacity of the group to carry out strategies and interventions selected to address local alcohol issues. Building capacity of individuals serves to bind members to the coalition in ways that not only increases the group's overall effectiveness but also enhances the efficacy of the individuals, thereby building their leadership skills. More information on capacity building can be found in Step 4. Continuing to pay close attention to coalition capacity helps ensure the group has what it takes to sustain itself for the long-haul. In fact, sustainability should be considered early in the life of a coalition. Sustainability is covered in detail in Step 5.

The Campus/community organizer

One lesson learned during the SPARC study was the importance of building a coalition with even or equal representation from the college and the community. In the SPARC study, the campus/community organizer was an employee of the university. For the purposes of the study, the strengths for this placement outweighed

the weaknesses. For example, the campus/community organizer had access to university administrators, students, and resources, as well as credibility as an official representative of the university.

However, experiences in the SPARC study suggest that targeting and challenging the power of campus officials can be a dilemma for a university-employed campus/community organizer (as well as campus-affiliated coalition members). For example, the targeted official may be the campus/community organizer's supervisor, the superior of another coalition member, or the administrator whose authorization is needed for participation in the SPARC intervention. The locus of decision making power is not always clear or consistent, which can result in environmental strategies being undermined or omitted from consideration altogether.

The alternative would be to house the campus/community organizer in the community, either in a community agency or as an independent contractor. However, it is often difficult for outsiders to penetrate the closed system of the university, making policy-focused interventions difficult.

A comprehensive community/campus approach requires addressing high-risk settings both on and off campus. The policy makers who have the authority to adopt and implement environmental strategies for campus settings and community settings will differ. For example, policies to reduce drinking in dormitories must be adopted by university administrators, but policies to reduce drinking in off-campus student housing are the responsibility of the city council or similar body. A comprehensive approach requires that both settings adopt a set of policies that restrict drinking in some way. A campus/community organizer who is an employee of the university needs to have the freedom to move policies through campus administration as well as work with to change municipal policies. Careful attention to the latitude of the campus/community organizer to work on and off-campus is extremely important to the long-term success of the coalition.

What is a coalition?



Community Anti-Drug Coalitions of America (CADCA) defines coalitions as a formal arrangement for collaboration among individuals, groups or sectors of a community, in which each group retains its identity and all agree to work together toward the common goal of a safe, healthy and drug-free community.

Who Does the Coalition “Speak” For?

As a coalition builds its capacity to develop and then implement a strategic plan, it also builds an identity. Whose views does the coalition represent? Who does it not speak for? These are important considerations to think through and clarify from the outset. This is particularly salient when the coalition advocates for policy changes that may be opposed by certain organizations or sectors. For example, athletic booster groups may not support a campus policy that places new restrictions on tailgating on campus. Likewise, the business sector may oppose the adoption of a community ordinance to hold landlords accountable for underage and high-risk drinking on their properties. Making a decision early in the life of the coalition about a mechanism for organizations or individuals to exclude themselves from supporting a particular policy initiative can help avoid conflict and keep the coalition moving forward during the implementation phase of the strategic plan.

Does the Coalition Officially Represent the University?

To the extent the coalition is comprised of a broad mix of university and community representatives and focuses on implementing strategies that impact the campus and community environments, it is unlikely it can be an exclusive arm of the university. The interests will be too broad. The fact that the coalition may implement strategies that could be challenging for the university administration as well as municipal decision makers highlights the importance of conducting the one-

on-one interviews described in Step 1. To move this work forward, coalitions need a strong base of support across multiple campus and community sectors. The need for a base of support also makes clear the need to provide coalition members with the capacity and skills to generate college and community support for environmental strategies. This does not mean that all members need to become campus/community organizers, but they do need to be comfortable articulating the rationale behind the work and be willing to talk to others to make the case for the strategies and ask for their support.

Other Considerations: Allies vs. Members

Implementing environmental strategies takes people, usually more people than just the members of the coalition. A coalition model that takes this into account has an inner-circle of members and an outer-circle of allies. Allies align on a particular issue. An ally on one issue may not be an ally on another. For example, neighborhood association representatives who are concerned about the impacts of drinking parties in student rental properties in their neighborhood will likely work hard to pass a city ordinance that holds landlords accountable for public nuisances occurring in those rental properties. But they may be less inclined to work for passage of university policies that reduce drinking in dorms. Because environmental strategies often focus on high-risk settings, allies are often those individuals and groups that are affected by the problems occurring in those locations. It is the coalition's job to both identify allies on particular issues and seek their support for policies to address those issues.

Resources



Excellent examples of strong campus-community coalitions that are implementing environmental strategies can be found in: Field Experiences in Effective Prevention (U.S. Department of Education, 2010), which is accessible at: <http://www.higheredcenter.org/files/product/field-experiences.pdf>

Overview of the Process to Develop and Implement Environmental Strategies

SPARC follows a process that closely models the U.S. Substance Abuse and Mental Health Services Administration's (SAMHSA) Strategic Prevention Framework (SPF). Central to the process is strategic progression from assessing the community to sustaining

community action developed through a coalition engaged in thoughtful planning. Assessment, broadly defined, is an on-going activity that includes collecting data, building coalition capacity, and making adjustments in the selection and implementation of evidence-based strategies as community conditions change.

As depicted in the SPARC implementation model (Figure 2), the SPARC intervention involves five interdependent steps:

- 1. Campus/Community Assessment:** Identify and rate the relative importance of factors that contribute to alcohol use and consequences.
- 2. Coalition Building:** Establish and/or strengthen a coalition to take charge of implementing the selected strategies.
- 3. Strategic planning:** Select the best and most promising practices and develop action plans
- 4. Action:** Implement planned campus- and community-based strategies.
- 5. Sustainability:** Ensure coalition is on-going and active, and strategies are sustained/institutionalized,

An important feature of the SPARC community-organizing model is that all stages of the process can be revisited at any time, allowing for both forward and backward movement between stages. This “re-assessment pathway” acknowledges the coalitions’ and campus/community organizers’ need to continually assess current efforts and situations based on new information.

This overview of the SPARC intervention provides the context for understanding the underlying principles of the model. SPARC’s emphasis on community action and policy change sets the stage for reducing alcohol-related problems that may seem intractable and beyond the reach of both professionals and residents concerned

about the health and safety of the community. But achieving success requires careful attention to doing the work in effective and efficient ways. It is important to recognize that implementing environmental strategies and working for policy change can be a long and arduous process; it requires a large contingent of individuals who are dedicated to making sustainable and effective changes to improve the quality of life on college campuses and surrounding communities. Despite the size of the challenge, research and experience have shown that this approach works and is therefore worth the effort.

Getting Started

The key to initiating the work is deciding the best center of gravity for the intervention. A couple of questions are important at this juncture:

- **Is a core group of people already ready to begin the work?** SPARC is best implemented using the coalition framework, so having an initial core group to initiate the planning is an important asset as you think through how to get the ball rolling. But either expanding the core group or developing a new coalition is essential.
- **Will SPARC be integrated into an existing coalition already working on campus?** Working within an existing coalition structure has pluses and minuses. For example, an existing group has the potential to provide guidance and move the work more quickly than developing a new group. On the other hand, an existing coalition may be set on a specific course that is not compatible with SPARC.

Regardless of whether the starting point is an existing coalition or a new one, other people need to be involved in SPARC from the beginning. At a minimum be sure to recruit people from campus to help get started.

SPARC Step 1: Conduct Assessment

High-risk alcohol use, defined as the consumption of five or more drinks in one sitting for males and four or more drinks for females, is a pervasive problem on many U.S. college campuses and contributes to a range of adverse consequences. What are those problems on campus and in the surrounding community? Where does high-risk drinking take place? Is it in the bars? At off-campus parties? In college sports stadiums? Do campus norms and culture permit or encourage this behavior?

The goal of assessment is to learn the specifics about the “local conditions” on campus and in the community that need to change, in particular the norms and settings that contribute to these conditions. Local conditions describe community-specific problems (CADCA, 2008a), which are:

- **Specific:** reflect features of the community that are producing risk
- **Identifiable:** community members can describe how, when and where problems exist
- **Actionable:** are of a scope and scale that local communities can have an impact on them.

Local conditions translate a problem like “high levels of alcohol availability” to “too many bars in the downtown area between 6th and J Street.” Understanding these conditions helps identify specific actions to change the environment around high-risk drinking. Examples of high-risk settings include bars, Greek organizations, liquor stores, tailgate parties, home parties, and other locations often associated with heavy drinking.

To Get the Right Answers, First Ask the Right Questions.

The goal of the SPARC assessment is not to determine which individual students are most at risk and then provide assistance and support (or impose a consequence) to reduce their high-risk drinking. Instead, the goal of SPARC is to identify and then alter the larger

Goal of SPARC Step 1



Be able to clearly articulate local conditions that contribute to high-risk drinking and its consequences. These conditions should be framed (1) around environments and (2) as actionable. The assessment needs to address both on- and off-campus settings and norms.

physical and social environments to prevent and reduce alcohol-related problems that affect multiple segments of the community.

The four domains of environmental strategies used in SPARC are:

1. Availability of alcohol
2. Alcohol prices and marketing
3. Harm minimization
4. Norms concerning high-risk drinking

Generally, it takes three to four months to conduct the initial SPARC assessment. In order to move strategy implementation forward, this timeline should be set as a goal. An assessment that drags on can result in coalition members feeling like the group is not “doing anything.” Many people join coalitions in order to take action.

Who should be Involved in Assessment?

Many people can and should be involved in identifying the nature and scope of high-risk drinking and its consequences on campus and in the community. The campus/community organizer needs to coordinate the assessment process, and most importantly, to keep the focus on identifying high-risk environments and the campus and community norms that need to change to reduce problems.

To build a powerful coalition the campus/community organizer needs to recruit a diverse group of people who are affected by high-risk drinking and want to take action to reduce problems. These individuals are responsible for developing a complete and accurate picture of problem environments and norms as well as identifying others who can help paint a picture of the campus and community environment. For example, students can provide important anecdotal information about culture and norms concerning alcohol use; campus and community law enforcement can share information on patterns of calls for service and incident and arrest data; campus administrators can provide summaries of student self-report data on student alcohol use behaviors and consequences; and neighborhood groups can shed light on where off-campus parties and heavy drinking take place.

The assessment process also helps the campus/community organizer expand the cadre of concerned stakeholders interested in working on alcohol issues. These individuals will form the foundation of the coalition, which serves as the vehicle to implement evidence-based strategies that address the specific local conditions identified in the assessment.

How to do Assessment

What information has led to a campus and community concern about high-risk drinking among students? Has a recent drinking-driving crash occurred? Have students been taken to the emergency room after a house party? Perhaps a fight broke out in the streets after closing time at the bars. These kinds of incidents can galvanize the community into action. And while the incidents alone are important, conducting an assessment provides a deeper and more complete understanding of the alcohol problems that exist in the campus/community environment.

The SPARC Intervention calls for three methods for gathering information on the local conditions to describe campus and community alcohol-related problems. Each serves a unique purpose and all three work together synergistically to inform one another. They include one-on-one relational meetings (one-on-ones), environmental scans, and empirical data based on formal assessments, such as student surveys. **Table 1** provides examples of the kinds of information these types of assessment can provide.

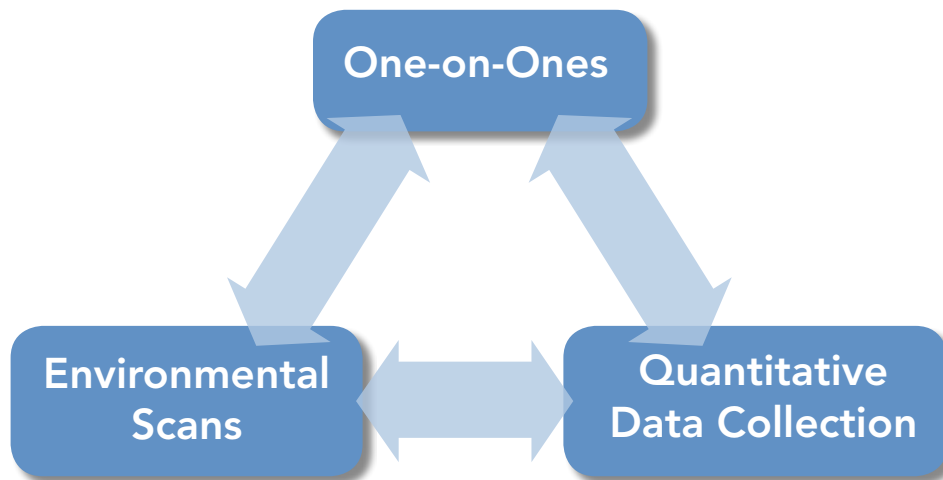
TABLE 1: Examples of Assessment Data

Settings where high-risk drinking occurs	Norms surrounding high-risk drinking	Prevalence of high-risk drinking	Harms/consequences of high-risk drinking
<ul style="list-style-type: none"> • House parties • Dormitories • Liquor and convenience stores • Neighborhoods • Bars and restaurants • Community events • Sporting venues • Tailgating events 	<ul style="list-style-type: none"> • “Work hard, play hard” • “We’re a party school” • “You can get away with anything in these dorms” • “Cops don’t care” • All-you can-drink specials • Campus alcohol promotions 	<ul style="list-style-type: none"> • 30-day use • 30-day binge drinking • # of drinks per setting • # days drunk in typical week 	<ul style="list-style-type: none"> • Injuries to self • Injuries to others • DWI • Sexual assaults • Fines & arrests • Crime & violence

As depicted in **Figure 3**, the SPARC assessment process is a continuing sequence of information gathering, synthesis, and reflection. It is not a linear process. Information gathered from one-on-ones may serve as a catalyst for a type of environmental scan that should be conducted. For example, in one-on-ones with people who live in neighborhoods that have student housing,

it is not uncommon to hear about house parties as a major location for high-risk drinking and neighborhood disruption. Following up on this information with a deeper environmental scan can provide valuable specificity about student drinking and the settings in which it occurs.

FIGURE 3: **SPARC Assessment Process**



Conduct One-on-Ones

SPARC relies on one-on-ones to form relationships and to gather information. One-on-ones are a key tool in community organizing. This process has many advantages to help set up the coalition for success over the long haul:

- It puts the coalition into contact with many segments of the campus and community and can lead to a deeper understanding of high-risk drinking and its consequences.
- It builds a deeper awareness of the coalition and its work than more traditional public awareness efforts.
- It builds trust between the campus/community organizer and coalition members.
- It enables a more accurate matching of coalition members to the tasks required to carry out SPARC.
- It identifies a core of people who can be called upon to assist in small but meaningful ways when implementing environmental strategies.

One-on-ones can be conducted by anyone with the interest and training to carry out the process. Campus/community organizers, prevention coordinators, student health personnel, prevention coalition members are all candidates to conduct one-on-ones. All that is needed is a commitment to build relationships with the people with whom they are talking that will extend beyond the initial meeting.

A one-on-one is a personal conversation with an individual community member. In the conversation, over the course of one or more meetings interviewers can learn about priorities, concerns, areas of commitment, and available resources. One-on-ones help the coalition develop an understanding of where high-risk alcohol-related behaviors are occurring, what the nature of the problem is in those settings, and what is being done about it. One-on-ones also help the coalition get a better sense of the culture and norms surrounding alcohol.

One-on-ones are also important because they help to develop relationships. Those conducting one-on-ones gain a deeper understanding of the other person in the

conversation, including his or her views on high-risk drinking by college students. The nature and depth of the relationships developed in one-on-ones furthers the coalition's ability to mobilize the community into action when the time comes.

For every five one-on-ones conducted, one person may be appropriate to join the coalition at a future time.

Conducting one-on-ones also:

- Helps identify both sources of data and the human resources to collect it
- Builds a core of committed individuals that can be brought into the work at appropriate times during the implementation of strategies
- Brings individuals to the coalition as active participants with a full understanding of the group's mission

The One-on-One Process

The core of a one-on-one is the art of listening to one another. This process is most often begun by initiating a series of informal discussions with community members to learn about them, their families, their perceptions of their communities, their hopes and dreams, and so on. Listening forms the foundation for developing relationships with one another.

An effective one-on-one is conducted by asking open-ended questions and engaging in active listening. The process differs from traditional key informant interviews in that the primary goal is to build a personal relationship rather than collecting information on the nature of the alcohol problem. People conducting the one-on-one both learn about the person being interviewed and share information about themselves to set up the potential for future interaction to elicit information about alcohol related problems and their level of interest in working to address the problems.

Where to Hold One-on-Ones?

One-on-ones can take place anywhere both parties are comfortable. Sometimes they are conducted in living rooms, sometimes in coffee shops; often they are held in someone's office, other times the conversation occurs while taking a walk. The important consideration is

FIGURE 4: **One-on-ones**

Basis of One-on-Ones

Relationship Building—An ongoing process of deepening understanding of the community and its members

The stick person:

- What is important to her/him?
 - What are her/his priorities?
 - What are her/his joys?
 - What are her/his concerns?
 - What makes her/him tick?
- What does she/he like to do?
 - What does she/he want to accomplish in the next:
 - 3 months
 - 1 year
 - 5 years?

What did you learn about the person that can further your work?

whether the environment is conducive for an easy conversation in which both parties are getting to know one another.

Setting up the Meeting

Generally speaking, meetings should be set up through voice communication, such as a phone call or a face-to-face conversation. While email is convenient, it tends to be impersonal and may not be the best way to begin a new relationship. Remember that many of the meetings will likely be held with individuals who are not “professionals” in the prevention field. Rather they are community members who have concerns or experiences with alcohol issues but make their living in other areas.

Conducting One-on-Ones

Doing a one-on-one is not difficult, but the process is different from what most prevention practitioners are used to. And while the interviews are open-ended, they do have structure. There are three elements to a successful one-on-one:

1. **The Credential.** The credential tells the person the reason for the meeting. It provides a frame for the person understanding who you are and why you want to talk. This part could sound like: “Hi, I am _____ from _____ and I am working to prevent alcohol problems in our college community. I am talking with a lot of community members/folks on campus to understand how these problems impact all aspects of our town/campus. I would like to talk with you for 15 or 20 minutes to hear your thoughts and any concerns you may have.”
2. **The Conversation.** The conversation is intended to encourage the person to be as forthcoming as they can about themselves, their interests, joys, and concerns. Stories are a good way to get the conversation going. Sharing personal experiences can make it safe for the other person to open up and share something of importance. This conversation is not about recruiting the person to be a coalition member, at least not during the first meeting. The conversation could begin with: “How long have you lived in this town? Has it changed much since

you have lived here? What do you like about living here?” If you are doing most of the talking, the conversation has gone astray.

- 3. Next Steps.** Closing the one-on-one is as important as the opening. The goal is to keep the relationship going. Careful listening will help assess how to proceed as the conversation comes to a close. Ideally, the end result is another meeting at some future point. The relationship can be both deepened and a potential connection to the work established in a second or third meeting. Also ask if the person can recommend others for one-on-ones. A typical closing could be: “Well, I really appreciate the time you have spent with me. I have learned a lot about this campus/neighborhood/town/community. I will be having conversations like this with many other folks. Are you willing to be contacted again as our work progresses? Is there anyone else you think I should talk to who might be interested in sharing some of their thoughts and views on this issue? Thanks ... I look forward to talking with you again in the near future.”

An example of a one-on-one script can be found in **Appendix 4**.

Alcohol problems exist both on and off campus: As a result it is critical to understand how alcohol-related problems play out in neighborhoods, in bars and restaurants, in liquor stores, in convenience stores, at community events, at sporting events, in dorms, in fraternities and sororities ... in all community settings. To gain a deep understanding of the issues the following are examples of people to hold one-on-ones with.

Community

- Neighbors near off-campus student housing
- Multi-unit housing property managers
- Merchants near student housing
- Merchants near alcohol outlets
- Neighborhood association members

Campus Representatives

- General students
- Student leaders
- Administrators

- Residence life staff
- Student health
- Campus police
- Coaches
- Fraternity and sorority members

Community Organizations

- Law enforcement
- Chamber of Commerce
- Service club members
- City officials
- City staff
- Local community coalition members

The following are examples of things to learn about during one-on-ones:

Settings and environment

- Where is high-risk drinking taking place?
- How are students accessing alcohol?
- In what ways is the community impacted by student drinking (e.g., trash, crime, vandalism, noise, quality of life, property values, law enforcement response, etc.)?

Alcohol norms and culture

- How much do people think college students are drinking?
- Is the whole student body drinking like this?
- Where do high-risk drinking behaviors take place?
- Is everyone in those settings drinking heavily, or are some not? What about all the students who are NOT in that setting (e.g., the students who are at the library, not the fraternity house)?

