

NU Directions

Campus-Community Coalition

**Five Year Report
1998 - 2003**

UNIVERSITY OF
Nebraska
Lincoln



nu DIRECTIONS

Reducing high-risk drinking... together.

**The NU Directions Campus-Community Coalition
is funded through an "A Matter of Degree" grant from the Robert Wood Johnson Foundation
and administered by the American Medical Association.**

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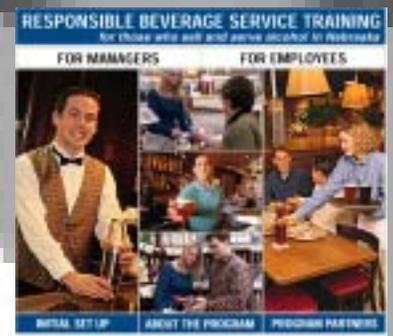
UNIVERSITY OF
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IN 1998, STUDENTS, FACULTY, STAFF, AND ADMINISTRATORS AT THE UNIVERSITY OF NEBRASKA-LINCOLN FORMED THE **NU DIRECTIONS** CAMPUS-COMMUNITY COALITION WITH COMMUNITY LEADERS, CITY, COUNTY AND STATE OFFICIALS, POLICE OFFICERS, HOSPITALITY OWNERS, PREVENTION SPECIALISTS, EDUCATORS, AND PARENTS IN LINCOLN, NEBRASKA THROUGH ONE OF TEN “**A MATTER OF DEGREE**” GRANTS AWARDED BY THE **ROBERT WOOD JOHNSON** FOUNDATION TO REDUCE THE **HIGH RISK DRINKING** OF COLLEGE STUDENTS BY CHANGING THEIR ENVIRONMENT. THE GRANT AWARD CAPITALIZED ON MORE THAN EIGHT YEARS OF COLLABORATION IN THE LINCOLN COMMUNITY TO ADDRESS ALCOHOL ISSUES AND PROBLEMS BOTH ON CAMPUS AND THROUGHOUT THE CITY. LINCOLN, LIKE MANY CAMPUS COMMUNITIES, HAD A REAL PROBLEM: EVEN WITH KEY POLICIES LIKE SUBSTANCE FREE HOUSING, A BAN ON ALCOHOL SPONSORSHIPS FOR ATHLETIC PROGRAMS, KEG REGISTRATION, AND STRICT ENFORCEMENT OF SERVICE TO MINORS IN PLACE, A NATIONAL STUDY FOUND THAT UNL STUDENTS STILL REPORTED HIGH LEVELS OF DANGEROUS CONSUMPTION. BOTH DRINKERS AND NON-DRINKERS WERE EXPERIENCING PROBLEMS. FOR ONE YEAR, INDIVIDUALS AND ORGANIZATIONS WITH MULTIPLE VIEWS, INTERESTS, AND APPROACHES CAME TOGETHER TO BETTER UNDERSTAND THE ENVIRONMENT AND THE RESEARCH ON EFFECTIVE SOLUTIONS. THEY CREATED A





STRATEGIC PLAN OF 13 GOALS AND 60 OBJECTIVES, AND THEN SPENT FOUR YEARS IMPLEMENTING THAT PLAN IN WORKGROUPS AND AD HOC COMMITTEES.



THIS REPORT SHARES THEIR PLAN, THE METHODS USED TO ACCOMPLISH THEIR OBJECTIVES, THE OUTCOMES OF THOSE OBJECTIVES AS MEASURED IN 2002, THE PARTNERS INVOLVED, AND THE LESSONS LEARNED IN THE PROCESS. GOALS AND OBJECTIVES THAT HAVE BEEN REACHED ARE IDENTIFIED BY A SYMBOL.