Past efforts to address problems

- What has the campus done to address high-risk settings?
- What has the community done?
- How have elected officials been involved? Law enforcement? Other key groups?

Deciding How Many One-on-Ones to Conduct

The big question is how many one-on-ones are enough? The CMCA project at the University of Minnesota suggests conducting 100 interviews. In the SPARC study, campus/community organizers conducted an average of 107 one-on-ones. This may seem overwhelming to a college with few staff members committed to this work. Conducting this many interviews is more feasible if a number of individuals are trained to conduct one-on-ones. It is probably safe to say that one-on-ones with at least 25 individuals should be conducted to have sufficient information to move onto the next step in assessment. Because one of the goals is to hold repeat meetings with those interviewed, it is possible that interviews with 25 individuals could yield 50 to 70 one-on-ones. It is critical that follow-up occurs if the person interviewed is receptive to a subsequent meeting. Regardless of the number of individuals interviewed, the goal is to gain a deeper understanding of the settings and campus/community norms that contribute to high-risk drinking and resulting problems.

Using Information from One-on-Ones

Information gained during one-on-ones serves as the roadmap for the next steps of the assessment. Understanding more about the high-risk settings and norms that contribute to campus/community alcohol problems is important in order to determine the most appropriate strategies for addressing problems. For example, engaging in environmental scans of settings identified through multiple one-on-ones deepens the understanding of the nature of high-risk drinking and its consequences in certain environments. Also, it is important to have a better understanding of the sources of the norms that support these behaviors. This information, along with the data on the harms and consequences associated with high-risk drinking, paints a picture of the problem and informs the selection and implementation of a particular mix of environmental strategies. One-on-ones shed light on what additional information is needed.

It may seem daunting to collect this much information, and even more daunting to determine what to do with it and how to use it. While one of the most important outcomes of a one-on-one is relationship building, the other is determining the principal concerns regarding high-risk drinking on college campuses and surrounding communities. Written notes from each interview on key issues and concerns mentioned by individuals are very helpful to identify common themes across one-on-ones. For example, a number of people may say that the most problematic drinking takes place at tailgating events on campus rather than in nearby bars. Issues like this should be highlighted and will become a key part of the coalition's strategic plan, described in Step 3.

Moving to the Next Assessment Phase

One-on-ones give a sense of the degree to which the people interviewed have an accurate sense of the drinking culture. The next two parts of the assessment—environmental scans and survey and archival data collection—will help with a more precise assessment of actual problems. Information from the one-on-ones should point to specific things to look for to better understand high-risk campus and community settings. For example, if people think that there is high-risk drinking in bars, then the next step is to assess bars environments. If football games are identified as a big problem, that setting warrants attention. Scans and data are needed to verify information gained during the one-on-ones.

One-on-ones also helps narrow the types of information to collect. For example, if the one-on-ones with law enforcement officials reveal that they do not see a lot of alcohol sales to minors, there is little reason to conduct compliance checks. The one-on-ones provide direction to the coalition as it decides where to focus its attention and how to spend its resources.

Conduct an Environmental Scan

What is Scanning?

Environmental scans are exercises that contribute to a better understanding of the campus culture and how, when and where high-risk drinking is occurring. They provide a real description of the problem, not just numbers on a survey. Scans also reveal discrepancies between the perceived amount of student drinking and the actual amount that is taking place. Scanning methods include activities, such as walk around tours, and participant observation of settings such as college parties, tailgating, bars, and liquor stores.

What is an Environmental Scan?

An assessment method that gathers visible information on local conditions surrounding alcohol, including looking at number of alcohol retailers, promotional materials, etc.

What kinds of information do environmental scans provide? The following examples help paint a picture of the campus environment and, coupled with the one-on-ones and other survey data, provide the information needed to focus prevention efforts and select and design interventions:

- How is alcohol promoted and made available to campus members?
- How is alcohol discussed and portrayed in campus media (including official and underground publications)?
- How many alcohol outlets are located near campus, both on- and off-premise locations?
- What are the sales and service practices like? Are IDs checked? Are there “happy hours” or other drink promotions?
- Are there alcohol ads or symbols on the walls and in student rooms in the residence halls?
- What do the neighborhoods look like where students live?
- What do the student-oriented drinking environments look and sound like?
- How are the neighborhoods around campus impacted by student alcohol use?
- What do parties and events look like?
- In what ways do campus bookstores promote a culture that involves alcohol?

This descriptive information is difficult to capture on a typical student survey. In the SPARC study campus/community organizers reported that scanning data drew their attention to the settings where high-risk drinking was occurring and its impact on the larger campus community. Walking a neighborhood after a large party can reveal problems that would otherwise go unnoticed. Talking with neighbors after a student party can cast a new light on the consequences of these events. Attending the party as an observer is also enlightening. It is one thing to know that student parties can generate calls to the police for service and quite another to observe the kinds of problems and nuisance behavior that generate those calls.

The SPARC Intervention draws on the *College Alcohol Risk Assessment Guide (CARA)* for guidance in the types of settings and norms to scan. CARA was developed by the Higher Education Center for Alcohol, Other Drug Abuse and Violence Prevention and funded by the U.S. Department of Education (2009). It describes methods and exercises campuses can employ to gather and organize information about alcohol use and associated negative consequences. The SPARC assessment

Environmental Scanning



“[Scanning exercises] give people a better understanding of what problems are occurring on campus. By examining campus and community environments, they learn where and when problems occur, which in turn helps them understand why problems occur. If they understand the environmental factors influencing problems at their school, they then feel they know how to make changes to reduce those problems.”

—CARA Guide, p. 7

incorporates elements of CARA in that it recommends developing a campus profile by using methods that include conducting one-on-ones, documenting activities in settings where alcohol use is occurring, and exploring the obvious and subtle cues that support the normative expectations surrounding the use of alcohol.

All SPARC study intervention sites used one or more of CARA scanning exercises, which can be found in **Appendix 1**.

Like SPARC, CARA emphasizes the importance of developing relationships with people interested in and committed to reducing specific alcohol-related problems both on and off campus. The environmental scanning exercises, along with other data collection methods described in the next section, draw the attention of campus members to those factors in the environment that contribute to alcohol-related problems.

The Bottom Line

Scanning helps provide perspective. It narrows the issues that require attention and provides information that assists in prioritizing which settings and conditions require the most immediate attention. Scanning also creates the kind of understanding of the issues that provides credibility to the coalition. It allows coalition members to speak with authority. Being able to describe a party environment in terms like “You know the house with the skull flag that has all the beer bottles outside every Saturday morning?” demonstrates to all concerned familiarity with the community. Community members are much more willing to listen to and talk with people who understand the problem from the inside. Finally,

Remember:



Focus on both campus and community.

scanning helps deepen the coalition’s conviction about the importance of the work. Learning about problems firsthand makes them hard to ignore.

Collect Survey and Archival Quantitative Data about Problems

Information collected through one-on-ones and environmental scans is complemented by collecting and examining prevalence and consequence data. The third piece of the SPARC assessment is quantitative data on the various problems individual students experience related to alcohol use. Of particular interest are indicators that measure “the nature, magnitude, or incidence of problems” (CARA Guide, p. 14). This data collection process is more structured and formal than one-on-ones or environmental scans. These data tend to be highly valued because “they can both be replicated and withstand scrutiny” (CARA Guide, p. 21). This information further assists with identification of high-risk settings or campus/community norms about drinking and is crucial to creating a complete picture of how high-risk drinking impacts the lives of students.

Many colleges and universities already collect data on the prevalence of student alcohol use and indicators of related problems. The analysis section of CARA refers to this and provides guidance on the types of data to collect. The Core Institute’s *Alcohol and Drug Survey*

“Going through the SPARC Intervention’s assessment process helped us create a better understanding of our own campus culture and where, when and how high-risk drinking was occurring. It made the problem real...not just numbers on a survey.”

and the American College Health Association's *National College Health Assessment Survey* are commonly used questionnaires. The benefit of using an instrument used in statewide or national surveys is that results may be compared with state or national data.

It is important to be strategic about what data to collect; otherwise the process can become all-consuming. Why are these data important? First, data can provide an accurate picture of the nature and scope of problems. Second, data helps explore issues raised through one-on-ones to sharpen the focus of survey questions, as one-on-ones may uncover a few settings that are most problematic or specific alcohol-related consequences that students are experiencing. Finally, it allows for repetition of the same collection methodologies for future comparison to help the coalition determine whether intervention strategies are having an impact on problems.

Examples of the kinds of data that would be helpful in understanding problems and developing responses are included in **Table 2**. Data collection can seem challenging to those who have not done it before. One of the great benefits of college campuses is the proximity to faculty researchers who know how to collect, analyze, and use data. Some of this information may already be

collected by faculty researchers. It might be productive to consult with faculty researchers for advice and potential collaborations.

The Bottom Line

The assessment process should not get bogged down in data collection and analysis. Most campuses/communities can do this in three to four months. Assessment is an important process, but it is a means to an end. By the time the coalition has done one-on-ones, scanned the campus/community environments, and collected and reviewed survey and archival data on individual impacts, the problems and settings needing attention should be obvious. Some mix of problems, such as out-of-control house parties, serving intoxicated students in bars, selling alcohol to underage students, high-risk alcohol promotions, lax campus policies regarding drinking on campus, or price wars creating deeply discounted drinks at bars, will likely rise to the top of the list. Assessment points the coalition to issues that have to be addressed now. An initial focus on a task that can be accomplished fairly easily builds trust and support for the coalition on campus and in the community (see Step 4: Implement and Action Plan).

What is Next?

Now that the campus and surrounding community problems are identified and well understood and clearly described, what is next? Who will work on the problems? How can a powerful coalition with the skills and power to tackle these problems be organized? Who decides which problem to tackle first? Who else needs to participate in solving these problems? How these and other similar questions are answered can make or break a coalition. The ability to engage people with the right set of skills to engage in meaningful work is at the heart of a coalition's success and discussed in SPARC Step 2.

Scanning Resources



The College Alcohol Risk Assessment Guide includes information on environmental scan and quantitative assessments. It can be downloaded free from the Higher Education Center's website at <http://www.higheredcenter.org/files/product/cara.pdf>.

Implications for Sustainability



Community assessment is an essential coalition function. Campus/community coalitions need to remain relevant in the eyes of the stakeholders and funders to receive on-going support. Because alcohol problems change over time, the need for timely data and information is ongoing. Collecting qualitative and quantitative data about how your alcohol problems are changing will help ensure your coalition is focused on addressing the "most important" problems in your community.

TABLE 2: Survey and Archival Data that help capture information about college high-risk drinking

TYPE OF DATA	HOW TO COLLECT?	WHY TO COLLECT?	SOURCE(S)?
Measures of high-risk drinking			
Days drank alcohol in past 30 days Days/month binge Days get drunk in typical week	Student survey	Provides guidance on the nature and extent of the problem	Student self-report
Alcohol-related consequences			
Memory loss Passed out Verbal arguments Sleep/study interrupted Poor performance on test/project Fights; trouble with police Threats of physical violence Victim of crime Personal property damaged DWI Harassment Sexual assaults	Student Survey; Review archival data	To understand what the consequences are; to help make the case for why to address high-risk drinking. Also begins to point you to where problems are occurring.	Student self-report; Police incident data
Injuries			
Count and types of student injuries experienced and/or caused to others (e.g., vehicle accidents, falls from height, sexual assault injuries, stab wounds, burns)	Logs Review of archival data	To understand what the consequences are; to help make the case for why to address high-risk drinking. Also begins to point you to where problems are occurring.	Campus health services; ER department
Locations of high-risk drinking			
House parties Dorm Nearby liquor & convenience stores Neighborhoods Bars and restaurants Community events Sporting venues	Student survey; Ask students place of last drink	Helps you understand what types of interventions are needed to reduce the consequences in these settings.	Student self-report; Campus student affairs; Police department
Incidents and violations			
DWI arrests	View archival data; set up DWI checkpoint	Helps you understand what types of interventions are needed to reduce the consequences in these settings.	Police department; highway patrol
Underage alcohol possession or consumption	Incident data		Campus PD, local PD, sheriff's office
Alcohol Sales to underage persons	Compliance checks		Local PD
Noise violations	Police calls for service		Local PD, sheriff's office

CARA also provides useful analysis tools online on the Higher Education Center's website (www.higheredcenter.org/files/product/cara.pdf)

SPARC Step 2: Build the Coalition and its Capacity

Coalitions are not static. They are constantly changing as members build their skills and expand their abilities to collectively tackle issues. Therefore, SPARC Step 2 does not have discrete start and end points. Strategic thinking about what skills are needed—and when they are needed—is central to Step 2 in order to achieve success. However, sometimes building (or refining) coalition capacity is essential. This chapter identifies those times as well as the skills and people needed to do the work.

Building and sustaining the coalition is an investment that takes time, initially four to five months. But sustaining the effort and capacity building is ongoing throughout the life of the coalition. The goal of this step is to build the coalition and develop the competencies of its members to facilitate their understanding of environmental change and community organizing. Step 2 also sets the stage developing a comprehensive strategic plan to address high-risk drinking.

In practice, a core group serves as the vehicle to launch the initial strategic planning. At some campuses an existing small group of people is ready to work on reducing problems related to high-risk drinking. In that case, the campus/community organizer broadens the group, with the intent of developing a strong base of support of people and agencies, both on campus and in the larger community. The campus/community organizer, in collaboration with the coalition, develops and implements a strategic plan focused on carrying out environmental strategies. To do this, the newly formed or expanded coalition needs to build a base of members with expertise and skills so that the group has the power needed to change deeply rooted community norms and high-risk behaviors.

Goal of SPARC Step 2



To build the campus/community coalition and the competencies of its members in order to facilitate their understanding of the concepts of environmental change and community organizing, as well as to set the stage for actively engaging in the development of a comprehensive strategic plan to address high-risk drinking.

The Role of the Campus/community organizer in Building Coalition Capacity

Most coalitions start with a small group of individuals who are either given the responsibility to address this issue or are concerned about high-risk drinking and want to create change on their campus and in their community. Coalition membership grows in two distinct but overlapping phases:

- **Phase 1:** Gathering the “right” people to develop a strategic plan, based on the assessment
- **Phase 2:** Identifying the appropriate people to implement the plan

A common pitfall of newly forming coalitions is failure to recruit people with the appropriate skill sets at the right times. For example, if the members are “doers”—people who want to take action—but wind up spending months developing a strategic plan, by the time it is finalized, these action-oriented members are fed up with all the talking and are burned out on the coalition. On the other hand, process-oriented people who are good at developing strategic plans may not necessarily be adept at implementing the policy changes and taking other specific actions called for in the plan.

Similarly, it can be counterproductive to recruit process-oriented community members to the coalition when the task at hand is carrying out community organizing and implementing environmental strategies. Failure to recruit people whose passions, interests, and skills match the needed activities and tasks may result in the loss of involvement and support of the coalition members. The campus/community organizer, and by extension the coalition, must engage in an ongoing assessment of the skills that are needed at a given point in time and then recruit individuals with those skill into the group. Doing so increases the likelihood that members feel both valued for their contribution and are committed to on-going participation.

Of course, some coalition members have both strong process skills and the interest and capacity to engage in supporting the selected interventions. Some members who are not as skilled or interested in certain aspects of the work may want to remain in the group because of its mission and focus. These individuals may serve on the coalition throughout its many stages and cycles. In both recruitment phases, coalitions need to engage individuals with process skills and implementation skills to build a group that can best produce the needed

A Word about Training



Training is an on-going process in both the development and maintenance of a coalition. SPARC’s embracement of environmental strategies as the framework to reduce high-risk drinking in college communities requires providing training on the overall approach very early in the life of the newly forming coalition. Training is also critical to successfully develop a strategic plan, conduct one-on-ones, and select and implement best-practice strategies. Successful coalitions engage in training on a regular basis, both to develop skills and increase capacity as well as to engender and sustain commitment to the work of the group.

products and actions at any specific point in time. Good communication about the phases of coalition work and the need for specific skills at various points will help members feel valued and productive as the group moves forward. Keep in mind that the roles of coalition members may change as the work progresses and people see different ways that they can contribute to responding to problems related to high-risk drinking.

On campuses and in communities with functioning coalitions assessing the membership, the current phase of development, and existing needs will identify others who should to be recruited to strengthen and complement the existing membership and move the work forward.

Who should be involved?

The one-on-ones completed in Step 1 provide a solid foundation for building the coalition base. It is likely that many of the community members participating in one-on-ones will be candidates for inclusion in

Scanning Resources



The College Alcohol Risk Assessment Guide includes information on environmental scan and quantitative assessments. It can be downloaded free from the Higher Education Center’s website at <http://www.higheredcenter.org/files/product/cara.pdf>.

Phase 1 or Phase 2 of building coalition membership. Those one-on-ones are the means for gaining an understanding of person so that the campus/community organizer can accurately assess whether their interests and skills match the coalition's needs.

On a college campus, potential coalition members or stakeholders are those who are affected by and/or concerned about high-risk drinking. Many, but not all, are individuals who participated in one-on-ones.

Phase 1: Recruiting members to develop the strategic plan

In this phase of coalition building, it is particularly important to involve individuals that share similar perspectives about the causes and contributing factors to high-risk drinking. These are people that “get” that the locations where problems occur are important contributors to problems and require intervention. They are often politically astute. They recognize that societal forces, including laws and norms, shape behavior and are willing to consider policy and other environmental solutions as appropriate interventions.

It is also important to involve process-oriented people who are familiar with or engaged in planning as a regular part of their job or have some skill in this area. People often suited for strategic planning include:

- Neighborhood watch leaders showing an interest in strategic planning
- Retired or non-working professionals from impacted neighborhoods
- Campus administrators
- Local high school superintendents
- City managers
- City planners
- Police chiefs or county sheriffs
- Non-profit directors

Individuals appropriate for Phase 1 possess both the willingness and skills to engage in strategic planning, including:

- Ability to access data to support the planning process
- Capacity to see the “big picture”, thinks in terms of a “vision” for the campus and community
- Willingness to tap into existing personal and institutional relationships on behalf of coalition
- Ability to work well in groups
- Willingness to attend coalition meetings as well as any sub-committee meetings
- Capacity to mobilize resources to address the issues identified in the planning
- Strong small group and facilitation skills

Phase 2: Recruiting members to implement the plan

As the strategic planning is well underway and nears completion, the coalition will likely require some new members with different interests and skills. What is now needed are people who can implement the strategic plan. These are individuals who are ready for change and excited about carrying out selected strategies. It is important to recruit people whose skills match the activities required to implement the strategy. For example, if conducting alcohol outlet compliance checks to prevent the sale of alcohol to minors is a selected strategy, recruiting a police department representative who has the power to authorize the participation of enforcement personnel is essential. Or, if adoption of a local ordinance to require merchant responsible beverage service is a selected strategy, recruiting members with influence on policy makers who can pass this policy would be very helpful.

Individuals often suited for implementing environmental strategies include:

- Police captains or lieutenants
- Neighborhood association/block watch leadership
- Mothers Against Drunk Driving leadership
- Campus administrators with major decision making authority
- Greek organization leadership
- Student officers

- Representatives from merchant associations
- Campus staff (residence life, student affairs, student health, campus security)

Phase 2 may call for adding new skills to the group. Individuals with commitment and skills as follows can be a tremendous asset:

- Strong public speaking skills
- Deep relationships with neighborhood groups
- Strong writing skills
- Media contacts
- Available time in the evenings to meet with people not at work
- A passion that others can identify with and rally around
- Time, time, time

Over the lifespan of a coalition other individual attributes are needed for it to stay vibrant and effective. These attributes have to be assessed in the context of the work taking place, but remember that those who can contribute need not always be coalition members. Sometimes the most powerful allies for change are those who support the work but choose not to formally join the coalition.

Building Coalition Capacity

In building coalition capacity it is important to engage those most affected by high-risk drinking as well as a smaller group of experts—those who are most familiar with existing policies, enforcement practices, and programs. No one framework for how this occurs exists. Coalitions may operate at some place along a continuum utilizing broad group and small expert input.

In one model of coalition structure, a core group of committed people serve as the foundation of the coalition and drive the activities. However, the models differ in the number of people who attend the coalition meetings. In this example, a small number of people

coordinate the work of the coalition through work groups comprised both of people who see themselves as members of the coalition and those who are willing to work on the issues but not formally join the group. This model has the benefit of efficiency and the ability to attract people who are concerned about problems related to high-risk drinking but don't necessarily want to join the coalition.

A second model is a more traditional coalition structure in which the group is large, with members who not only attend coalition meetings but also work in smaller task groups. In this model the campus/community organizer acts as coalition staff and manages both the coalition and the work groups. It has the benefit of a high level of shared understanding about the work but can potentially "burn out" members by asking them to participate in too many different groups.