IT IS OUR HOPE THAT IN READING THIS REPORT, OTHER CAMPUS-COMMUNITIES CAN BENEFIT FROM THE EXPERIENCES, ACTIVITIES, AND LESSONS LEARNED BY

THE MEMBERS OF THE **NU DIRECTIONS** COALITION ABOUT THE PROCESS

OF BRINGING TOGETHER A BROAD GROUP OF CONCERNED STAKEHOLDERS, IDEN-

TIFYING KEY ELEMENTS OF THE ENVIRONMENT THAT ENABLE HIGH-RISK DRINK-

ING, APPLYING APPROPRIATE, RESEARCH BASED INTERVENTIONS TO INFLUENCE

THAT ENVIRONMENT, AND MEASURING THE IMPACT OF THOSE ACTIVITIES. IT IS

OUR BELIEF THAT, DEPITE THE MANY DIFFERENT PERSPECTIVES THAT EXIST ON

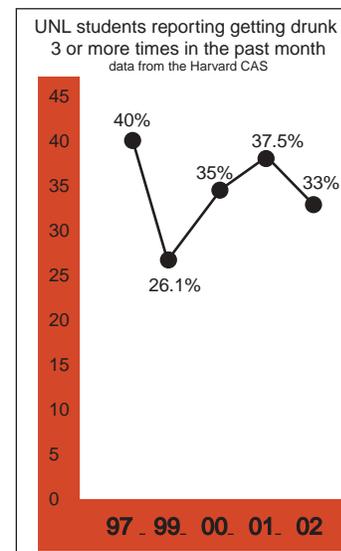
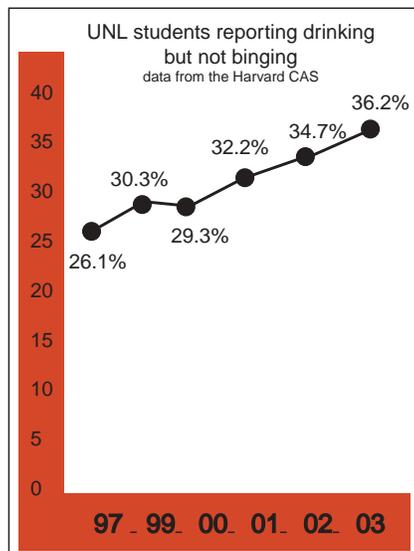
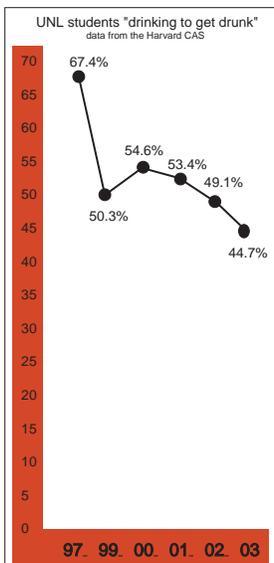
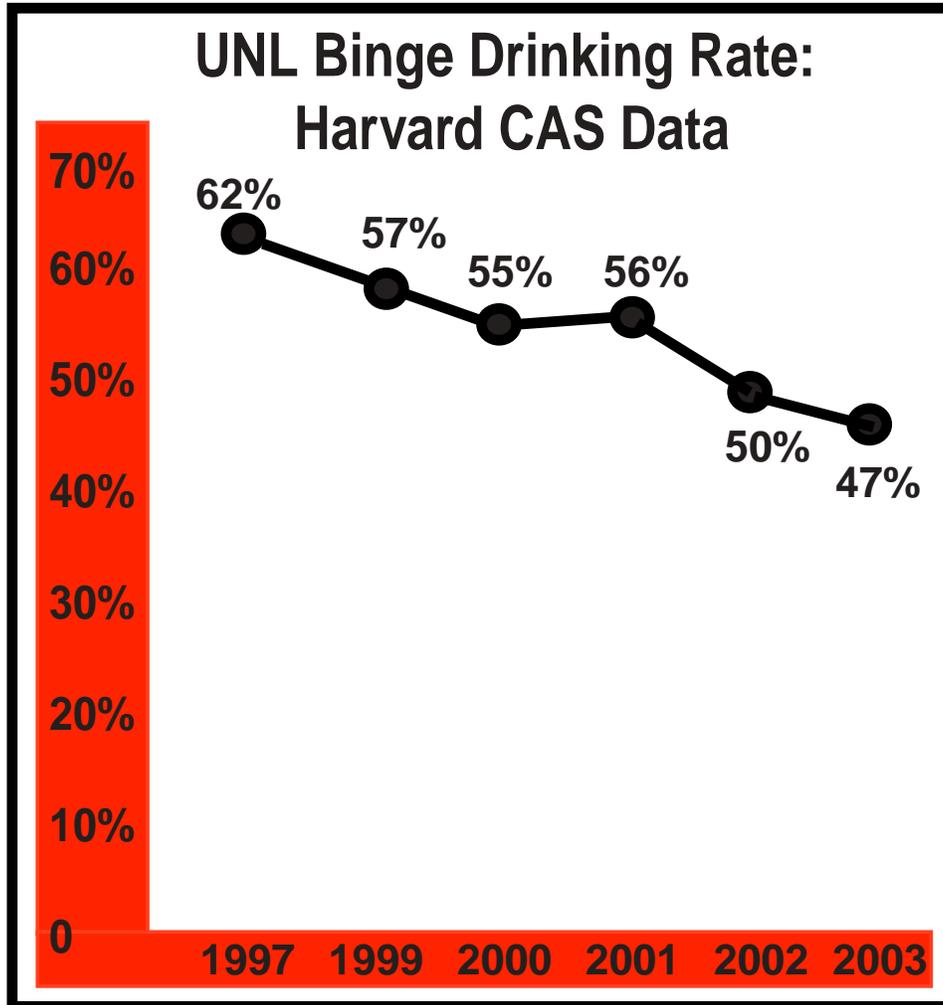
THE ISSUE, A COMMUNITY CAN COME TOGETHER AND CREATE A BETTER PLACE