Another important issue for the success of all types of coalitions is how to structure decision making. A structure that makes sense is a function of the nature of the membership (grassroots vs. "grasstops"), the scope of work called for in the strategic plan, how potentially controversial the work is, and the members' comfort level with centralized or decentralized decision making. Structures may be:

- a voting process for all decisions
- decisions through a consensus model
- decision making in the hands of a small group of committed and skilled members
- decisions made by the full membership
- a combination of a small group hashing out the issues associated with decisions and bringing back recommendations to the large group for review and validation.

The following are some considerations associated with these factors.

Who has the opportunity to participate in coalition deliberations?

A guiding principle of community organizing is that

those who are impacted by or are concerned about the problem work together to solve it. Their strength comes from their collective power. In developing a coalition consider the following:

- Should the coalition be mostly grassroots—that is, involve residents and others who are most affected by the consequences of high-risk drinking?
- Should it involve the leaders and decision-makers on campus and in the surrounding community (sometimes referred to as the “grasstops”) who may be in a position to change policies and norms?
- Should there be a mix of both community leaders and grassroots community members?

The strengths and weaknesses to each approach are depicted in **Table 3**. Generally, coalitions lean toward the third option, with participation from both “grasstops” and grassroots individuals. Challenges may arise if one or the other heavily dominates the coalition. The right mix of members depends on the specific individuals who are current or potential coalition members. It is important, however, to build a coalition in which all members respect the voices of others and are committed to a culture of mutual respect.

TABLE 3: Comparison of who has the opportunity to participate in coalition deliberations

	← Grassroots	Grasstops →
Strengths	<ul style="list-style-type: none"> • Passionate people • Know how to get people to come together around an issue, make change • Breadth of perspectives; can be more inclusive; more representative of community at large • High level of candor when discussing community ATOD issues without community leaders in the room • Social knowledge • Credibility if involving people who are directly affected by issue 	<ul style="list-style-type: none"> • Individuals can get people in the door to hear what you say; can make the change happen (policy level); have clout • Can appreciate small, incremental changes • Often have or control the money and other resources • Time factor is almost built-in because it’s likely part of their role to address this (i.e., it’s not above and beyond their job) • Can get things accomplished faster • May have expertise and knowledge present (although this is an assumption)
Weaknesses	<ul style="list-style-type: none"> • May have unrealistic expectations; might get discouraged more easily • May use more reactionary approaches to others that could alienate possible allies; • Could burn out • Hard to consistently get people to the table (tough to manage volunteers with other jobs) • Can get bogged down in the process; can be hard to focus 	<ul style="list-style-type: none"> • More inclined to keep things status quo • Do they make lasting change? • Not as much breadth of representation • Could inhibit honest, authentic responses (due to intimidating power in room) • Too much red tape to get things done • “Book” knowledge may not represent reality • Can sound too academic and/or disconnected • Some community folks may not trust the experts

The SPARC model stresses the importance of including grassroots members on the community coalition. But, as is often the case with coalitions, during the SPARC study the intervention sites often ended up with more “grasstop” membership. Generally, professionals are the first to be recruited for the coalition. Often, professionals are more willing to serve because their time is covered by their job and they see the alignment between their job and the work of the group. Grassroots members are harder to bring into the coalition. Because they are often volunteering their time, they need to understand what the coalition is planning to do and how they can assist in tangible, concrete ways. Grassroots members are essential to implementing environmental change, but overcoming recruitment challenges require perseverance.

How Should the Coalition set up a Decision-making Process?

Coalitions need to think about how to structure the involvement of their members. How can the group both facilitate broad involvement of its members while also capturing the deeper thinking that comes from smaller working groups addressing specific issues? As with the grassroots/grasstops issue described above, there is no one right structure. The skill set of a specific coalition plays a major role in the shaping of the participation structure. Some of the strengths and weaknesses of each approach are presented in **Table 4**.

Generally speaking, most coalitions find an appropriate balance between the two styles. The goal is to develop a process that gets the work done, whether during planning or implementing strategies.

TABLE 4: Considerations Regarding How Many Members to Involve in Various Coalition Decisions

Strengths	<ul style="list-style-type: none"> • Get a more accurate picture of issues • Process itself can raise awareness, interest in becoming involved • More ownership of plan • Helps build credibility for coalition (“We had the community endorse this plan in a town hall meeting”) • Doesn’t preclude drawing on the small cadre involvement
Weaknesses	<ul style="list-style-type: none"> • Can be quite time-consuming • Can get bogged down in the process; can be hard to focus • Often requires stronger facilitation skills to manage group • Can surface splits and divisions in the group in unanticipated ways • Can pull the group away from environmental strategies to safer, better understood individual strategies

TABLE 5: Comparison of Two Mechanisms for Coalition Decision-making

	← Consensus	Majority rule →
Strengths	<ul style="list-style-type: none"> • Cooperative dynamic; ensures all voices are heard • Forces the group to vet issues thoroughly • Requires everyone to be involved in decision making • Encourages creative interplay of ideas • Decision reflects the will of the entire group 	<ul style="list-style-type: none"> • Can be more efficient • Can provide solutions to controversial issues • Reflects common democratic norms
Weaknesses	<ul style="list-style-type: none"> • One voice of opposition can undermine the will of the rest of the group • Can be time-consuming and difficult • Avoidance, denial and repression of conflict may exist 	<ul style="list-style-type: none"> • A competitive dynamic is set up, forcing people to choose between different ideas/points of view • Can be more adversarial

How Should the Coalition Resolve Differences of Opinion?

The structure used to make formal decisions has been known to make or break a coalition. Struggling through issues without an agreed upon method of resolution can breed conflict and conflict can scare members away. Conversely, some conflict, if managed and understood as healthy, can strengthen the group. How the group handles difficult issues and comes to a decision should be discussed fairly early in the formation of the coalition. The method used to resolve differences of opinion should be agreed to by as many of the members as possible. **Table 5** explores the strengths and weaknesses of using two mechanisms for coalition decision making.

Many coalitions like to work in a consensus model, which can be a powerful approach when it works. But implementation of specific interventions—some of

which may be controversial—can stir up the passions and self-interests of coalition members, resulting in disagreement. Understanding how these differences can be resolved is imperative.

When does the Coalition have Influence and Decision-making Authority?

By design, SPARC promotes environmental changes to reduce high-risk drinking and related problems on campus and in the surrounding community. This focus on campus and community has implications for who participates in the coalition and the scope of work it adopts. Autonomy of the coalition to make decisions that impact both campus and community environments plays a major role in its ability to reduce alcohol problems. **Table 6** describes strengths and weaknesses based on the degree to which decision making is centralized within the coalition.

TABLE 6: Considerations about Level of Coalition Autonomy

Strengths	<ul style="list-style-type: none"> Encourages sense of ownership and buy-in Brings voice of community to the coalition table 	<ul style="list-style-type: none"> Fits within current “task force” model on many campuses Requires more buy-in and involvement by senior campus administrators (if they have to sign off on decisions)
Weaknesses	<ul style="list-style-type: none"> May alienate the university May take more time & resources (e.g., if setting up an independent non-profit) 	<ul style="list-style-type: none"> Coalition efforts can be stopped by administrators wary of rocking the boat or making difficult policy changes If coalition’s identity is so closely tied with the university, its ability to challenge its ‘host’ may be compromised Non-campus-based community members may feel they do not have an equal voice on the coalition

Training Areas

During the SPARC study, campus/community organizers and their coalitions received intensive training from the SPARC study team to build their capacity in order to conduct the SPARC intervention. Here are some of the topics that were covered, with the general length of training in parentheses:

- Overview of community organizing approach:** This training included a focus on the models of community organizing with a specific emphasis on how the classic organizing approach translates into the alcohol, tobacco and other drug (ATOD) prevention field. This training focused on the importance of building a community voice that has influence and community power, the importance of developing relationships as a basis of community action, and the use of advocacy as a tool to influence decision makers (one to two days).
- How to conduct one-on-ones:** This training focused on how to building the meaningful personal

relationships that are core to community organizing, including practice in listening, asking open-ended questions, eliciting interests and passions from the person being interviewed, and creating a sense of shared commitment to community ATOD problems (one half day).

- Overview of environmental strategies:** This training provided a general overview of the approach and how linking to campus/community settings can assist members to both understand and buy into the work of the group. It also set the stage for future strategy and content specific trainings (one to two days).
- Building and running coalitions:** This was a pivotal training that focused on building skills associated with running and managing a coalition. Skills such as group facilitation, agenda setting, effective decision-making structures, and leadership development were included in this training (one to two days).

- **How to develop a strategic plan:** This training focused on the importance of strategic planning to successful coalition action and how to engage in effective strategic planning and activities associated with developing a well-crafted strategic plan. This training also served as a tool for assisting coalition members to assess what parts of the work best fit their passions and interest (one to two days).
- **How to conduct a policy advocacy campaign:** This training focused on the concrete steps that a coalition should take to effectively advocate for policy change. It covered topics such as how to develop a case statement, prepare model ordinance language, cultivate public support, and ensure enforcement of newly adopted policies (two to three days).
- **Content on specific strategies:** The content training focused on the evidence base for specific strategies and the activities and steps associated with successful implementation. Examples of content trainings include but were not limited to media advocacy, responsible beverage service, alcohol outlet density policies, social host policies, social norms campaigns, and landlord tenant lease agreements (one to three days).

A number of organizations and websites have resources for coalition training to help build the capacity needed to implement environmental strategies using a community organizing approach to reduce alcohol-related consequences. Examples include:

- Wake Forest School of Medicine
- Community Anti-Drinking Coalitions of America
- Center for Substance Abuse Prevention's CAPTs (Center for the Application of Prevention Technology)
- PIRE's Underage Drinking Enforcement Training Center
- Alcohol Justice
- Private consultants such as Sparks Initiatives, or Alcohol Policy Consultants

Technical Assistance (TA) Provided by the SPARC Study Team



The SPARC Study Team from the Wake Forest School of Medicine was the TA provider in the original SPARC intervention. The team provided intensive training and technical assistance on assessment, coalition building, strategic planning, action plans, and sustainability. Each site received an in-person visit to learn how to mobilize and retain community members,

address coalition challenges and barriers, and enforce campus and community policies to reduce social availability of alcohol.

The sites also each received monthly TA calls and the SPARC study team helped organize calls between the campus/community organizers to encourage networking across different campuses.

The Bottom Line

At the end of Step 2, a newly formed or expanded coalition should be well on its way to playing an important and successful role in the community. Generally speaking, the following should have been accomplished:

- A core coalition has been formed with members committed to and skilled in developing a strategic plan.
- Thoughtful consideration has been given to who will be involved in coalition decision making and how those decisions will be made.

- The coalition members both understand and embrace the environmental approach that is the foundation of SPARC.
- Multiple trainings have been conducted to provide core skill sets to support planning and to create a baseline understanding of the best-practice environmental strategies to be considered at a later time.

Careful and strategic selection of core coalition participants, provision of trainings to teach needed skills sets, and an eye towards recruiting the future members needed to select and carry out best-practice strategies provides a solid foundation for moving to Step 3.

Implications for Sustainability



Coalition recruitment and capacity building is an on-going process. As alcohol problems change, so do the membership needs of your coalition. New members are the lifeblood of the group. On-going recruitment of members that want to focus on planning and strategy implementation will help make sure the group does not become stale or passionless. Groups that maintain a mix of long term and newer members have a good chance to attract the necessary resources to continue their work.

SPARC Step 3: Develop a Strategic Plan

By now the coalition should have a good sense of where and how problems related to high-risk drinking manifest themselves and have members from the campus and community who are concerned about these problems and want to address them. Step 3 will work is to develop a strategic plan that includes a comprehensive action plan addressing local conditions through implementation of the best and most promising environmental strategies to reduce high-risk drinking and its consequences among college students.

Some coalition members are more interested and skilled in planning and find this aspect of coalition work gratifying. See Phase 1: Recruiting members to develop the strategic plan (page 41) for a discussion of who should participate in the strategic planning process.

The length of time coalitions spend developing a plan varies and depends in part on the process it has established for making decisions. For the SPARC intervention, it took between three and five months for the coalition to develop its strategic plan.

The Importance of a Clear Planning Approach

One common mistake that coalitions make is comparing their community to others that appear to have similar problems and then deciding to adopt and implement the same strategies as those communities. On the surface, this appears to make sense. For example, one community may have high rates of alcohol sales to obviously intoxicated students. Another campus community seems to have the same issue. The coalition from the other community with this issue implemented a strategy that increased compliance checks targeting off-premise outlets and developed a voluntary server training program. And it seems to be working. Why not just adopt a similar approach?

Goal of SPARC Step 3



To develop a comprehensive action plan for implementing the best and most promising environmental strategies to reduce high-risk drinking and its consequences among college students. Special emphasis should be placed on addressing the settings and norms that contribute to the problem specific to the campus community.

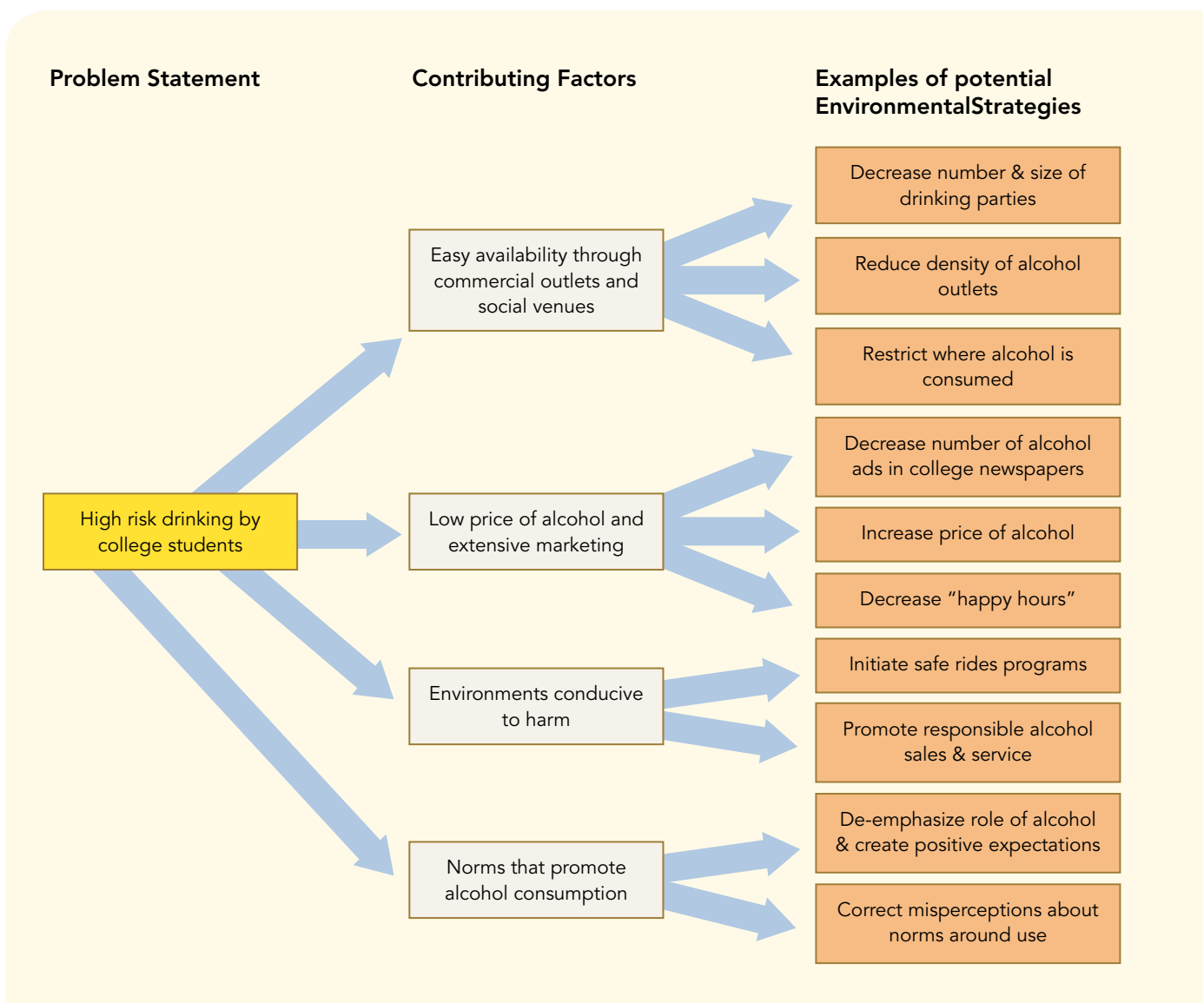
In fact, sales to intoxicated patrons make take place differently in different communities. Perhaps the sales are occurring in on-premise locations, such as bars and restaurants. Maybe voluntary server training will not work because merchants resist providing release time for their employees, necessitating a mandatory approach to training. The critical point is that every community is different. While the overall problem may be the same, the manner in which it plays out will certainly differ in important ways. These differences are sometimes called “local conditions” (CADCA, 2008a). Clearly understanding a community’s local conditions and graphically reflecting this understanding in the form of a visual planning model sets the stage for the implementation of effective interventions.

Since the SPARC intervention is focused on addressing high-risk drinking on college campuses, it developed a sample planning model that can serve as a starting point for strategic planning. While the planning model provides a general overview of the approach, it requires some adapting to local conditions. This is particularly true for accurately identifying the contributing factors that support the problem. Understanding these factors sets the stage for the selection of strategies that will provide the best chance to reduce the problems associated with high-risk drinking. **Figure 5** depicts the overall SPARC intervention planning approach,

including examples of many of the environmental strategies often used to impact social access to alcohol, retail access of alcohol, and community normative pressures.

This approach identifies the problem to be addressed as high-risk drinking by college students. The problem statement clearly articulates the focus of the coalition and serves as the foundation for ultimately selecting interventions. But many potential strategies to reduce high risk drinking by college students exist. How does the coalition know which strategies make sense for its community?

FIGURE 5: SPARC Intervention Planning Approach



Establishing a Problem Statement

Although SPARC was implemented in college communities where problems related to high-risk drinking were clearly recognized, each site still needed to establish its own understanding of the severity and specific nature of the problem. This is important for the coalition as well. Fortunately, if the coalition has conducted a community assessment as outlined in Step 1, it should have survey and archival data to identify the nature and extent of alcohol problems related to student drinking. For example, the coalition may find that the problem of drinking among college students under age 21 is significantly more serious than among older students. In that case, the problem statement might be High-Risk Drinking by Underage College Students. This may seem a minor point, but its significance becomes apparent when strategies are selected because reducing underage drinking likely requires different interventions than those to address high-risk drinking by young adults. The assessment completed in Step 1 assists the coalition in identifying data to shed the best understanding of key problems. Some examples of problem statement include:

- Underage drinking
- High-risk young adult drinking
- Drinking and driving

The process that the coalition uses to review and adopt a problem statement is very empowering. It can unite the group and sharpen the focus of the work by providing a framework for identifying contributing factors that help explain why a problem is occurring. Be sure to keep in mind that reviewing and analyzing data is not for everyone. As discussed in Step 2, it may be more efficient for a small planning group to develop a proposed problem statement and report back to the full coalition.

Understanding Contributing Factors

A natural question arising from a problem statement is “Why?” Why is this happening? What is contributing to these problems? Identifying contributing influences highlights community risk factors.

Like the problem statement, contributing factors become

apparent from the campus/community assessment. Information gathered through one-on-ones and the environmental scans discussed in Step 1 helps the coalition understand the nature, extent, and setting for high-risk drinking in the community. As discussed on page 27, the four main categories of risk to consider are:

1. Availability of alcohol
2. Alcohol prices and marketing
3. Harm minimization
4. Norms concerning high-risk drinking

The extent that these risk factors are contributing to the high-risk drinking identified through the campus/community assessment helps the coalition prioritize which to address and in what order.

Specific environmental strategies link to specific contributing factors.

Potential Strategies

The SPARC study implemented a number of environmental strategies considered best or “most promising” based on the evidence available at the time. SPARC was not designed to look at specific strategies, but taken as a whole, the mix of strategies implemented across the study’s intervention sites were found to be effective at reducing alcohol-related harms (Wolfson et al., 2012).

Selecting Strategies

A coalition’s completed SPARC strategic plan will likely include a number of potential strategies for each identified contributing factor. One of the most important tasks for the coalition is choosing the right mix of environmental strategies to address the local conditions in each community. While the menu of potential strategies is similar in communities, the best mix and dose of selected interventions will vary to reflect the reality that each campus and community is shaped by a complex set of norms and cultures.

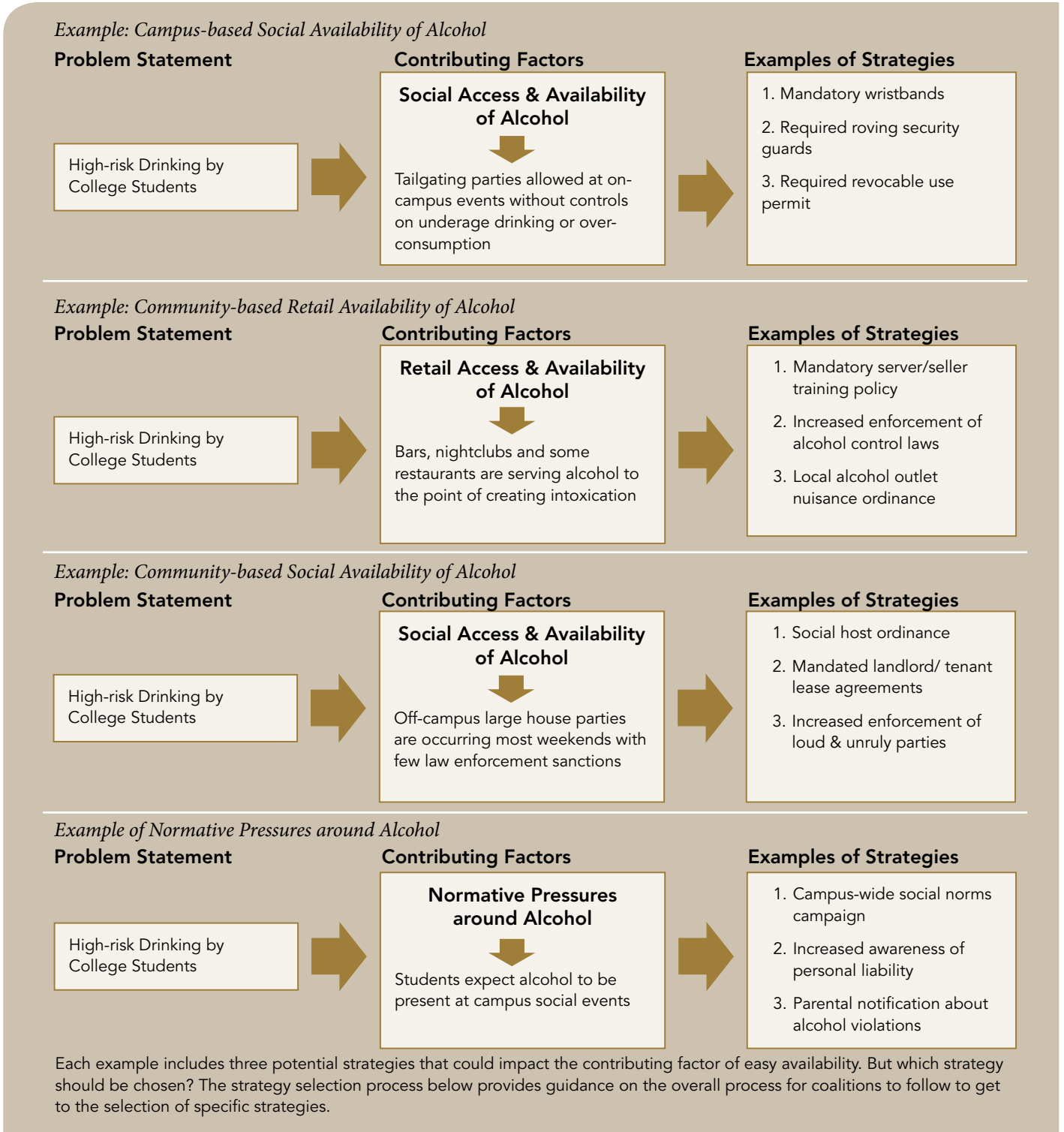
Connecting Evidence-Based Strategies to Contributing Factors

Table 7 depicts four examples of specific strategies that share the same problem statement: high-risk drinking by college students. The strategies tie to well-defined

contributing factors that describe circumstances occurring in the community. These are provided to demonstrate that contributing factors need to be fairly specific to accurately identify strategies. As illustrated, numerous strategies may address a given contributing factor. These examples combine the data-driven identification of contributing factors with best-practice

strategies. Strategies chosen to address local issue depend on the criteria above and the coalition’s capacity to implement them. These examples combine the data-driven identification of contributing factors with best-practice strategies. Strategies chosen to address local issue depend on the criteria above and the coalition’s capacity to implement them.

TABLE 7: Connecting Evidence-Based Strategies to Contributing Factors



The Strategy Selection Process

The process presented in **Figure 6** of reviewing data, identifying problems, and selecting strategies provides the information necessary to develop a coalition's

intervention planning approach as shown on page 50. **Figure 7** depicts the application of that process to a specific problem and set of contributing factors.

FIGURE 6: **Strategy Selection Process**

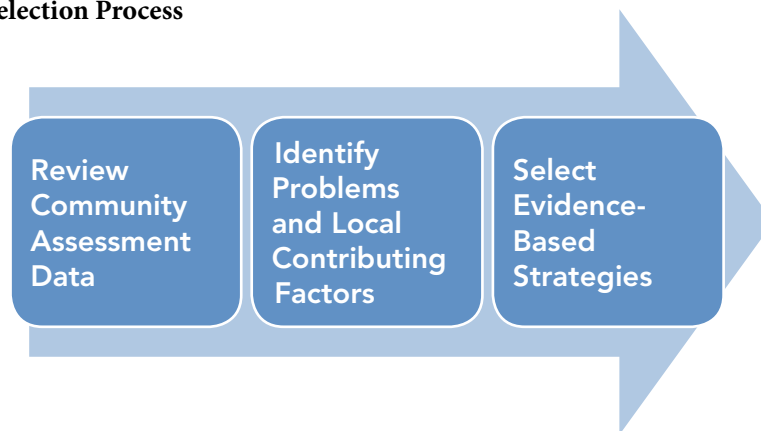


FIGURE 7: **Selecting Strategies**



Table 8 provides an expanded list of strategies, most of which are environmentally focused, that tie to contributing factors that collectively reflect the four SPARC intervention domains of reducing availability, addressing price and marketing, harm minimization, and improving social norms related to high-risk drinking. These SPARC environmental strategies are considered

to be best-practice or promising-practice. They are used to combat contributing factors associated with high-risk drinking by college students. The specific contributing factors a coalition identifies, which should fit within these three general categories, guides the selection of strategies. More detailed resources on how to carry out many of these strategies can be found in **Appendix 3**.

TABLE 8: Examples of Environmental Strategies, by Type of Contributing Factor

Contributing Factors to High-Risk Drinking Among College Students	Environmental Strategies to Address Factor	
Social availability of alcohol	<ul style="list-style-type: none"> • Develop landlord tenant lease agreements <p>Prevent underage access and reduce flow of alcohol at parties</p> <ul style="list-style-type: none"> • Ban beer kegs • Implement beer-keg registration • Limit quantity per request i.e., no 2 for 1 drinks • Do not allow self-service sales • Require server training at campus events where alcohol is served 	<ul style="list-style-type: none"> • Check age identification • Restrict/ban home deliveries <p>Enforce social provision laws</p> <ul style="list-style-type: none"> • Use shoulder tap campaigns • Hire security monitors/guards • Enact noisy assembly ordinance • Enact social-host liability law • Increase law enforcement of loud and unruly parties
Retail availability of alcohol	<p>Limit alcohol sales</p> <ul style="list-style-type: none"> • Restrict sales on campus • Restrict/ban home deliveries <p>Promote responsible alcohol service</p> <ul style="list-style-type: none"> • Serve standard sizes • Prohibit pitchers • Cut-off service to intoxicated individuals • Promote alcohol-free drinks/food • Require manager/server training • Enact dram shop liability • Check age identification • Develop monitoring system • Require server license • Restrict age of seller 	<p>Reduce use of false age-identification cards</p> <ul style="list-style-type: none"> • Penalize users and producers • Design cards that are difficult to falsify <p>Enforce retail provision laws</p> <ul style="list-style-type: none"> • Implement compliance checks • Enact administrative penalties • Conduct walk-throughs <p>Reduce density of alcohol establishments</p> <ul style="list-style-type: none"> • Increase cost of alcohol license • Restrict days/hours of sale • Monitor increases in availability due to privatization or changes in alcohol availability at community events • Implement conditional use permits • Enact Deemed Approved/nuisance abatement ordinance

TABLE 8: *CONTINUED*

Contributing Factors to High-Risk Drinking Among College Students	Environmental Strategies to Address Factor
Price and marketing	<p>Increase price of alcohol</p> <ul style="list-style-type: none"> • Restrict happy hours/price promotions • Limit free alcohol • Increase alcohol excise tax
Harmful environments	<ul style="list-style-type: none"> • Make alcohol-free drinks and food available at all times • Serve low-alcohol content drinks at all times • Require mandatory wristbands to identify underage patrons <p>Restrict where alcohol is consumed</p> <ul style="list-style-type: none"> • Restrict consumption to specific areas • Create dry campuses/residences • Prohibit consumption in locations where heavy drinking occurs <p>Decrease number of large drinking parties</p> <ul style="list-style-type: none"> • Prohibit alcohol use in public places • Patrol public areas • Restrict parties at hotels/motels • Prohibit sales on campus
Normative pressures to consume alcohol	<p>Change how students perceive role of alcohol on campus and in community</p> <ul style="list-style-type: none"> • Avoid sponsorship of events by alcohol retailers/producers • Restrict alcohol advertisements in college newspaper • Offer recreational sports later at night and on weekends • Establish a campus coffeehouse rather than a pub • Conduct campus-wide social-norms campaigns • Schedule core classes on Friday mornings • Begin school year with a full 5-day week • Encourage students to work, volunteer, or complete internships • Encourage staff and faculty to live on campus <p>Increase awareness of personal liability</p> <ul style="list-style-type: none"> • Implement awareness campaigns <p>Provide notifications to students and parents of alcohol policies, penalties and student violations</p>

Community Anti-Drug Coalitions of America (CADCA) has identified four core criteria associated with selecting strategies that address contributing factors and provide some implementation guidance (CADCA, 2008) as follows:

Fits with local diagnosis

The previous discussion on contributing factors gets to the heart of this criterion. Selected strategies must closely tie to community conditions. These conditions are understood through the community assessment process and are grounded in both qualitative and quantitative information about what is happening in on- and off-campus environments. Specificity is the key: contributing factors need to be sufficiently descriptive so that coalition members can understand and speak to them.

Coalition's capacity to implement

Implementing environmental strategies is new territory for many individuals responsible for staffing a coalition and coalition members as well. The capacity building step described earlier helps coalition members make the shift in thinking needed to implement these strategies. But broad knowledge of an environmental approach and the strategies involved does not guarantee that coalition members will know how to implement selected strategies. The coalition needs to be realistic about which and how many strategies are selected as part of its scope of work. Coalitions that have been doing this kind of work for a longer period of time may be better equipped to adopt a wide range of strategies than a new coalition that is just starting out. The capacity to implement is not just about the length of time the coalition has been meeting. It is also about ensuring the right mix of members for carrying out the work.

Evidence of effectiveness

Evidence comes in many forms. Coalition members need to consult the research to be certain that the strategies under consideration have an evidence base. But science often lags behind community innovation as community alcohol problems morph. For example, settings where high-risk drinking occurs may change

Examples from SPARC



One SPARC coalition identified its problem as underage drinking. Student survey data showed that alcohol was easy to come by, so that became one of their contributing factors. The coalition assumed the easy access was through retail/commercial sources and began making plans to conduct compliance checks. When it drilled down deeper though, the data really pointed the coalition to social sources of access. That realization caused it to change course and focus on a different set of strategies (e.g., holding hosts of off-campus parties accountable for providing alcohol to underage drinkers).

as interventions are implemented. Coalitions have a responsibility to understand the efficacy of the strategies under consideration; if a particular strategy has not yet been determined to be effective in the college or general population, it is important for the coalition to be intentional in its decision to select it. *A Call to Action: Changing the Culture of Drinking at US Colleges* (NIAAA 2002) provides a useful typology for ranking strategies based on research evidence as follows:

- **Tier 1:** Evidence of effectiveness among college students: Strong research evidence
- **Tier 2:** Effective with general populations: Evidence of success with general population that could be applied to college environments.
- **Tier 3:** Evidence of logical and theoretical *promise*, but require more comprehensive evaluation: Recognition that there are a number of popular strategies and policies that make sense intuitively or have strong theoretical support

Coalitions that focus on SPARC's four strategy domains of alcohol availability, price and marketing, harm minimization, and norms concerning high-risk drinking can choose from numerous strategies with strong evidence of effectiveness as well as a host of promising strategies.

Need for a Comprehensive Plan

In general, a single strategy alone is insufficient to fully address a local alcohol-related problem. Rather, a range of strategies need to be employed. Coalitions need to think comprehensively about what it will take to impact identified problems, even if it is unable to carry them all out at a specific point in time. In the SPARC Study, coalitions chose at least one strategy from three of the four strategy domains. Further, within each strategy they sought changes in awareness, policy, and enforcement practices. By doing so, they had both breadth and depth in their strategic plans and remained focused on population-level change.

Not all strategies are a good fit. For example, a strategy may not address the local contributing factors or fit the coalition's or community's values. A strategy may not have any evidence that it has been effective elsewhere or may be too controversial for the community. Determining the right strategy at the right time requires careful thinking and planning. The following guidelines (Themba, 1999) can help with strategy selection by getting coalitions to ask if the strategy under consideration is:

- **Winnable.** Can the coalition actually get the strategy adopted and enforced? It is important to be realistic about the chances of successfully getting the work done. The implementation process can take many months. It is important to see a successful resolution at the end of the line. If success is not realistic, then working on the strategy must have other tangible benefits that the coalition identifies as reasonable and achievable. For example, if a coalition wants the city to pass a mandatory server training ordinance, but does not believe it will pass on the first attempt, it still may be a valuable campaign in that it sets the stage for voluntary server policies at local bars and restaurants, which may lead to the passage of a city ordinance down the road.
- **Real.** Will the strategy result in real improvement in people's lives? Coalition members and the community must believe that if a strategy is adopted, it will have the intended impact. If a coalition decides to promote a local ordinance to hold landlords financially accountable for allowing loud and unruly parties in off-campus student housing, the policy must offer a clear solution that will reduce the consequences of the high-risk drinking occurring at these parties. If a clear and distinct line cannot be drawn from the proposed policy to a real improvement in local conditions, then the policy may not be a good fit.
- **Immediate.** Will the strategy impacts occur quickly or will the benefits take time to see? There is no single definition for what constitutes immediate, but sooner is always better than later.
- **Specific.** Does the strategy target specific problems? If the coalition has linked the strategy to well-articulated contributing factors, the answer to the question should be yes. If not, then the selected strategy may not address specific behaviors that are well understood by the community. It is a coalition's responsibility to educate the community so that it understands the link between the policy and the concrete behaviors it is designed to change.
- **Tangible.** Can community members see changes as a result of the strategy's implementation? How will they know the strategy in effect is having an impact? For example, a policy to eliminate drinking in student housing on campus may have a major impact on binge drinking in those settings, but how will the campus administration see the tangible effects of the policy? Perhaps there will be a reduction in admissions to the campus health center on weekend nights or fewer campus police calls for service to residence halls. Clearly, discussing the expected impact and having a clear plan to track results is important in building support for the policy.

While education or public awareness are important, college communities cannot educate their way out of deeply rooted alcohol problems. Education and public awareness are necessary elements of most SPARC interventions, but they are an element of the strategy, not the strategy itself. Communities need to know which policies are in place. However, policies cannot have an impact if they are not enforced. For example, responsible beverage service (RBS) has shown to reduce some alcohol problems (Stockwell, 2001; Lang, Stockwell,

Rydon, & Beel, 1998; Johnsson & Berglund, 2009). But RBS is significantly more effective when it is mandatory for all alcohol retailers. The policy mechanism to make it mandatory is generally a local ordinance or state law. Policies greatly enhance the effectiveness and sustainability of the strategies. And finally, keep enforcement of the strategies front and center. Communities are littered with laws and ordinances that are unenforced. A mandatory RBS policy is only as good as the will to enforce its provisions.

Implications for Sustainability



The development of a strategic plan serves as the foundation for coalition action. At the end of the day, a coalition will be judged on its ability to reduce alcohol related problems on campus and in the broader community. A well-crafted strategic plan is the blueprint for change and helps funders and other stakeholder have confidence that the coalition is implementing not only evidence-based strategies, but the “right” strategies as identified through an on-going community assessment. Remember: funders, coalition members, and others invested in the work of the coalition want to know the substance of the work and how it is proceeding. Take the time to meet with and report to these individuals and organizations on a regular basis.

SPARC Step 4: Implement and Action Plan

Once a coalition has identified factors that contribute to high-risk drinking on campus and in surrounding communities and selected environmental strategies to address them, it is time to develop a detailed action plan for how it will implement each strategy. This is where the field of community organizing provides guidance and insights not often considered in traditional prevention programming.

Goal of SPARC Step 4



To successfully implement the environmental strategies identified in a strategic plan to reduce high risk drinking and related consequences among college students.

The action plan is divided into two tables. **Table 9** lists the steps for determining the feasibility of each strategy that the coalition intends to pursue. It ends with the list of action steps, where **Table 10** begins. Each section is described in more detail below.

Selected Environmental Strategies

Develop an action plan for each strategy the coalition intends to pursue. While there may be some overlap across strategies, thoughtful consideration should be given to each strategy's unique resources and needs, allies and opponents, targets and action steps.

TABLE 9: Action Plan, Part 1, Feasibility Analysis of Coalition's Capacity to Implement the Strategy

Selected Environmental Strategies	Coalition Considerations that Set it Up to Succeed	Constituents, Allies and Opponents of Strategy	Decision Makers (who can make strategy happen)	Action Steps
Conduct this analysis for each strategy the coalition intends to pursue	<ul style="list-style-type: none"> • Human resources • Budget needs • Organizational structure • Internal issues • Capacity • External or management issues 	<ul style="list-style-type: none"> • Who is impacted? • Who can help? • Who opposes? 	<ul style="list-style-type: none"> • Primary target • Power to influence • Others who can influence targets 	Develop a detailed list of action steps that will lead to achieving the strategy.

“Understanding the self-interest of the media is important in getting coverage. A song, chant, emotional speech or animal will get covered whereas someone just talking won’t. Bringing a seven-foot thermometer showing the rising anger of the community as action progresses will get covered, whereas saying ‘People are really hot about this’ won’t.”

—Bobo, et al. 2001. *Organizing for Social Change*, p. 76.

Coalition Considerations that set it up to succeed

- What human and other resources (budget, staffing, etc.) are needed to achieve this strategy? Does the coalition have them now, or will it need to make preparations? Are there management issues to consider?
- How should the coalition be organized so it can pursue the strategy? Who should be the vocal and visible leaders on this strategy? Should the coalition set up a new sub-committee to address the strategy, or can it be integrated into the existing structure?
- Are there any internal issues that need to be resolved? Does the entire coalition support this strategy, or is it controversial? For more discussion on coalition decision making processes, refer back to Factors affecting coalition deliberations beginning on page 40.

Constituents, Allies and Opponents of Strategy

- Who is impacted by strategy? Consider bringing people into the coalition who have been impacted by the negative consequences of high-risk drinking, such as students, homeowners near campus and others.
- Who cares enough to help? Seek the support of influential members of the community and college campus, such as business leaders, members of the clergy, heads of student associations, and heads of neighborhood associations.
- Who opposes it? Rarely is a policy change universally supported. Think about who might oppose it,

and why. Will others perceive they are financially impacted by a strategy? If implemented, will it add to their work load or responsibilities? Are there concerns about infringing on personal rights?

Decision Makers Who Can Make the Strategy Happen

- Who has the power to give the coalition what it wants (i.e., “primary target”)? The target is always someone with the authority to make decisions, such as a university chancellor or a mayor. When the decision makers are part of a larger policy-making body, such as a board of trustees or city council, it is important to know its process for making decisions in order to know how many votes are needed to get the sought after decision. Is it a majority vote or must all agree? Then the coalition needs to identify that number of specific individuals, such as “Commissioners Smith, Jones and Brown,” and consider each of them a primary target.
- What power does the coalition have to influence them? In community organizing, the coalition’s power often comes from its numbers and the power of public opinion. Media advocacy is a critical tool used to exert both of these types of power.
- Who can influence the primary target? Secondary targets are people who cannot give the coalition what it wants, but can exert influence on the primary target. They may be political campaign contributors, college trustees, influential campus donors, business leaders, or even spouses of the primary target.

TABLE 10: Action Plan, Part 2, Nuts and Bolts

Action Steps	Responsible Party	Communications and Media Support Required	Resources Needed	Timeframe (start and end)	Tracking measures
1.					
2.					
3.					