TO LIVE AND LEARN.

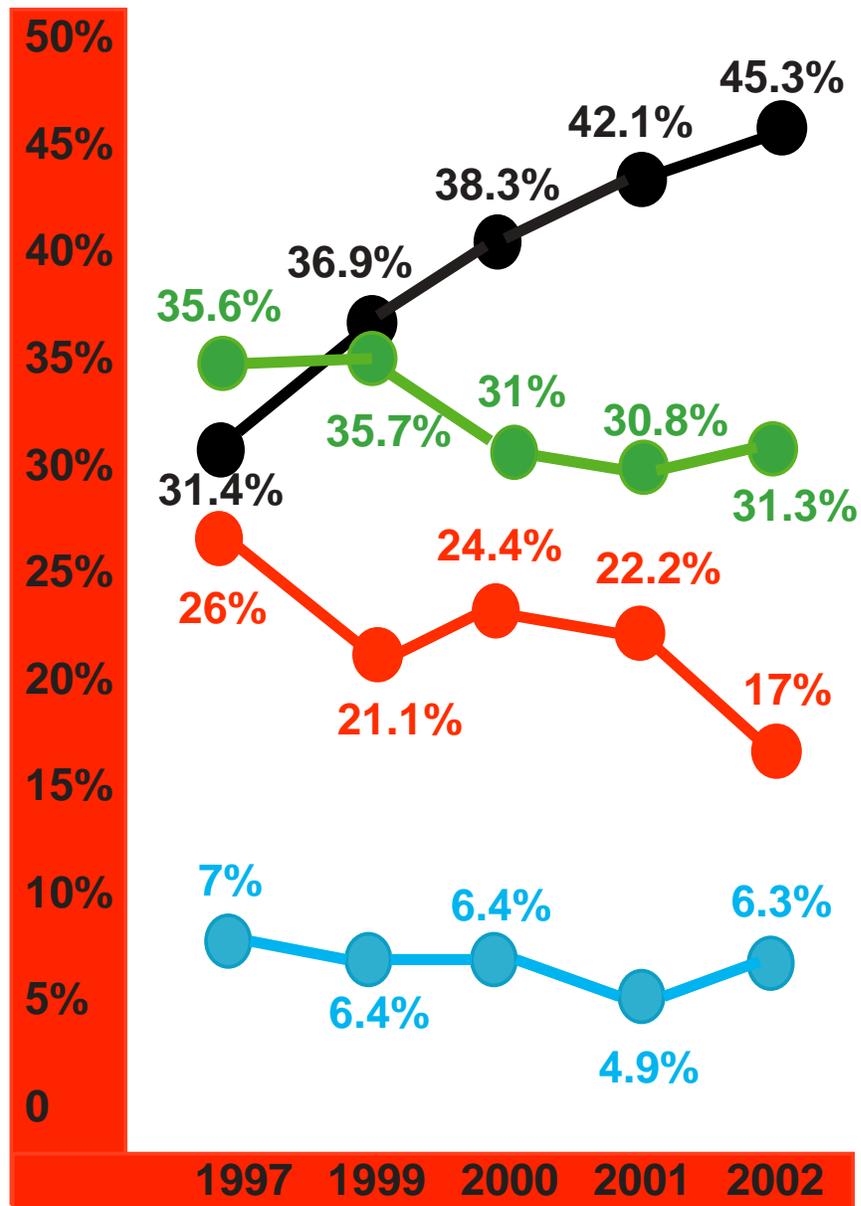




General Data: Five Year Trends



High School to College Binge Behavior: Harvard CAS Data

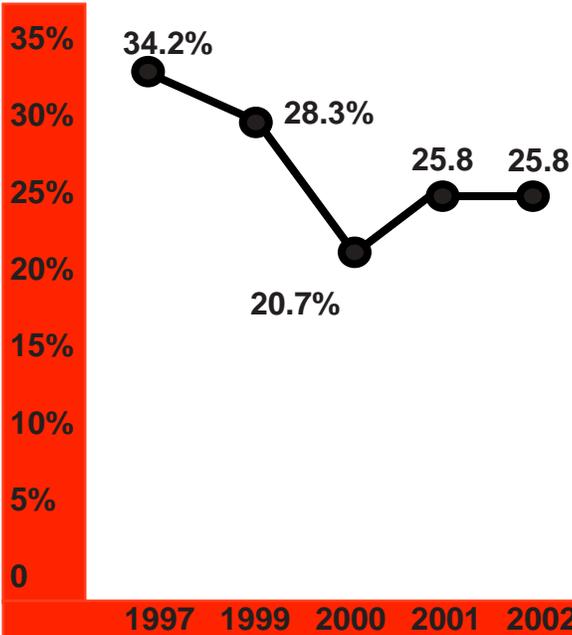


- Did not binge in HS or College
- Did not binge in HS/binged in college
- Binged in HS/Did not binge in college
- Binged in HS and college