Action steps

Develop a detailed list of action steps that will lead to achieving the strategy. Each action step should serve the purpose of moving the coalition toward implementing the strategy (which will often be a policy change). The goal here is not to create a list of events or activities. Do a “but why?” test for each proposed action to determine whether the coalition’s plan is experiencing “activity creep,” such as engaging in activities not directly related to implementing selected strategies. If the coalition cannot make a logical connection between a specific step and the overall strategy, then it is an isolated activity, not an action, and should not be included in the action plan.

Responsible Party

The coalition should designate responsibility for completing each action step to appropriate members. Be realistic about what can be accomplished. When possible, avoid the typical coalition tendency to assign tasks to the same two or three people. Spread out the involvement and hold people accountable for completing them. Remember that action steps are interdependent. If members are unwilling to be responsible for actions, the coalition should seriously question whether it has the right membership and whether the strategy can be achieved.

Communications and Media Advocacy Required

The power of public opinion is one of a coalition’s most important resources to encourage decision makers to do what it wants. Use it. The adage “If a tree falls in the woods and no one is around to hear it, did it make a sound?” is instructive. If a coalition does not take advantage of opportunities to communicate about its strategy, policy makers will not hear its call for change. And communicating progress to the coalition members themselves will keep them motivated and engaged in achieving the strategy.

It is also important to have regular and planned communication with coalition stakeholders, which includes any funders, administration, or oversight body. For example, quarterly process and data updates to key campus and community stakeholders through a report, phone call, or in-person meetings allow those involved to see what action is being taken, what the preliminary results are, and continue to be engaged in the work of the coalition.

Resources Needed

What is needed to complete this action and move on to the next one? Does the coalition need the involvement of specific people? Are costs involved? Are specific materials needed to complete this action step?

Timeframe (start and end)

Set start times and deadlines for completing an action. Since actions are often interdependent, a future step may not be able to occur until previous steps have been completed. Be realistic in setting deadlines, but do not draw them out. Inaction can be as detrimental as the wrong action.

Tracking Measures

How will the coalition know when an action is completed? How will it know if the actions carrying out the step were successful? It is important to periodically report back to the coalition on how it is collectively doing as it undertakes a strategy.

Moving to Implementation

By now the coalition has selected a range of strategies to address local factors that contribute to the problem of high-risk drinking by students. These strategies should incorporate those included in **Figure 5** (page 50) and have a primary focus on addressing the contributing factors identified through intervention planning. And while policy strategies and the enforcement that accompanies implementation are generally considered to have the greatest reach and power, coalitions are also likely to include strategies that are considered to be individually focused (see page 55). Most communities are relatively experienced with individually focused

programs and coalitions may be less familiar with implementing environmental strategies. Step 4 describes a step-by-step process for implementing an environmentally-focused action plan.

The time frame for this step is largely dependent on the preparation a coalition put into the first three steps, the types of strategies in its plan and the degree of receptivity on campus and the surrounding community to proposed environmental changes. For some coalitions, the action phase could take a matter of a few months; for others, it could take several years to achieve change.

Implementing Environmental Strategies

Environmental strategies reduce high-risk drinking and related consequences by altering the physical, social, legal, and economic conditions that influence drinking behavior. A growing body of “how to” literature related to implementing difference environmental strategies now exists. **Table 11** provides examples of various guides available to assist a coalition better understand how to implement selected strategies. It is important to remember that implementation of environmental strategies requires a broad range of campus and community members. A community organizer cannot do it alone.

TABLE 11: Implementation Guides

IMPLEMENTATION GUIDES FOR ENVIRONMENTAL STRATEGIES		
Availability of Alcohol		
For a refresher on this point, see Step 2 – Capacity Building	<i>Regulating Alcohol Outlet Density-An Action Guide.</i> Sparks, Michael; Jernigan, David H; Mosher, James F. Community Anti-Drug Coalitions of America and the Center on Alcohol Marketing and Youth. (2011)	http://www.camyo.org/action/Outlet_Density/index.html
Reduce alcohol availability at sporting events	<i>Tailgating: Effective Practices to Reduce High-Risk Drinking and Negative Consequences.</i> The Higher Education Center for Alcohol, Drug Abuse, and Violence Prevention.	http://www.higheredcenter.org/files/product/stadium-mnt.pdf
Social Norms		
Implementing social norms campaigns on a college campus	A Practical Guide to Alcohol Abuse Prevention: A Campus Case Study in Implementing Social Norms and Environmental Management Approaches. Johannessen, Koreen; Collins, Carolyn; Mills-Novaa, Beverly; Glider, Peggy. Campus Health Service, The University of Arizona. (2009)	http://www.socialnorms.campushealth.net/images/guidebook-files/guidetoalcoholprevention.pdf
Implementing social norms campaigns on a college campus	The Social Norms Approach at the University of Arizona. Campus Health Services, University of Arizona.	http://www.socialnorms.campushealth.net/
Price/Marketing		
Increasing Taxes	Increasing Alcohol Taxes to Fund Programs to Prevent and Treat Youth-Related Alcohol Problems. Strategizer 37. Community Anti-Drug Coalitions of America & Center for Science in the Public Interest. (2001)	http://www.cspinet.org/booze/Alcohol_Tax.pdf
Restricting Happy Hours/price promotions	Last Call for High-Risk Bar Promotions that Target College Students-A Community Action Guide. Erenberg, Debra F. & Hacker, George A. Center for Science in the Public Interest. (1997)	http://www.cspinet.org/booze/LastCall.pdf
Harm Minimization		
Safe Rides	Minnesota Safe Ride Program Report	http://www.minnesotazd.org/network/state/saferide/documents/report.pdf

Engaging in Policy Development

The key action steps associated with implementing a policy are described below. While the steps are listed in sequential order, the actual process is more fluid, requiring the coalition to be flexible as they engage in each step. The estimated time required to carry out the steps will vary from coalition to coalition. Keep in mind that some of the steps may occur concurrently.

Ten Policy Action Steps

1. Clearly state the problem (1 month; month 1)
2. Engage entity responsible for enforcement (1–2 months; months 1–2)
3. Collect data to establish a basis for the policy (2–3 months; months 2–3)
4. Make the case (2–3 months; months 2–3)
5. Draft policy language (2–3 months; months 3–4)
6. Use media advocacy (3–6 months; months 4–6)
7. Mobilize support and provide community education (4–8 months; months 4–7)
8. Get the policy adopted (1–2 months; months 7–9)
9. Ensure enforcement of the policy (4–6 months; months 10–16)
10. Evaluate campaign effectiveness (1 month; months 16)

Brief Descriptions of Policy Steps

1. **Clearly state the problem:** Stating the problem is not as easy as it may sound. Having clear contributing factors will help, but there is more to this process than meets the eye. The key ingredient to stating the problem is developing a policy action statement.
2. **Engage entity responsible for enforcement:** Enforcing policies is central to their effectiveness. This is especially true for public policies and institutional policies. Many of the alcohol policies that have the most evidence behind them are public policies that require some level of enforcement to operationalize the actual strategy.
3. **Collect data to establish a basis for the policy:** Policies requires a set of findings, usually reflected as “whereas” statements that set the foundation for the specific conditions in the policy that are included to address the specific problem.
4. **Make the case:** Making the case for the policy is essential to build campus and community support. Engaging the coalition in the process of deciding what the case should say builds important commitment to the policy and energizes the group to organize for its support.
5. **Draft policy language:** Eventually this work results in a written policy waiting to be adopted and enforced. Someone has to put all the good ideas and findings into a draft policy that reflects what the research says works and is carefully designed to address community contributing factors.
6. **Use media advocacy:** Media advocacy is a powerful tool to move the coalition’s policy agenda and uses specific tactics to influence both decision makers and campus and community members with the ultimate goal of supporting the policies proposed by the coalition.
7. **Mobilize support and provide community education:** This step of the campaign is focused on community mobilization and organizing by:
 - **Building a grassroots base** of support for the proposed policy—think of this as building “bottom up” support.
 - **Influencing key decision makers** to support the policy. This is more “top down” support.
8. **Get the policy adopted:** Eventually, the policy must be presented to decision makers for adoption. This is certainly true for adoption of a public policy at the city or county level and is often the case to get a campus policy adopted.
9. **Ensure enforcement of the policy:** An unenforced policy is of little value to the coalition. A recently adopted policy may have some impact on the intended problem resulting from deterrence effects as a result of media coverage regarding its adoption, but in the absence of enforcement, any benefits will certainly be short lived. That phenomenon is referred to as a “halo effect.”
10. **Evaluate campaign effectiveness:** Win or lose, it is important to evaluate how well the policy campaign was carried out. One ideal outcomes of a well-run campaign is to build coalition capacity and expertise to implement environmental strategies with the policy component embedded in them.

Appendix 5 includes descriptions of partially completed action plans as an example for a coalition to craft its action plans based on the strategies it selected.

Keep in mind that action plans are not static. They are not written in stone. Coalitions should view action plans as a living, breathing document that should be adapted to reflect new realities. Think of the action plan as the coalition's screenplay: it can (and should) make changes periodically to lines and scenes, but the underlining premise of the story (addressing its problem statement) and plotline (affecting contributing factors through environmental strategies) should remain the same. As in any script, the actors may vary from scene to scene.

The Bottom Line

In the end, SPARC's Step 4 provides coalitions with resources to implement various environmental strategies as well as an overview of the policy action steps. No two policy strategies are the same, but they have common actions that successful policy campaigns seem to share. Remember that while policy tasks follow a natural

progression to get to adoption, they can be fluid and flexible, depending upon what point a coalition starts from and what level of policy making (institutional vs. public; informal vs. formal) it pursues. For most coalitions, a comprehensive action plan likely includes a mix of environmental strategies with campus/community awareness elements coupled with strong enforcement, as well as complementary prevention and intervention programs aimed at the individual level.

Next Steps

A well-developed plan with concrete action steps and clear roles and responsibilities creates a shared vision of the problems to be addressed, the selected interventions to pursue, and a step-by-step plan specifying who will do what to move the work forward. Getting to this stage requires hard work and commitment on the part of the membership, but once done a coalition is well positioned to move forward. The next section focuses on the process of implementing environmental strategies and the policy work that often accompanies them.

Implications for Sustainability



Coalitions are particularly well suited to implement environmental strategies. There are, however, unique considerations requiring the attention of the membership, including:

1. Implementing environmental strategies, especially policy strategies, often requires fewer resources than typical "programs". Once underway many environmental strategies become the purview of coalition member organizations. For example, while a campus/community coalition may spearhead the adoption of a mandatory responsible beverage service local ordinance, the actual process of ensuring that merchants attend the training as specified in the ordinance generally becomes the responsibility of the jurisdiction responsible for passing the policy.
2. While environmental strategies generally require fewer resources to sustain, the coalition must keep its eye on those groups and organizations charged with their implementation. It is not uncommon for organizational priorities to shift leaving the enforcement of coalition strategies unattended.
3. To attract and sustain member and broad stakeholder commitment, coalitions must stay active and be public with their work. Once a coalition is perceived as inactive or ineffective, it can be difficult to turn that perception around.
4. Use the data and communications from the coalition's engagement with campus and community stakeholders as a basis for informing the greater public about the work it is doing. Use the data and communications from your engagement with campus and community stakeholders as a basis for informing the greater public about the work you are doing.

SPARC Step 5: Sustaining Efforts

Hopefully, by this stage the coalition has made considerable progress. It has a good sense of what is contributing to high-risk drinking on campus in the community. It has recruited a range of campus and community partners who share a common vision and bring skills and energy to the group. It has developed a comprehensive action plan and set up sub-committees to pursue specific strategies. And it is likely that the coalition has initiated implementation of a number of environmental strategies. But there is much work still to be done. How can the coalition sustain the energy and resources needed to pursue the changes it seeks? And how can it make sure the policy changes and other successes achieved will endure?

By definition, sustainability should be never ending and should be part of each of the steps. The key is to start thinking about sustainability from the beginning.

What has been accomplished?

Before examining the nuts and bolts of how a coalition can sustain its efforts, take a moment to consider why it wants to sustain them. Look back at the contributing factors laid out in the strategic plan and selected strategies. Ask:

- Have the problems the coalition identified been adequately addressed?
- Has the coalition explored institutionalization, and where? For example, perhaps the campus health center is willing to take on the responsibility for implementing an early intervention/brief screening program. Similarly, the local police department may agree to enforce and track a mandatory responsible beverage service ordinance that was developed and campaigned for by the coalition.
- Is there maintenance and/or on-going enforcement that needs to take place? For example, after adopting a policy to routinely check that bars and restaurants

Goal of SPARC Step 5



To determine which strategies, actions, structures, and resources should be sustained and take deliberate steps to ensure they are continued.

are not selling alcohol to underage and intoxicated patrons, does the police department have resources in place to conduct on-going compliance checks?

- Does monitoring need to occur? For instance, if area property managers adopted landlord/tenant lease agreements, are they implementing and enforcing them? Sustainability in this case may mean that the local property managers association assumes responsibility for monitoring and ensuring that association members adhere to the elements in the lease agreements.

Answers to these questions help the coalition determine which strategies and actions or structures and resources should be sustained. Keep in mind that based on the coalition's needs going forward, it may need to retool its structure. Likewise, a coalition may need only a few resources to be maintained.

The first task in the sustainability step is to determine what needs to be sustained. This task is part of larger reassessment that should take place periodically, such as when milestones are achieved in the strategic plan, key members leave (or join) the coalition, or new factors emerge that contribute to student high-risk drinking. This reassessment is discussed in detail in Chapter 7.

What to Sustain?

Two overarching elements help to inform what needs to be sustained, as follows.

Sustaining an organizational structure or coalition and necessary paid support staff to ensure the work of the group can continue.

The coalition has likely changed over time as various phases of the work has been initiated, so the group structure it wants to sustain one or two years into the work will probably be different from structure formed at the beginning of the work. Or the coalition may have a vision of how it should look and operate in the future. In either case, this element of sustainability helps ensure that some structure is in place to continue carrying out the work.

Sustaining the strategies or interventions the coalition has put into place.

Strategies have different sustainability needs. Some strategies require on-going funding to keep them operational. Sometimes the continued funding is the coalition's responsibility; sometimes it is the partner organizations that keep the strategies operational. Environmental strategies often have the mechanism for on-going operation embedded in the design, thereby potentially requiring far fewer resources to keep the work alive. But it is likely that most strategies will require some level of on-going support, both financial and person-power, to ensure they work as intended.

Community Anti-Drug Coalitions of America (CADCA) has developed a very useful framework on sustainability called *Sustainability Primer: Fostering long-term change to create drug-free communities* (National Coalition

Institute, 2007). In addition to covering the four things (see text box) coalitions need for sustainability, the primer goes far beyond simply financial resources.

Tips and Suggestions:



CADCA suggests four things coalitions need for sustainability:

1. Strong volunteer and membership base
2. A credible process
3. Relevance to current campus/community concerns, and
4. Financial resources required to do the work.

See CADCA: Sustainability Primer: Fostering Long-term Change to Create Drug-Free Communities

Sustaining Membership

The importance of coalition membership was addressed in Step 2, but generally most coalitions fail to intentionally factor in the maintenance of a robust membership base into their sustainability plans. While it is true that coalition members are central to the strategic planning process and the strategy implementation, a strong committed membership base also enhances the likelihood that the coalition will be viewed as a credible force in the community. Credibility enhances the ability of the coalition to generate resources from the community, thereby enhancing its long-term viability.

However, coalitions can turn inward as membership wanes, moving from a broad community process to decisions being made by a small core of long-term members. It is important to avoid the loss of broad campus and community input and keep an eye on the broad participatory process.

Sustaining the Connection to Campus/Community issues

A strong and diverse membership base helps ensure a connection to issues on the campus and in the broader community. Alcohol problems are experienced

differently by different people. For example, a dorm residence assistant may have a different perception of the severity of a problem than the neighbor of a fraternity house. The ability of the coalition to understand and respond to local contributing factors keeps the coalition relevant and responsive.

Sustaining Resources

This is the area most people think about when considering sustainability, and rightfully so because the work requires considerable resources. But, resources are not just money. Donated time, in-kind use of space, communication support, and shared use of office supplies are all valuable resources that can support coalition activities. If the membership base, credible process and connection to community issues are all in place, the ability to secure needed resources is greatly enhanced.

Sustaining coalition structure and resources

Research suggests that coalition efforts need to be maintained over an extended period to effect positive behavioral across a population (Swisher, 2000). Studies have found that coalitions that plan for sustainability are more likely to actually sustain themselves (Feinberg, Bontempo, & Greenberg, 2008). As noted by CADCA, it is more than just ‘finding dollars’ to keep going. This may sound obvious, but the reality is that few coalitions actually focus on the big picture.

Organizational Considerations

Structuring a coalition so that it can sustain itself can seem challenging in light of changes in membership and shifting focus on campus/community issues. In community organizing, groups tend to coalesce around issues. Members with particular interest and expertise in certain issues, such as passing an ordinance to address loud and unruly off-campus parties, may become very engaged during the policy campaign, but then decrease involvement or pull out altogether once the policy is passed.

SPARC coalitions implemented many different strategies. For example, conducting a campus-based social norms campaign is quite different than advocating for a local zoning ordinance, so members will come and go as the group implements various strategies. Despite a potentially revolving membership, coalitions with staying power tend to keep focused on its action plan and avoid the mission drift that plagues many groups. That is the common link that is threaded through all actions in the strategic plan.

Coalitions with staying power also focus on the assets they have to work with as opposed to the perceived deficits. For example, a coalition may have a strong partnership with a supportive police chief, but tight city budgets may not allow for officer overtime to increase neighborhood party patrols on home football weekends. Rather than scuttle coalition plans due to budget cutbacks, a coalition can work with the chief to develop public/private partnerships to fund law enforcement activity.

Another way to increase sustainability is to keep demands on coalition members simple and realistic and honor members’ actions. Develop clear roles and expectations. Be sure to give recognition, particularly in ways that are meaningful to members. For campus members, perhaps it is a communication of appreciation shared with (or presented to them by) the university president. For some community partners, positive press coverage may be appreciated. However, for others, such public acknowledgements may have the opposite effect, particularly if the issue is controversial.

Encourage members to view the coalition as a resource that can help them do their “day job” more effectively. After all, participation must meet members’ self-interest. For example, activities that clearly demonstrate the impact of the coalition can provide evidence that the work of the coalition is supporting members’ “day job.”

Research suggests that coalitions that function effectively are more likely to last—and attract funding (Feinberg et al., 2008). This suggests that an important means of

ensuring sustainability may involve the commitment of technical assistance and other resources to support coalition functioning. An added benefit is that well-organized and highly functioning coalitions are better able to withstand downturns in funding.

How to Sustain Resources

While funding is not everything, it is an important facet of a coalition's effectiveness and sustainability. Coalitions often receive initial funding in the form of a grant or time-limited allocation of funds. What happens when the money runs out? A coalition has several options for pursuing long-term resources. Part of the equation is the degree of autonomy the coalition wants to retain. Coalitions that want to operate with a high level of independence from a governing body, such as campus administration or a non-profit fiscal agent, can continue to seek funding in the form of federal, state, local and private grants. They can solicit cash donations from local businesses and in-kind contributions from their member-partners.

However, some coalitions, by design or necessity, opt to become a formal or permanent part of the university organizational structure. Implications for each these paths are described in the discussion about maintaining the coalition on page 59.

Regardless of the direction that the coalition takes (grant-funded or university-supported), someone needs to take the responsibility for keeping the coalition functioning (either a paid coalition organizer or a designated person from one of the member organizations).

Sustaining the Coalition's Strategies and Interventions

Sometimes coalition members say that they want to "work themselves out of a job." While an admirable goal, the intractable nature of alcohol problems suggest there will be an ongoing need to address the ever-changing factors that contribute to high-risk drinking in the community.

Many of the environmental strategies the coalition has implemented need ongoing care and feeding to remain robust in impacting local contributing factors. For example, some person or group must make sure that the personnel working at on- and off-premise alcohol establishments actually participate in the mandatory responsible beverage service training. Someone must organize the training, handle the logistics, ensure there is funding to support it, keep on top of the most recent research about server training effectiveness, and keep logs to track attendees. The server training policy supported by the coalition may set the stage for requiring that all alcohol selling personnel attend the training, but actually making that happen is where the work continues.

Examples of Sustainability among SPARC Intervention Sites

SPARC Study sites sustained their efforts in a number of ways after the community trial's intervention ended:

- Key sections of the coalition's strategic plan were incorporated into efforts by a community-based coalitions
- Several universities created new positions to carry on the work on the coalition
- Some universities integrated the coalition's plans and activities into campus-based task forces or coalitions

Table 12 provides examples of ways in which partner organizations can participate in key facets of implementing a mandatory responsible beverage service policy at the local level. While this list is not exhaustive, it suggests there are a wide range of activities required to implement the mandatory RBS policy. Most environmental strategies will have a comparable set of post-adoption activities requiring attention.

TABLE 12: Stakeholder Involvement in Implementing a Mandatory Responsible Beverage Service Policy

Action	Who to involve
Tracking licensees and their personnel participation	<ul style="list-style-type: none"> • Local law enforcement • Planning department staff • Coalition staff
Providing responsible beverage service training	<ul style="list-style-type: none"> • State Liquor Control agency • Local law enforcement • Community college faculty • Private RBS contractor • Local non-profit agency • Coalition staff
Handling fiscal matters, e.g., collecting participant fees, ensuring accountability of revenue	<ul style="list-style-type: none"> • City/county business licensing division • Campus administration • Local law enforcement • Coalition staff
Enforcing sanctions for non-compliance	<ul style="list-style-type: none"> • Planning department staff • Code enforcement staff • Local law enforcement

One of the first steps of sustainability is the understanding that implementation of a policy is part of the ongoing work after it is adopted. For example, the policy action framework described in Steps 2 and 9 in **Appendix 4** focuses on engaging enforcement officials in the policy advocacy process and then ensuring enforcement after policy adoption. Doing so enables the coalition to plan for the ongoing nature of the work in a thoughtful manner, which ideally will help prevent a sudden realization that the coalition is running out of resources.

Who Sustains the Work?

Many activities require action post-policy adoption. Who should do this work? There is no single answer to this question. It is the responsibility of the coalition to identify the key tasks associated with strategy implementation and plan who will take ownership of each task. Each intervention has a different set of activities requiring attention for the work to be effective. One argument for adopting a coalition model is the ability to distribute work among the many members. While the ability to decentralize ongoing activities

among members is a strength of the model, it is important to keep in mind that someone needs to take responsibility for the overall implementation of the strategy.

The lead organization that supports the coalition, such as the campus administration or a local non-profit, may decide the coalition is in the best position to oversee, and in many cases perform, many of these tasks. While this may make sense for some, others may find it burdensome to find the financial resources to support some ongoing level of coalition staffing. In some cases, distributing the work may be a more reasonable option. This is where institutionalizing campus/community change through environmental strategies begins to pay off. Whether implementing mandatory RBS, enforcing a social host or loud unruly party ordinance, or implementing campus disciplinary policies for drinking in campus housing, all are mandated through policy change. Again, the key is identifying some person, agency, or group that has primary responsibility for making sure all the tasks are being done.

Maintaining the Coalition

Over time, the coalition may decide to disband. This can result from member burnout, loss of funding, achieving full implementation of selected strategies, or changing community priorities, among other circumstances. In other instances, members may decide to sustain the coalition. Perhaps the work identified in the initial strategic plan was not fully realized, or new, unforeseen community problems have arisen. Maybe the group just wants to continue to work together because it occupies a central place in the community problem solving arena. Planning for the future of the coalition should occur early in the planning process, certainly no later than when environmental strategies are being selected and action plans developed.

What are some of the options open to coalitions as they structure themselves for continued operation?

Option 1: The college or university assumes responsibility for sustaining the work of the coalition.

In this model campus administration finds the money to support staff. Funds can come from many sources, including general operating funds, foundation grants, state and federal grants, as well as fees for services the coalition may offer, such as RBS training. With the campus taking on more responsibility for the long-term functioning of the coalition, it may also exercise increased power in the decision making of the coalition. This decision-making power can take many forms, from strongly influencing which interventions are selected to deciding who will chair the group. The nature and level of influence should be actively discussed by coalition members as one of the sustainability considerations. Keep in mind that increased campus participation may mean increased access to campus resources. Finding campus personnel to take responsibility for some of the identified tasks associated with the strategy implementation may be easier if the campus is more fully invested in the work of the coalition.

Those coalitions that choose to become a core service of the university should consider opportunities that will

strategically institutionalize the coalition's structure and action plan as well as its community organizing approach and focus on environmental change, as follows (adapted from Swisher, 2000):

- Have a line item in the university's budget
- Have a place in the university's organizational chart
- Have campus/community organizer assigned to specific tasks
- Have coalition position descriptions that include community organizing and environmental change as core job functions; specify level of effort for these functions
- Have designated facilities and/or equipment for implementing coalition actions
- Develop an institutional memory for important agreements and understandings

This particular model for sustaining the coalition may be particularly well suited to coalitions that have chosen to implement primarily campus interventions. Norming campaigns, dorm policies, tailgating restrictions, and responsible beverage service training for campus settings that serve alcohol are examples of interventions that can be readily housed and supported by campus administration personnel.

Option 2: The broader community assumes responsibility for sustaining the work of the coalition.

The range of interventions implemented by coalitions is partly determined by the nature and extent of non-campus membership and the extent to which these relationships are formalized. Formal relationships have the benefit of clear agreements between the institution and the coalition about roles and responsibilities.

Active participation by law enforcement, community non-profit providers, resident neighborhood groups, K-12 school personnel, and others along with the initial sources of funding supporting the coalition will undoubtedly influence which strategies are selected and the willingness of coalition members to participate in implementation and enforcement.

For example, mandatory RBS policies for all on-and off-premise outlets, nuisance ordinances for bars, restrictions on outlet density, and adoption of social host ordinances all require on-going implementation and enforcement activities. The level of members' commitment and the nature of their relationship with the coalition will be a factor in the extent to which various strategies are successfully implemented and owned by member organizations and individuals. The level of member participation and the success of these interventions will likely draw more community members to the coalition, thereby diminishing the influence of the college or university in the future direction of the coalition.

In this option, off-campus sources of funding may be the preferable source of sustainability. Examples include placing a fee on merchants to fund on-going enforcement of local ordinances that regulate alcohol outlets; mandating that merchants pay for the RBS training; securing federal, state and local grants; and seeking corporate and civic support. The degree to which the coalition has effectively made the case that its work has contributed to the reduction of alcohol problems in the community and on campus is directly proportional to its ability to generate on-going funding as well as other in-kind support.

To ensure its work is sustained, the coalition must make decisions about where the coalition is housed and which organization(s) or entity(s) are willing to assume responsibility for supporting the ongoing work of the group.

Thoughtful deliberation about these critical issues will decrease the potential for discord and increase the likelihood that on-going support will be identified.

Developing a Sustainability Plan

CADCA provides guidance on the key elements of a well-developed sustainability plan. Such a plan can guide a coalition and help keep members aware of the numerous elements that constitute sustainability beyond funding issues. As is true for most coalition actions, it is usually best if members collaborate with staff to draft the plan. This enables the full membership to engage in carrying out the various components of sustainability planning and action. As indicated at the end of each planning step, sustainability considerations are important throughout the planning process. The CADCA Sustainability Primer provides more guidance on the actual development of the coalition's sustainability plan.

The Bottom Line

It takes planning and effort to sustain a coalition. As the coalition goes about its work, consider how its strategies and interventions can be maintained and supported over time. Also think through whether the coalition needs to continue, and if so, what structure and resources it needs to succeed.

Summarizing the SPARC Intervention Steps through the Lens of the Reassessment Pathway

The following summaries reflect some of the key points the coalition may need to reassess as it matures over time. These examples are highlights as other facets are likely to be associated with each of the steps requiring reassessment. Stay open and flexible to changing data needs, coalition membership issues, community conditions, and emerging strategies. By doing so, the coalition has the best chance of staying vibrant and relevant to the campus and community.

Reassessment after the Initial Assessment

The initial assessment generated a preliminary set of contributing factors upon which the coalition built its strategic plan. Over time, as it systematically addresses those factors, coalition members need to stay open to new issues that generate new challenges. They can do that by:

- Conducting one-on-ones throughout each step of the SPARC intervention.
- Continuing to scan environment by collecting both quantitative and qualitative data on an ongoing basis. Revisit the CARA discussed in Step 2. This information complements the one-on-ones and provides a more complete picture of the alcohol problems in the community.

Reassessment as it Relates to Coalition Building

- Continually assess the make-up of coalition membership, which will necessarily change over time. Early on, think ahead about the long-term skills and expertise needed for the coalition. Consider the human resources required to keep the strategic plan current, implement its actions, and sustain the strategies. The coalition may need members who are process-oriented with planning expertise to develop the coalition's action plan. Later, in the action phase, the coalition may need members with strong policy advocacy skills of the type discussed in Step 4.

- The campus/community organizer's role should also change over time. As the coalition grows and develops increased capacity, its members should do more and more of the work. The campus/community organizer should do less strategy implementation and focus more on creating increased opportunities for others to participate in the work.
- Over time the membership of the coalition (e.g., the ratio of grassroots members to "grasstops" members) will change, perhaps many times. As increased numbers of grassroots members join the group and exert their influence, the power balance may shift from institutional to resident interests. The coalition should constantly seek to balance the skills and expertise that members have. "Train up" grassroots members to have a voice. Are their needs being met? Are they empowered to carry a key voice on the coalition?
- As time passes, coalitions often lose their focus on providing ongoing training. This is particularly true in the implementation phase of the work. But as new members join and new strategies are adopted, coalition training continues to be essential. Assess training needs the coalition gains new members and it transitions from one step to another.

Reassessment as it Relates to Strategic Planning

- Current data is essential for a coalition to stay relevant. As the coalition revisits its strategic plan, it may find that more data is needed to determine if it is on track to meet goals and objectives or if the

group has strayed from the plan. Likewise, as new contributing factors are identified, more data may also be required to fully understand how the issues are impacting the community.

- Stay open to emerging issues and look for ways to incorporate the work into the action plan. If that is not possible, revisit the plan and determine if the problem is large enough to warrant attention and if the coalition has the resources to address it. Often an alcohol-related incident on campus may provide a strategic opportunity to elevate a particular environmental strategy to the top of the coalition's priority. New allies may surface as a result of the incident. New data may need to be collected to support the identification of the appropriate strategy.
- For example, a high number of alcohol-fueled fights during a semester may bring new allies to the coalition table. Conducting a quick opinion poll among students about the problem may serve as compelling justification to address the issue. But it is likely that new data will be required to understand the contributing factors associated with the assaults. These data will help support the selection of the best strategy to address local conditions.
- Stay focused on implementing environmental strategies. Communities are generally more familiar and comfortable with individual strategies. Provide ongoing coalition training that keeps population-level interventions in the forefront of the group's awareness.
- Keeping attention on the three categories of risk—social availability, commercial availability, and social norms—helps the coalition remain focused on implementing environmental strategies.
- The coalition should revisit its planning approach at least once a year. As new data are collected, contributing factors identified and strategies selected, take the time to review the planning approach to confirm it informs and addresses these critical components of the plan.
- Do periodic checks. Are coalition activities directly related to strategies? Are strategies directly related to contributing factors? It is easy to get sidetracked,

particularly when coalition members hear of activities on other campuses or as other community groups request the “services” of the coalition. Always ask how coalition activities are linked to selected strategies.

- Is the coalition following its action plan and/or making modifications along the way as necessary? Make sure the coalition stays on track. It has a plan. Use it and update it as needed.

Reassessment as it Relates to Action Plan Implementation

The SPARC intervention focus environmental strategies and policy is the big driver of environmental change. When coalitions try to get a policy passed, members should periodically address a number of questions that may bring it back to a previous step in the SPARC intervention. For example:

- Are specific kinds of data needed that the coalition did not consider before?
- Should the coalition reach out to new stakeholders who have not previously been involved in order to build new alliances to support a specific policy? Is there an opportunity to garner grassroots support?
- What does the coalition need to do in the initial steps of a policy campaign to make sure it can be sustained over the long haul? For example, does the coalition have the necessary support of those who would enforce it? Should it advocate for a line item in the city's budget to pay for implementation costs? Should the university update a particular administrator's job description to add new duties, such as having a judicial officer oversee the monthly review and adjudication of off-campus student alcohol violations?
- Over time, is a sought-after policy encountering unforeseen roadblocks? Does the coalition need to broaden the base of support in order to tip the scales in favor of passage?
- Has the coalition covered/paid attention to all ten policy steps, even if they are not done in sequence?

Reassessment as it Relates to Sustainability

- Although sustainability is Step 5 in the SPARC intervention, the reassessment pathway provides a direct line to every step to emphasize that a coalition should always be thinking with that end in mind. What does success look like? How can the coalition ensure that successes endure?
- Looking for the best way to institutionalize a coalition strategy? Revisit Step 1 and conduct one-on-ones with stakeholders and assess options. For example, the coalition's initial plans to have the local police department collect participant fees for a newly enacted Responsible Beverage Service policy may no longer be politically feasible. Based on information gained in one-one-ones and reassessment, the coalition may determine that the city licensing division is a more viable, long-term option.
- A coalition's members are its most important resource. How can the campus/community organizer help prepare the coalition for long-term success? What training and technical assistance can build and sustain this area of coalition capacity? Such training should not happen at the end of the intervention process, but should be considered from the get-go.
- Ensure that multiple coalition partners are engaged in the work to help sustain its efforts.
- Where should the coalition be housed to ensure the work continues? Consider this early in the SPARC process. Its home should be tied to current and future interventions. What level of autonomy does the coalition want to maintain over the long-term? Think about what that coalition has been doing and where it is going. If the coalition has focused on off-campus policy work, the coalition might need to be housed off campus.
- If the coalition wants to pursue external funding, what data and outcome measures should be tracked along the way to help make the case for future funding?

The Bottom Line

Ask anyone who works on or lives near a college campus and they will say that high-risk drinking is a major issue at colleges and universities across the country. The underlying issues are complex and inextricably tied to larger cultural and social norms and the health and safety costs can be high.

The intervention model described in this manual of using community organizing to implement environmental strategies to reduce high-risk drinking is a complex undertaking. Change takes time. Campuses and communities that want to make such changes need to be in it for the long haul.

As indicated in Chapter One, research evidence has demonstrated that this approach works. The SPARC study was a rigorous evaluation of this intervention and showed that this approach can produce real improvements in reducing alcohol-related consequences (Wolfson et al., 2012).

We hope that this manual helps break down the complexities of community organizing and environmental change into manageable steps. SPARC follows the five steps of assessment, coalition building, strategic planning, action, and sustainability, but the intervention allows for, even encourages, revisiting any step along the way to affirm that coalitions are on the right track.

A key tenet of community organizing is that individuals are not alone. By joining with others to address a common problem, together community members can gain control over complex issues that weave through the social, economic, legal, political, and cultural landscapes.

The important thing is to stay focused on environmental change. In the end, the SPARC intervention is not about activities and programs to change individuals. It is about changing policy, enforcement practices, and norms to bring about change at the population level. Stay focused on that and coalitions will stay on the SPARC path.

Appendix

Appendix 1: Assessment and Scanning Resources

Scanning and Analysis Exercises

Resources from the CARA Guide can all be viewed online on the Higher Education Center's website (www.higheredcenter.org/files/product/cara.pdf). Those with an asterisk (*) can also be downloaded from or completed online at: <http://www.higheredcenter.org/services/publications/college-alcohol-risk-assessment-tools>.

- A-2: Looking Around Your Campus and Community * (*strongly recommend*)
- B-1: What's the Problem *
- B-2: FIPSE Core Survey (*Core Institute's Alcohol and Drug Survey and the American College Health Association's National College Health Assessment Survey*)
- B-3: Context of Drinking Surveys
- B-4: Analyzing Campus Message Environments Regarding Alcohol Use—Bulletin Boards *
- B-5: Analyzing Campus Message Environments Regarding Alcohol Use—Print Media *
- B-6: Analyzing Campus Message Environments—Listening to the Radio *
- B-7: What's the Price of Alcohol on or near Your Campus *
- B-8: Risk Assessment Onsale Outlets (adapted from Hospitality Insider)
- B-9: Party Risk Assessment Survey
- B-10: Place of Last Drink Survey

Appendix 2: Resources for Action Phase

Many resources are available to help coalitions implement policy change. Here are some that may be of use during key policy steps and are available on our website at www.wakehealth.edu/SPARC:

- Example of a one-on-one script (referenced on p. 18)
- Examples of campus and community assessments
 - ASU – SPARC II — 10 pages
 - Sonoma County SIG Needs and Resource Assessment — 28 pages
- Examples of Policy Issue Briefs
 - Ventura Issue Brief — 4 pages
 - Omaha Issue Brief — 4 pages
 - Petaluma Issue Brief ABS ordinance — 2 pages
 - Petaluma social host ordinance issue brief — 4 pages
 - Petaluma nuisance ordinance issue brief — 4 pages
 - How to design case statement (PPT) — 17 slides
- Policy Step 6: Designing media advocacy campaigns (appendix referenced on p. 71)
 - Tips on pitching reporters doc — 6 pages
 - Marin Institute media advocacy primer PDF — 6 pages
- Policy Step 7: Mobilize support (p. 73)
 - Worksheets for power analysis handout (PPT) — 3 pages
 - The power analysis (PPT) — 6 slides
- Policy Step 8: Getting policy adopted (p.74)
 - Example of City Council Public Meeting protocol — 5 pages

Appendix 3: Resources for Environmental Strategies

Youth Access to Alcohol

Regulatory strategies for preventing youth access to alcohol: best practices. Mosher, James F.; and Stewart, Kathryn. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention. (1999)

State and local laws and regulations have the potential to be particularly effective in reducing underage access to alcohol. The right laws and regulations can minimize opportunities for young people to use alcohol and maximize the opportunities for effective enforcement and prevention. Well-crafted laws and regulations form the basis of effective strategies to reduce underage alcohol use. This guide can help states and localities to build a strong base for action.

Restrict Alcohol Advertising

State Alcohol Advertising Laws: Current Status and Model Policies. The Center on Alcohol Marketing and Youth. (2003)

For this report, the Center on Alcohol Marketing and Youth commissioned the Legal and Enforcement Policy Analysis Division of the Pacific Institute for Research and Evaluation to examine potential state regulatory strategies for both measured and unmeasured media advertising, dividing measured media regulations into those that focus on content and placement. For each regulatory category the analysis defines the key elements of a “best practice.” Each state’s current law (both statutory and regulatory) is then rated.

Reduce Density of Alcohol Establishments

Regulating Alcohol Outlet Density-An Action Guide. Sparks, Michael; Jernigan, David H. Mosher, James F. Community Anti-Drug Coalitions of America and the Center on Alcohol Marketing and Youth. (2011)

This Action Guide supports community efforts to reduce the number of places that sell and serve alcohol by providing information and guidance on implementing public health and legal strategies. Although state and local public health departments are the primary audience

for this Action Guide, it is also intended to support the work of community coalitions on the prevention of excessive alcohol consumption, and to help build collaboration between these coalitions and public health agencies.

Prohibit Alcohol Use in Public Places

Alcohol Restrictions on Public Property. Alcohol Epidemiology Program, University of Minnesota. (2011)

This report describes alcohol restrictions on public property to control the availability and use of alcohol at parks, beaches and other public spaces.

Alcohol Restrictions at Community Events. Alcohol Epidemiology Program, University of Minnesota. (2009)

This report describes alcohol restrictions at community events include policies that control the availability and use of alcohol at public venues, such as concerts, street fairs and sporting events. Such restrictions can be implemented voluntarily by event organizers or through local legislation.

Conducting Compliance Checks

Alcohol Compliance Checks: A Procedures Manual for Enforcing Alcohol Age-of-Sale Laws. University of Minnesota, Alcohol Epidemiology Program. (2000)

This manual is designed for public officials, law enforcement officers, and alcohol-regulation agents as a practical guide for developing and implementing a compliance check system for establishments that sell or serve alcohol. Extensive research in recent years indicates that while many alcohol establishments act responsibly in refusing sales to underage buyers, a significant number of establishments continue to sell to people under the legal drinking age of 21.

Reducing Alcohol Sales to Underage Purchasers: A Practical Guide to Compliance Investigations.

Willingham, Mark. Pacific Institute for Research and Evaluation. (2010)

This guide provides guidelines and operational information on reducing sales of alcohol to underage purchasers through compliance investigations of alcohol retailers. It presents the rationales for carrying out these investigations and emphasizes the importance of reducing youth access to alcohol.

Restrict Happy Hours/Price Promotions

Happy Hour Restrictions. www.stopalcoholabuse.gov. Town Hall Meetings 2012. (2012)

Promotions, such as happy hours, drinking contests, and “all-you-can-drink” specials, encourage overconsumption by reducing the cost of alcohol, with often tragic consequences. Happy hour restrictions are aimed at reducing these consequences by prohibiting any drink promotions, including happy hours.

Sample of State Policies Regarding Happy Hours and Drink Specials. Underage Drinking Enforcement Training Center.