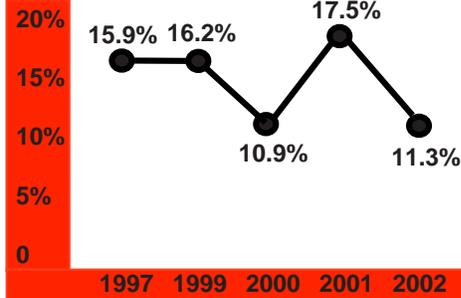


Primary Harm Data: Five Year Trends

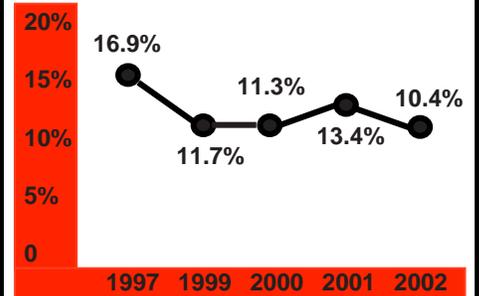
Experienced 5+ Problems
From Drinking: Harvard CAS Data



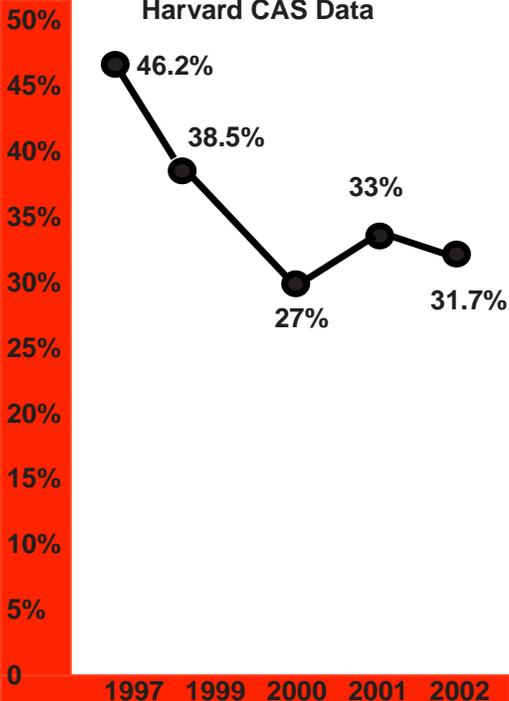
Got hurt or injured while drinking:
Harvard CAS Data



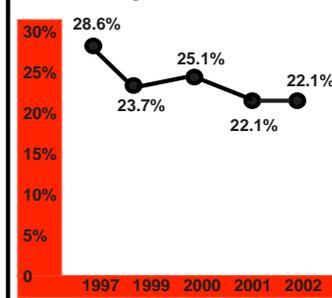
Damaged property while drinking:
Harvard CAS Data