This report includes specific examples of state regulatory measures regarding drink specials.

Last Call for High-Risk Bar Promotions that Target College Students-A Community Action Guide.

Erenberg, Debra F. & Hacker, George A. Center for Science in the Public Interest. (1997)

This report addresses the ways community groups can work to reduce this high-volume/low-cost supply that is so conducive to heavy drinking. It provides a range of strategies to curtail high-risk marketing practices, reduce the pressure on students to binge and alleviate the problems that heavy drinking creates.

Preventing Over-consumption of Alcohol-Sales to the Intoxicated and “Happy Hour” (Drink Special) Laws. Research Report. National Highway Traffic Safety Administration. (2005)

This report reviews previous research documenting the association between over-consumption and serving practices. This research suggests that interventions and enforcement of laws regulating serving practices

can increase compliance and reduce alcohol-related problems. The report then presents findings from original research conducted pursuant to a contract with the National Highway Traffic Safety Administration.

Restrict/Ban Home Deliveries

Alcohol Home Deliver Restrictions. University of Minnesota, Alcohol Epidemiology Program. (2011)

Home delivery restrictions regulate liquor stores that offer delivery of alcoholic beverages to personal residences. A home delivery policy may prohibit or ban the delivery of alcohol to residential addresses or place restrictions on home deliveries.

Implement Beer-Keg Registration

Beer Keg Registration. University of Minnesota, Alcohol Epidemiology Program. (2009)

This report discusses keg registration (or keg tagging) as a tool to identify and punish adults who buy beer kegs for underage youth

Conducting Party Patrols

A Practical Guide to Preventing and Dispersing Underage Drinking Parties. Morrison, William & Didone, Tom. Pacific Institute for Research and Evaluation. (2000)

This guide discusses the role of enforcement and community agencies in preventing underage drinking parties and safely dispersing them when they do occur. It describes the problem of underage drinking in general and youth drinking parties in particular. It provides step-by-step information on how to address underage parties and how to use enforcement campaigns to bring about changes in community norms concerning underage drinking and parties.

Party Patrols: Best Practice Guidelines for College Communities. Underage Drinking Enforcement Training Center. (2010)

The purpose of this guide is to consolidate the experience that campus and community law enforcement agencies have gained in conducting party patrols across jurisdictions and share that information with agencies looking for more effective tool to manage party-related problems. This guide covers six basic components that together will maximize the chances of having success with party patrol.

Promote Responsible Alcohol Service

Responsible Beverage Service. Hoover, Sandra A. Community Prevention Institute.

The purpose of this technical assistance resource publication is to assist prevention professionals in developing strategies to address the problems associated with underage and binge drinking in their communities. Responsible beverage service (RBS) is an environmental prevention strategy that researchers have found to be effective in reducing hazardous alcohol use among bar and restaurant patrons.

Responsible Beverage Service: An Implementation Handbook for Communities. Mosher James F. Palo Alto, CA: Health Promotion Resource Center, Stanford Univ. (1991)

Responsible Beverage Service. Toomey, Traci. Presentation at CADCA. (2010)

This presentation provides an overview of RBS activities and research.

Enact Social Host Liability Law

Model Social Host Liability Ordinance with Legal Commentary and Resources. Center for the Study of Law and Enforcement Policy, Pacific Institute for Research and Evaluation, Ventura County Behavioral Health Department. (2005)

The model ordinance and commentary were designed to address communities of diverse settings and needs. They also take into consideration various concerns of municipalities with respect to effectively deterring loud, unruly or dangerous parties in private settings, using clear explanations of the different types of Social Host Liability and presenting options for imposing fees and recovering costs associated with law enforcement, fire, or other emergency response services.

An Issue Briefing: The Petaluma Social Host Ordinance-A Tool for Reducing Underage Drinking at Home Parties. Petaluma Coalition to Prevent Underage & High Risk Drinking. (2006)

This case study describes one city's experience in enacting a social host ordinance.

Social Host Ordinances: An Environmental Strategy for Reducing Underage Drinking Parties. Mosher, James F. Presentation at New Mexico Enacting Social Host Ordinances Training. (2009)

This is a training presentation on social host ordinances and what they can accomplish.

Use Shoulder Tap Campaigns

Decoy Shoulder Tap Program-Procedure Manual for Law Enforcement. Department of Alcoholic Beverage Control, California.

This procedure manual has been prepared by the Department of Alcoholic Beverage Control (ABC) for use by local law enforcement officers as an easy-to-use guide for shoulder tap operations. This is merely a guide and is not intended to supersede local law enforcement agency policies. This manual provides recommendations on how to implement a Decoy Shoulder Tap Program, from identifying resources to evaluating the program's success.

Shoulder Taps. Savery, Robert. Presentation to Bath Maine Police Department. (2009)

This presentation informs people how to run a successful shoulder tap program.

Basic Shoulder Tap Program. Bruyer, Travis W. American Athletic Institute-Alcohol Enforcement Training Division.

Conduct Campus Wide Social Norms Campaigns

Is Your Campus Ready for a Social Norms Marketing Campaign? The Report on Social Norms, Issue 4, Volume 1. (2002)

This article provides guidance on determining readiness for implementing a campus social norms marketing campaign.

The Social Norms Approach at the University of Arizona. Campus Health Services, University of Arizona.

This website provides information and examples from the University of Arizona's experiences in developing, implementing, and evaluating its social norms marketing campaigns.

A Practical Guide to Alcohol Abuse Prevention: A Campus Case Study in Implementing Social Norms and Environmental Management Approaches. Johannessen, Koreen; Collins, Carolyn; Mills-Novaa, Beverly; Glider, Peggy. Campus Health Service, The University of Arizona. (2009).

This case study examines the University of Arizona's social norms marketing campaign within the context of its environmental management approach.

Reduce Alcohol Availability at Sporting Events

Stadium Alcohol Management. The Higher Education Center for Alcohol and Other Drug Prevention. (1998)

This prevention update provides an overview of measures to reduce alcohol-related problems at campus sports venues using environmental management approaches.

Tailgating: Effective Practices to Reduce High-Risk Drinking and Negative Consequences. The Higher Education Center for Alcohol, Drug Abuse, and Violence Prevention.

This article provides an overview of policies aimed at reducing alcohol-related problems associated with tailgating at campus sports events.

Increase Alcohol Excise Tax

Increasing Alcohol Taxes to Fund Programs to Prevent and Treat Youth-Related Alcohol Problems. Strategizer 37. Community Anti-Drug Coalitions of America & Center for Science in the Public Interest. (2001)

This Strategizer offers information to begin the debate on raising alcohol excise tax rates at the state and local levels provides responses to common smokescreens used by the alcohol industry and its supporters to block any tax hikes.

Appendix 4: Policy Steps

Policy step 1: Clearly state the problem

Stating the problem is not as easy as it may sound. Having clear contributing factors will help, but there is more to this process than meets the eye. The key ingredient to stating the problem is developing a policy action statement. The policy action statement is a condensed (approximately 25 word) statement that includes the following elements:

- States the actual problem to be addressed — *a brief description*
- State the policy solution — *names the actual policy*
- States what the policy will do — *briefly describes the impacts*
- States who will benefit from the policy — *identifies who will be positively impacted*
- States the policy makers that can make it happen — *identifies the “targets” who ultimately adopt the policy*

The value of developing this statement is in the clarity it brings to the coalition as it grapples with describing the key components. Once developed it should be written on chart paper and posted at all meetings where work on the policy campaign is occurring. The statement also serves as a roadmap when the coalition is months into the campaign and wondering “what and why are we doing this again?”

The example to the right describes a policy that meets the above criteria. The problem is loud and unruly parties. The policy maker is the city council. The policy will reduce consequences of binge drinking and neighborhood nuisance behavior as identified in your community assessment. The beneficiaries are the residents and binge drinkers suffer the consequences of heavy drinking.

The short statement sets up much of the work of the coalition in carrying out the policy campaign. It identifies the policy makers who will need to be educated and influenced to pass the policy as well as identifies one

of the prime candidates from whom support should be sought: residents living near locations where parties are being held.

Policy Step 2: Engage enforcement

Enforcing policies is central to its effectiveness. This is especially true for public policies and institutional policies. Many of the alcohol policies that have the most evidence behind them are public policies that require some level of enforcement to operationalize the actual strategy. For example, a mandatory city ordinance requiring server training needs a city department to ensure that merchants are enrolling the personnel in the training within the required period of time. Police department policies mandating on-going compliance checks to prevent service to intoxicated patrons require law enforcement to regularly spend time in on-premise establishments to observe serving practices. Without such enforcement the policies have no power and will not reduce the problems they are intended to address.

Engaging the appropriate enforcement body early in the policy campaign is essential. Doing so increases the likelihood that the policies, once adopted, will actually be enforced. No entity wants to be told to enforce a policy in which they had no input. But beyond this, including enforcement can have additional benefits:

- **Collection of local data:** Policies need to be backed by data. The Step 1 assessment will contain some of the data that supports the need for a specific policy. But it is also likely that as policy making takes

Policy Action Statement Example

City council passes a local ordinance holding landlords accountable for loud and unruly parties on their property, thereby reducing the consequences of binge drinking and related neighborhood nuisances.

place, additional information will be needed to either establish if there is a need to educate the community about the problem the policy is intended to address. The enforcement entity may be in the best position to assist with any required additional data. The police department is a good example of an organization that can contribute significant amounts of data to support the policy. In the case of the policy action statement above, the police department can provide data on calls for service to address loud and unruly parties, as well as identify which neighborhoods have a cadre of concerned residents able to provide stories about the local impact of the parties.

- **Selection of policy responses:** The entity charged with enforcing a policy is probably in the best position to inform what is enforceable and what is not. It is important to develop a policy that makes it easier for the enforcement body to do their job. For example, communities across the country are passing social host ordinances to deter underage drinking. These local ordinances are generally written to hold the adult host(s) criminally responsible for hosting a party. However, feedback from local police departments has revealed it is very difficult to generate the level of evidence to hold adults responsible for a criminal misdemeanor. As a result, many of the social host ordinances currently on the books are not enforced.
- **Crafting policy language:** It is advisable for the coalition to draft its own policy language. This enables the group to produce its ideal policy over which compromises will later be discussed. The enforcement entity will likely have much to add in terms of suggested policy structure. Encourage them to be part of the draft process; it will build commitment to the policy as well as to the campaign process.

Policy Step 3: **Collect data to establish a legal basis for the policy**

This step is particularly important when engaging in a public policy campaign. Any public policy requires a set of findings, usually reflected in the ordinance as “whereas” statements that set the legal foundation for the specific features in the ordinance that are included

to address the specific problem. For example, let’s say your campus-community coalition has determined there are too many bars in the downtown area surrounding campus, and one solution is to pass a local ordinance that will reduce the density of bars over time. The ordinance will require specific findings that paint a picture of the problems the high concentration of outlets actually creates for the community. Data including fights, nuisance behavior, other forms of violence, and public intoxication in and around the bars are the kinds of information that will form a solid legal foundation for specific provisions to abate the problems. The conditions in the ordinance may include new distance requirements between outlets or operational conditions such as security guards and exterior lighting. The findings create the legal “nexus” or connection between the contributing factors and the ordinance conditions.

While findings are essential ingredients for all public policies, they are also important to establish for organizational or institutional policies. Campus policies frequently require a formal body, like a board of trustees, for adoption. It is often the case that these policies also contain findings of the type described above. The findings may or may not be legally required, but it is a good idea to include factual data on the problems that stimulated the policy development in the first place.

The good news is that much of the required data can be found in the SPARC Step 1 assessment. However more specific information about the contributing factors that break down into very specific and localized data may be needed. Often coalition members have access to these data and can provide them as the policy language takes shape. The process for deciding what additional data may be needed is often an iterative one, where the conditions to address the problem are identified and the data to establish the legal foundation for the policy is collected. At the same time, as new data are collected they may inform necessary provisions to include in the policy.

Policy Task 4: Make the case

Making the case for the policy is essential to being able to build campus and community support for the policy. Engaging the coalition in the process of deciding what the case should say builds important commitment to the policy and energizes the group to organize for its support.

One powerful vehicle for educating both decision makers and the broader campus/community is the issue brief. An issue brief allows the coalition to make its case about the nature of the problem being addressed and the policy solution. Issue briefs are strongest when they contain some key components as follows:

1. An issue brief should:
 - Be written in language you would use to explain the topic to a neighbor or friend
 - Tell a story about why the element is needed
 - Be able to be used in a variety of situations
2. Understand the audience and what they care about
 - Think of audience in terms of decision makers and members of the campus and community who may support the policy work
3. Identify and define the problem to be addressed
 - From an environmental perspective
 - Use data from needs and resource assessment
 - Include data on populations, settings and availability
 - Link health and safety consequences
4. Include section on the environmental approach to lay groundwork for reframe from perspective of larger campus/community population
5. Describe the coalition and position as the vehicle to address defined issue
6. Lay out policy solution
 - Define policy (broadly and link to environmental approach)
 - Discuss how policy solutions are different and distinct from individual focused solutions

7. Describe the risks or harms if the policy is not adopted
8. Discuss the evidence behind the solution; if no formal evaluations exist, discuss other college communities' success with the policy

These elements enable the coalition to frame the issue and the solution in ways that offer the greatest likelihood for support. The issue brief is not the intervention; this education is one part of the larger strategy to change policy. The issue brief begins the process of telling the story—about both the problem and the policy solution—from the perspective of the coalition.

While there is no right number of pages for an issue brief, generally they are two to four pages in length. This document should serve as the foundation for the media advocacy described in Policy Step 6 below. It also facilitates the coalition speaking about the policy with the same voice. The document guides how decision makers and campus/community members understand the proposed policy solutions and as well as how the coalition members describe the work. To mobilize support for the policy, it is important to have everyone singing the same song; the issue brief helps accomplish this.

Policy Step 5: Draft policy language

Eventually this work results in an actual written policy just waiting to be adopted and enforced. Someone has to put all the good ideas and findings into a draft policy that reflects what research says works and is carefully designed to address your contributing factors. How does this happen? Who actually does this work? The simple answer is that the coalition is in the best position to write the policy. Perhaps a subcommittee or the campus/community organizer can put together a first draft for the full group to review. But it is important for the full coalition to support it. While it may seem a little daunting to write policy, the process is not as hard as it might first appear. There are some tried and true tips a coalition can use to make this work manageable:

- Research similar policy examples from other colleges and communities
- It is likely that some other college campus or community has worked on issues similar to those you are addressing. This is especially true if the coalition is implementing a policy strategy that has a strong evidence base to it. A Google search will often yield examples of policies similar to what it is working on. While it is not a good idea to adopt a policy from another campus or community exactly as it is written, many examples can serve as templates for the coalition's policy.

Compile supporting documentation

Someone will undoubtedly question whether the proposed policy is the correct response and if it can be legally produced. This is particularly true where the state is a strong player in the alcohol control arena. So, it is important that the coalition does its homework to establish the fact that the proposed policy is relevant at the local city or county level. An attorney does not have to do this kind of work, although this may be an excellent role for a lawyer to serve as a member of the coalition.

Clarify the legal basis

Policies from other states may have different legal underpinnings. Each state has its set of unique alcohol laws and the nature and extent of authority communities have to adopt their own alcohol-related policies varies from state to state. In many cases state law supersedes local authority. That means that the state often preempts the capacity for localities to adopt specific public policies. It is important to understand the limits of local authority when working on local public policy. But one caution—city or county attorneys often have little expertise in this legal arena. Municipalities have often deferred to the state to handle all alcohol laws and policies. Unfortunately, this approach has often contributed to the very problems that coalitions are attempting to address. It is quite likely that by the time a coalition has explored the authority of states to act locally, it may know more than the local city or county attorneys. Still,

it is important to work with local municipal attorney after the coalition has a draft in order to have the policy put into a format consistent with the city's local code (see American Medical Association, Jim Mosher, *The Perils of Preemption*, http://www.alcoholpolicymd.com/pdf/Policy_Perils.pdf).

In the case of policies that are organizational or institutional in nature, there is less risk of any state preemption figuring into the equation. While it is still important for the coalition to write its own policy, often it can be reviewed by the legal entity representing the governing body adopting the policy.

In the end, it is the coalition's responsibility to develop the policy it has determined will best address its own unique problems as reflected in its contributing factors. Remember, by writing its own policy a coalition has set the standard for what should be included. Others who may oppose the policy must argue why things should be pulled out as opposed to the coalition having to fight to get key components included.

Policy Step 6: Use media advocacy

Media advocacy is a powerful tool to move the coalition's policy agenda and uses specific tactics to influence both decision makers and campus and community members, with the ultimate goal of supporting the policies proposed by the coalition.

Coalitions too often use media to publicize their events or to just inform about the problem. Community education is an important element of policy work, but

Media advocacy



Media advocacy is the process of disseminating policy-related information through the communications media, especially where the aim is to effect action, a change of policy, or to alter the public's view of an issue (The Marin Institute Media Advocacy Primer, 2007).

it is only a piece of a larger strategy focused on using media as an agent of change. Media advocacy is used to spotlight the coalition's issue and propose appropriate solutions, always including an "ask" for action.

- While a media advocacy campaign has numerous elements, it includes the following:
- Setting the agenda/getting media attention
- Framing or shaping the debate
- Advancing specific solutions or policies

To achieve the above a media advocacy plan includes these steps:

- Define goals and objectives
- Identify and target your audience
- Develop your message
- Develop story ideas
- Define action steps

Each of these steps is important and is briefly described below. For further information, refer to **Appendix 2** for useful resources that can assist you in thinking through the design of a media advocacy campaign.

Define goals and objectives

The overarching goal of your campaign is usually the adoption of the policy goal(s) your coalition has adopted. The objectives break out specific sub-outcomes that need to be achieved. For example, in the case of the loud and unruly party ordinance policy discussed above, the goal is to get the policy passed by the city council. The objectives are related to such things as generating a certain number of local stories in the press, producing letters to the editor, perhaps sending emails to segmented sections of the community, getting a certain number of hits on a Facebook page, and so on. All the goals and objectives should add up to a successful campaign that has the best chance of creating pressure on decision makers to adopt the policy the coalition is seeking.

Example of Key Talking Points

Example of key talking points for policy goal of passing local city ordinance placing fee on alcohol merchants to fund enforcement on bars:

1. It's not just a few bad apples that need to be cleaned up. The problems associated with heavy drinking downtown mean all of the bars have a role in creating and preventing these problems.
2. We need an ongoing source of revenue to help law enforcement stay on top of these problems.
3. These kinds of problems send the wrong message to parents who are thinking of sending their kids to our university.

Identify the target audience

What individuals or groups need to be reached to create pressure on the decision makers? What is the role of the broader campus community, and how can they be reached such a way that they are willing to contact the decision makers? What role do students play, and how can they be best reached to get them active in the work? Is it important to influence the Chamber of Commerce? If so, how can members be reached with the advocacy message? What about key campus officials? How can advocacy messages be framed in such a way that will build support for the policy?

Develop the message

Fortunately if the coalition has developed an issue brief, much of this work is already done. The issue brief does the heavy lifting by providing detail on the problem and framing it in an environmental perspective. It has provided the policy response and justification for it and has framed the call to action. It is important to keep message somewhat simple. Do not have more than three or four messages for the coalition to speak to over the life of the campaign. These points should already be in

the issue brief, but may need revisiting or sharpening of the focus as the work proceeds. The value of having just a few key points is that all the coalition members can be essentially saying the same things when they speak in support of the policy (see Text Box X for examples of key talking points to support policy work). This consistency in messaging will serve the group well as the campaign proceeds.

Develop story ideas

How can the story of this problem be told? It is the coalition's story to tell? How the story is told will influence the likelihood that people will act on the call for action. Perhaps the coalition wants to really dig into a local off-campus party scene that resulted in a serious consequence. Maybe a video of violence in and around a downtown bar scene or tailgating party scene will serve as a compelling story to tell. The story should be only part of the media advocacy campaign, but it is a very important one. The coalition should play a major role in developing the story. After all, the members are the ones who tell it.

Ask if story ideas are:



- Timely
- Unexpected
- Relevant
- Hit close to home

Define action steps

A media advocacy campaign needs many voices. Everyone in the coalition has a role to play. Because there are many moving parts to the effort, a media advocacy action plan is essential. The action plan is the “who will do what, by when” part of the process. While most people doing this work understand and are familiar with creating a plan, there are a few key considerations. At a minimum media advocacy action steps should:

- Generate a calendar of opportunities with a plan for each

- Build a media list with contact information
- Identify a list of key media contacts and establish who will reach out and build relationships with them
- Build a tracking system for monitoring the various media pieces on your issue
- Identify relevant editorial boards and who will meet with them
- Write letters to the editor or communicate via other media sources such as blogs, etc.

Tips and Suggestions:



For examples of action steps around media advocacy, see the sample action plans created in Step 3 beginning on page 49.

While the above steps may not constitute a comprehensive media advocacy plan, they do get the coalition well on its way to effective use of local media sources. The media part of the policy campaign is one of the most important parts of the work and should be provided ample time and resources to make it happen.

Policy Step 7: Mobilize support and provide community education

This step of the campaign is focused on community mobilization and organizing. It is about doing two critical things:

- Building a grassroots base of support for the proposed policy think of this as building “bottom up” support; and
- Influencing key decision makers to support the policy. This is more “top down” support.

Building the grassroots base

At the core of most successful policy campaigns is a community mobilizing effort. Decision makers need to know that the public (including the campus) supports the policy. Because policies can sometimes be

A Power Analysis



A Power Analysis is an advocacy tool that explores how decisions are made in a community on a specific issue.

controversial, a broad base of vocal support is essential to both convince policy makers that they should adopt the policy and maintain their support as those that oppose the policy exert their influence. Because policies usually have supporters and detractors, the supporters must build a stronger base and demonstrate more power than the opponents. Building power is not a new concept when applied to implementing environmental strategies, especially policy work. But many coalitions fail to spend the time necessary to build the base.

Fortunately, the many one-on-one interviews conducted in the assessment process can now be put into play. Many of the people who were interviewed may be willing to sign on as supporters of the policy. Some will engage in the media advocacy actions, by writing letters to the editor or being a media spokesperson; others will agree to come to the meeting where the policy is discussed by the decision makers; others may be willing to sign a petition in support of the policy. The goal of this part of the campaign is to bring as many people into the support column as possible and find ways for them to publically express their support.

Influencing key decision makers

This is the important “top down” part of the mobilizing strategy. Simply put, the coalition is trying to influence the decision makers (i.e., primary targets) by having those they listen to become supporters of the policy and be willing to talk to one or more of the decision makers. This may be a multi-step process in that the coalition may need to find people who can convince key influencers to speak to the decision makers. For example, for a loud and unruly party ordinance, if the final decision maker is the city council, coalition members may need to get the city manager or city attorney on board before trying to get to the council members. Central to the process is an understanding of how decisions are made in the spheres that the coalition is trying to influence.

A tool to facilitate unpacking the decision making process is called the power analysis. This process concretely identifies who needs to be approached and who can do it. The following is a tool coalitions can use to carry out a power analysis.

The combined strategy of building a grassroots base of support coupled with strategic pressure exerted on key decision makers that is complimented by powerful media advocacy can move a decision making body from opposed to supportive.

Assess the Individuals Who Can Give You What You Want

Who has the power to adopt your policy? _____

Who are the most important individuals?	Who must you talk with before you approach him/her?	How do you influence them?	What is the self-interest of each?	Who will approach this person?

This step takes time. It is not uncommon for a comprehensive mobilizing effort to take between four and eight months. This timeline can be significantly shorter if the policy is broadly supported from the get-go. It can also be shortened if the relationships developed during the one-on-one interviews have been kept alive and current. Generally, building a committed community both on- and off-campus is an on-going effort that begins once the policy goal has been developed by the coalition. But, in the life of every policy campaign, there comes a point when the supporters need to be rallied into action.

Policy Step 8: Getting the policy adopted

Eventually, the proposed policy needs to come in front of the decision makers for adoption. This is certainly true for adoption of a public policy at the city or county level and often so for adoption of institutional policy. Policy adoption requires deliberation and usually more than one person to make it happen. When more than one person is involved there tends to be a hearing of some sort. The coalition needs to be part of any hearing or public discussion on its proposed policy.

Being part of a hearing entails much more than showing up with a few supporters in tow. Many policies have failed at a hearing when no one from the community showed up to speak in support of it. The lack of a visible presence creates a vacuum that opponents can exploit by exerting counter pressure on decision makers making it difficult for them to do the “right thing.”

After months of media advocacy, community mobilizing, one-on-one meetings with key decision makers and what may seem like endless coalition meetings, the hearing is your chance to pull it all together.

The following is a list of activities for a successful hearing:

- *Be sure to know how each decision maker plans to vote on the policy.* If there is a possibility of a majority vote in favor of the policy, it may make sense to pull it

off the agenda and continue building support. There may be times when the policy is clearly bound for defeat and the coalition makes a strategic decision to let it sink, but these times are rare. It is much more likely that the hearing is the opportunity to see the policy adopted. The coalition wants to maximize the potential for success.

- *Determine who will speak on behalf of the policy.* Pick a person that has significant credibility to the decision makers. Understand the time limits available to the person speaking on behalf of the group. If more time is needed than what is allotted to your speaker, consider using the public comment period to make other points. Also, consider if it is better to go first or last after the opposition has spoken. This may provide a chance to rebut arguments the opponent have made.
- *Plan the presentation well.* Decide who is saying what and script it out. Make only the points necessary to sway votes. Do not over talk. Determine ahead of time if the decision makers are swayed or put off by many speakers voicing their support. Sometimes too many speakers irritates decision makers and it is better to have one or two make the case, ask for support and then ask the supporters in the audience to quietly stand up. One hundred people standing can be an impressive sight and suggests deep support and a strong base of power.
- *Determine if the entity to enforce the policy will speak in favor.* If the police department is the enforcement agency, its testimony in support can be huge. If it has been involved with you from the early days of the campaign (see policy campaign step two), there is a greater chance that it may be willing to publicly advocate on behalf of the policy.
- *Pack the room with supporters.* There is no such thing as too many people in showing up in support. This is where the community mobilizing pays off. All the people the coalition sought support from should be encouraged to attend the meeting to demonstrate the breadth and depth of the community support. Having many people in attendance reinforces the “yes” votes and moves those “undecided” to the yes category. Sometimes a “no” will move to a yes if the crowd is large, but this is more the exception than the rule.

- *Be respectful of all the people in attendance, even the opposition.* Taking the “high ground” as an advocate for your policy is a powerful position to take and sets up the coalition for future policy efforts.

Policy Step 9: Ensure enforcement

Communities across the country are littered with policies that are on the books but unenforced. An unenforced policy is of little value to the coalition. While a recently adopted policy may have some impact on the intended problem resulting from the deterrence effects of being in the community consciousness, any benefits will certainly be short lived.

Unfortunately, coalitions have often thought that their work stops with the adoption of the policy. In fact, getting a policy adopted represents about 50 percent of the strategy implementation. The other 50 percent is the work of ensuring the enforcement entity does its job. If the coalition has been working with the enforcement entity from the beginning of the campaign, there is a much greater likelihood of this aspect of implementation actually occurring. While actual enforcement begins once the policy is adopted, a forward-looking coalition will have already been discussing the enforcement challenges early in the policy campaign. This way there are no surprises after it is adopted.

The coalition can decrease the time lag between adoption and enforcement by doing the following:

- Prior to policy adoption, engage the enforcement entity in a discussion with the coalition about what is needed to make enforcement happen. What challenges exist and what is the range of possible remedies? How can the coalition help? This is an important step in that it demonstrates that the coalition is in for the long haul. It signals a willingness to help but also suggests that enforcement is a coalition priority and the group will be monitoring how effectively it occurs. There is nothing wrong with shared accountability between partners as long as it is explicit and done in a way that suggests shared commitment and responsibilities.
- Set up a mechanism for communication within the coalition about challenges associated with the enforcement work. This could mean a standing report on the coalition meeting agenda. Or, it could take place in a subcommittee that is charged with policy implementation. The goal is to keep communication open about policy implementation and enforcement.
- Use coalition media contacts to regularly publicize enforcement efforts. The more the community knows about the policy and to the extent they believe there is regular and consistent enforcement, the better the chances of compliance with its provisions. Use the media to do regular stories emerging from the enforcement. This post-adoption media reinforces and expedites the normative shifts that accompany policy adoption. The coalition is in the best position to make enforcement a community issue as it provides public support for the enforcement entity.
- Expect that the enforcement entity may need to engage in internal training of their personnel. New policies require new procedures to ensure appropriate implementation. For example, law enforcement often has to provide training to their officers when implementing new procedures to hold adults accountable for loud and unruly parties. Code enforcement and planning staff may need training in how to interpret local land use provisions designed to shift the sales and service practices of on- and off-premise alcohol outlets. And campus resident advisors may need training and support to implement and enforce new policies about drinking in dorms. While the enforcement entity may require the training, it should be a shared responsibility between the coalition and those requiring the training to be sure it happens.

Following these key steps will help ensure that the necessary enforcement will be initiated and sustained. Remember, without enforcement, the policy has little chance of success, and the problems the coalition is attempting to address will likely continue.

Policy Step 10: Evaluate campaign effectiveness

Win or lose, it is important to evaluate how well the policy campaign was carried out. One of the ideal outcomes of a well-run campaign is to build coalition capacity and expertise to implement environmental strategies with the policy component embedded in them. Certainly, part of the evaluation process is to celebrate the work of the group. It is easier to celebrate a victory than a loss, but both require an honoring of the coalition and community members who participated in the work. If this is overlooked people are less likely to engage with the coalition next time around.

There are a few key areas to pay attention to during the evaluation:

- Did the policy pass? If not, what happened? What should the group have done differently and what are the lessons for the next policy campaign? What new groups were brought into the orbit of the coalition? Are there new partners and how can you keep them engaged?
- What are the enforcement and implementation challenges? Are they being addressed? Is the relationship with the enforcement entity strong and is there shared accountability? What is the coalition's role in the enforcement process? Are procedures in place to be sure it happens? If training is required, is a plan in place to make it happen?
- Is the coalition more or less united after the campaign? Are people energized? Did the coalition develop a new sense of its own power as an agent for change? How can the coalition be strengthened? Are there some members that should perhaps be asked to leave the group? Did coalition members settle into roles that can be put in play next time?
- Are campus and/or community members talking about the policy? Was the media advocacy work robustly carried out? Are people talking about the problem the policy will impact in a different way? Are you sensing the beginning of new norms taking shape in the tolerance community members have about the problems? Has the soil been tilled for more attention to the problem?
- Has the coalition established itself as the "go to" group for implementing environmental strategies to address campus-community alcohol problems? If not, what needs to happen to make it so?

There are other facets to a post-policy campaign evaluation. These are meant to provide a starting point and drive home the fact that this kind of evaluation is essential to the short and long-term health of the coalition.

Appendix 5: Sample Action Plans

Example #1: Social Host or Loud/Unruly Party Ordinance				
Selected Environmental Strategies	Coalition Considerations that set it up to succeed	Constituents, Allies and Opponents of Strategy	Decision Makers (who can make strategy happen)	Action steps
Conduct this analysis for each strategy the coalition intends to Pursue	<ul style="list-style-type: none"> Human resources Budget needs Organizational structure Internal issues External or management issues 	<ul style="list-style-type: none"> Who is impacted? Who can help? Who opposes and why? 	<ul style="list-style-type: none"> Primary target Power to influence Others who can influence targets 	<i>Develop a detailed list of action steps that will lead to achieving the strategy.</i>
<i>Develop and pass a social host ordinance or loud and unruly party ordinance at the city level.</i>	<ul style="list-style-type: none"> Is there sufficient staff &/or volunteer time to plan and implement this? Does the coalition need a dedicated sub-committee to achieve this strategy? Does it have good data on the problems associated with off – campus student parties? Does the coalition have credibility with the city council Does the coalition need to consult with a lawyer (e.g., to develop model language; address any issues associated with local authority for such ordinances) 	<ul style="list-style-type: none"> Have there been parties that can provide compelling examples of the problem? Where are most problematic parties occurring? Will the local sheriff or police department be an ally? What is the position of any nearby neighborhood associations? What about absentee landlords/ property owners? Will they oppose? 	<p>Primary target: City Council members</p> <p>What power can you tap to influence target: Media advocacy</p> <ul style="list-style-type: none"> Student council support Renters/landlord association support <p>Secondary targets:</p> <ul style="list-style-type: none"> Parents of students Police chief Nearby neighbors University leaders Medical community Student health 	<ul style="list-style-type: none"> Collect data on problems at parties including police calls and student testimonials Present data to demonstrate problem Determine initial support or opposition Make the case in written form and presentations Garner support for change Develop model policy language Use media advocacy Get the policy adopted Get policy implemented Monitor & enforce new policy Evaluate campaign effectiveness

Action plan for Social Host Ordinance					
Action Steps	Responsible Party	Communications and Media Support	Resources Needed	Timeframe (start and end)	Tracking measures
Collect data on problems at parties including police calls and student testimonials	<ul style="list-style-type: none"> • Community organizer • Coalition members 	<ul style="list-style-type: none"> • Pitch news story to reporter about problem problems with house parties 	<ul style="list-style-type: none"> • Police calls for service • Qualitative data from students about consequences • Emergency room admission data • Student health center data 	Month 1	<ul style="list-style-type: none"> • Results shared with coalition
Present data to city council members to demonstrate problem	<ul style="list-style-type: none"> • Community organizer • Police liaison to coalition 	<ul style="list-style-type: none"> • Share GIS maps of parties w/ media 	<ul style="list-style-type: none"> • GIS software 	Months 2–3	<ul style="list-style-type: none"> • Maps shared with coalition
Determine initial support or opposition	<ul style="list-style-type: none"> • Coalition members 	<ul style="list-style-type: none"> • Stories in local newspapers on the results of data 	<ul style="list-style-type: none"> • Contact with local media • Time for members to do interviews with decision makers and other key targets 	Months 2–3	<ul style="list-style-type: none"> • Records of meetings
Make your case in written form and presentations	<ul style="list-style-type: none"> • Specific coalition sub-committee members 	<ul style="list-style-type: none"> • Consult with coalition members to collect and review information • Development of Powerpoint presentational materials 	<ul style="list-style-type: none"> • Data, quotes, research on best practices • Writer for development of case statement and issue brief • Possible training for coalitions members for making presentations 	Months 2–3	<ul style="list-style-type: none"> • Development of written products and local of actual presentations made
Garner support for change	<ul style="list-style-type: none"> • Specific coalition sub-committee members • Community organizer 	<ul style="list-style-type: none"> • Petitions for collection of signatures • Resolutions of support from organizations • Commitments from individuals to attend meetings where decision makers will debate policy 	<ul style="list-style-type: none"> • Community organizing training • Financial resources for dissemination of case statement and issue briefs • Time to do meetings with campus and community members impacted by loud parties • Mailings to parents asking for their support • volunteers to canvas neighbors near where parties occur 	Months 3–4	<ul style="list-style-type: none"> • Signatures on documents expressing support for policy

(continued)

Action plan for Social Host Ordinance (continued)					
Action Steps	Responsible Party	Communications & Media Support	Resources Needed	Timeframe (start & end)	Tracking measures
Develop model policy language	<ul style="list-style-type: none"> • Community organizer • Enforcement entity 	<ul style="list-style-type: none"> • None needed 	<ul style="list-style-type: none"> • Consult with legal expert if needed 	Months 3–4	<ul style="list-style-type: none"> • Completed model document
Use media advocacy	<ul style="list-style-type: none"> • Community organizer • & chair • Specific coalition members • Student volunteers 	<ul style="list-style-type: none"> • Write positive op-ed • Get news stories in relevant press • Set up Facebook page or other social media site 	<ul style="list-style-type: none"> • Contacts with media • Writer for op ed and sample letters to editor 	Month 4–5	<ul style="list-style-type: none"> • Stories in the press • Letters to editors • Hits on social media
Get the policy adopted	<ul style="list-style-type: none"> • Identify who on coalition is most credible & compelling to make the request to city council at hearing 	<ul style="list-style-type: none"> • Share signed request from neighborhood associations, parent leases, etc. with owners and media to attend the city council meetings 	<ul style="list-style-type: none"> • Talking points • Completed petitions • Data • GIS maps 	Month 6–7	<ul style="list-style-type: none"> • Model language adopted
Monitor & enforce new policy	<ul style="list-style-type: none"> • Community organizer • Coalition membership 	<ul style="list-style-type: none"> • Police calls and corresponding stores in paper when citations occur supporting enforcement 	<ul style="list-style-type: none"> • Positive quotes from community leaders 	Month 8 on	<ul style="list-style-type: none"> • Tracking number of parties
Evaluate campaign effectiveness	<ul style="list-style-type: none"> • Coalition membership 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Staff time developing retreat agenda 	Shortly after policy is adopted	<ul style="list-style-type: none"> • Written summary of successes/ challenges

Here is sample action plan for a policy to forbid alcohol promotions at campus sporting events.

Example #2: Adopt no alcohol promotions at campus sporting events					
Action Steps	Responsible Party	Communications and Media Support	Resources Needed	Timeframe (start and end)	Tracking measures
Clearly state the problem: Develop policy action statement	<ul style="list-style-type: none"> Community organizer Coalition members 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Police calls for service Qualitative data from students about consequences Emergency room admission data Student health center data 	<ul style="list-style-type: none"> Month 1 	<ul style="list-style-type: none"> Results shared with coalition
Engage entity responsible for enforcement in defining issue and shaping policy response	<ul style="list-style-type: none"> Community organizer Identify enforcement entity liaison to coalition 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Time from partner organizations 	<ul style="list-style-type: none"> Months 1–2 	<ul style="list-style-type: none"> Logs of meetings
Collect data to establish a basis for policy	<ul style="list-style-type: none"> Community organizer Coalition members 	<ul style="list-style-type: none"> Internal documents with research supporting ban 	<ul style="list-style-type: none"> Time to collect secondary data for solidifying policy approach 	<ul style="list-style-type: none"> Months 2–3 	<ul style="list-style-type: none"> Data reports to coalition
Make your case in written form and presentations	<ul style="list-style-type: none"> Specific coalition sub-committee members 	<ul style="list-style-type: none"> Consult with coalition members to collect and review information Development of Powerpoint presentational materials Create issue briefs describing problem and Policy solution 	<ul style="list-style-type: none"> Data, quotes, research on best practices Writer for development of case statement and issue brief Possible training for coalitions members for making presentations 	<ul style="list-style-type: none"> Months 2–3 	<ul style="list-style-type: none"> Development of written products and local of actual presentations made
Draft policy language	<ul style="list-style-type: none"> Community organizer Coalition membership Enforcement entity 	<ul style="list-style-type: none"> None needed 	<ul style="list-style-type: none"> Consult with legal expert if needed Model policies 	<ul style="list-style-type: none"> Months 3–4 	<ul style="list-style-type: none"> Completed model document

(continued)

Example #2: Adopt no alcohol promotions at campus sporting events (continued)					
Action Steps	Responsible Party	Communications & Media Support	Resources Needed	Timeframe (start and end)	Tracking measures
Use media advocacy	<ul style="list-style-type: none"> Coalition staff & chair Specific coalition members Student volunteers 	<ul style="list-style-type: none"> Write positive op-ed Get news stories in relevant press Set up Facebook page or other social media site 	<ul style="list-style-type: none"> Contacts with media Writer for op ed and sample letters to editor 	<ul style="list-style-type: none"> Month 4–6 	<ul style="list-style-type: none"> Stores in the press Letters to editors Hits on social media
Mobilize support and provide community education	<ul style="list-style-type: none"> Coalition staff Coalition members 	<ul style="list-style-type: none"> Petitions for collection of signatures Resolutions of support from organizations Commitments from individuals to attend meetings where decision makers will debate policy 	<ul style="list-style-type: none"> Community organizing training Financial resources for dissemination of case statement and issue briefs Time to do meetings with campus athletics personnel Mailings to parents asking for their support 	<ul style="list-style-type: none"> Months 4–7 	<ul style="list-style-type: none"> Signed petitions Resolutions of support Minutes from coalition meetings Written testimonials
Get the policy adopted	<ul style="list-style-type: none"> Identify who on coalition is most credible & compelling to make the request to campus administration 	<ul style="list-style-type: none"> Share signed support documents from parents, students and faculty Ensure broad attendance at hearing by supporters 	<ul style="list-style-type: none"> Talking points Completed petitions Data PPT presentation 	<ul style="list-style-type: none"> Month 7–9 	<ul style="list-style-type: none"> Model language adopted
Ensure enforcement of the policy	<ul style="list-style-type: none"> College personnel Coalition staff 	<ul style="list-style-type: none"> Articles from coalition praising action by administration Supportive letters to the editor in campus and community media 	<ul style="list-style-type: none"> Positive quotes from community leaders 	<ul style="list-style-type: none"> Month 10–16 	<ul style="list-style-type: none"> Tracking how quickly ads are removed from sports venues
Evaluate campaign effectiveness	<ul style="list-style-type: none"> Coalition membership 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Staff time developing retreat agenda 	<ul style="list-style-type: none"> Month 16 	<ul style="list-style-type: none"> Written summary of successes and challenges

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