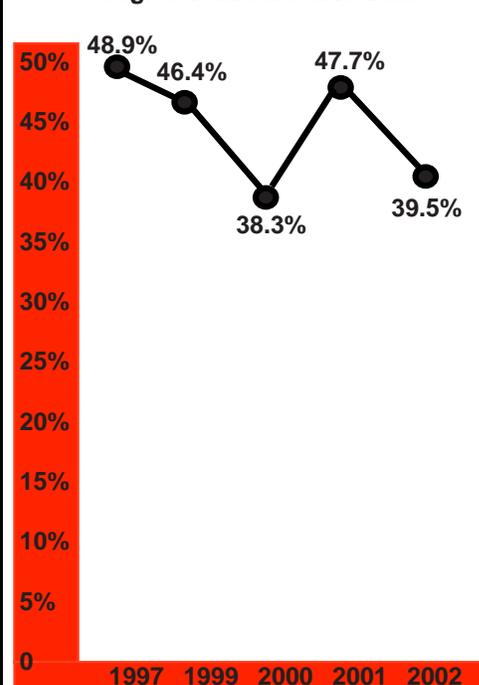
Missed a class due to drinking:
Harvard CAS Data



Get behind in school work due
to drinking: Harvard CAS Data

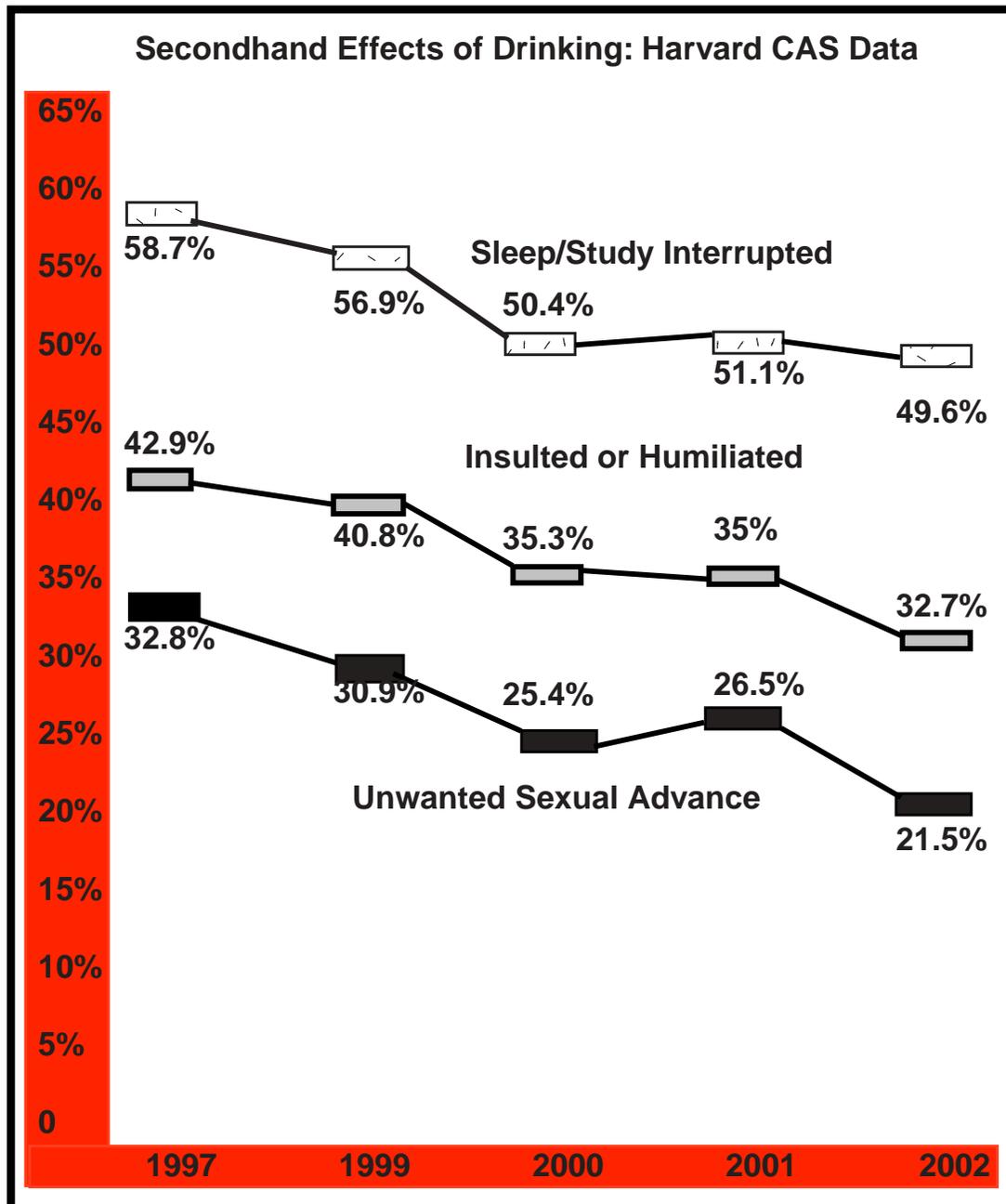


Drinking caused behavior one
regrets: Harvard CAS Data





Secondary Harm Data: Five Year Trends

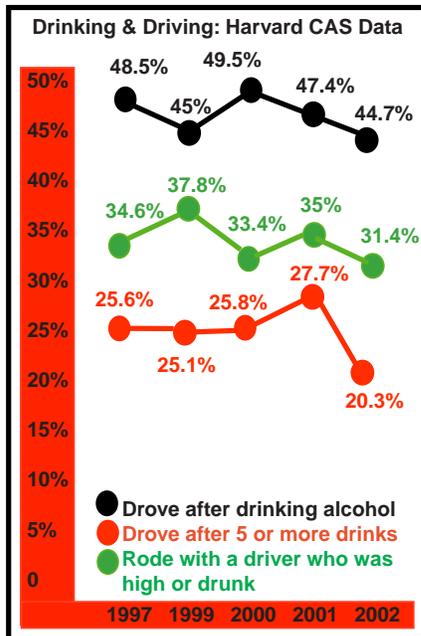




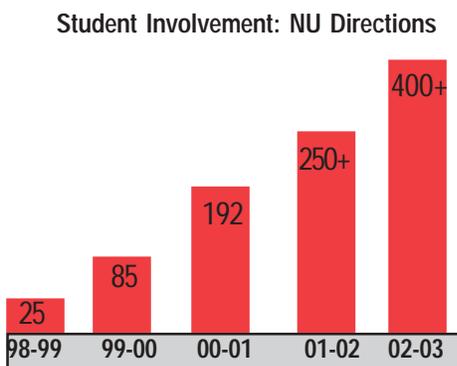
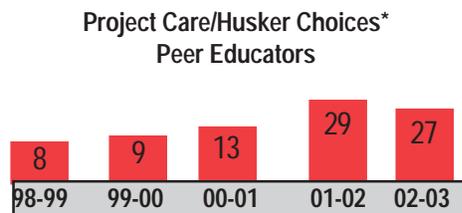
ACTIVITIES & OUTCOMES 1997 - 2002

GOAL 1: Increase the availability of attractive student-centered social activities located both on and off the campus.

Objective 1.2 Decrease the number of students reporting driving after drinking by 25%, from 48% to 36%.



Objective 1.3 Increase by 50% the number of students involved in programs sponsored by CHE's Alcohol & Drug Education Program and NU Directions.



ACTIVITIES:

The Social Environment Workgroup focused on several key projects that were the target of Goal 1 objectives. First, responsible entertainment options on campus and in the community needed to be encouraged and promoted to UNL students (Objective 1.1, 1.6). This was accomplished through the creation of a searchable database with web access named NUtodo.com. Lincoln businesses with could receive free inclusion in the database as long as they signed a "Responsible Business Agreement" that promised to abstain from sales to minors and intoxicated patrons, high-risk promotions, and other practices that would degrade the dignity of all patrons. Businesses also had to commit to responsible beverage service training. In 2000, a "responsible party planner" was added to the site where students could learn, plan, and locate vendors for private social events. In 2002, a 21st birthday section was added to the site to promote responsible celebrations through local specials and coupons (Objective 1.5). Funds to develop the NUtodo.com web site were provided by the local Pepsi bottling company, LinPepco. In 2002, the site was incorporated into the Student Involvement website for use as the student activities calendar, and is also used as the event entry point for all events promoted through the Information Stations of all campus residence halls.

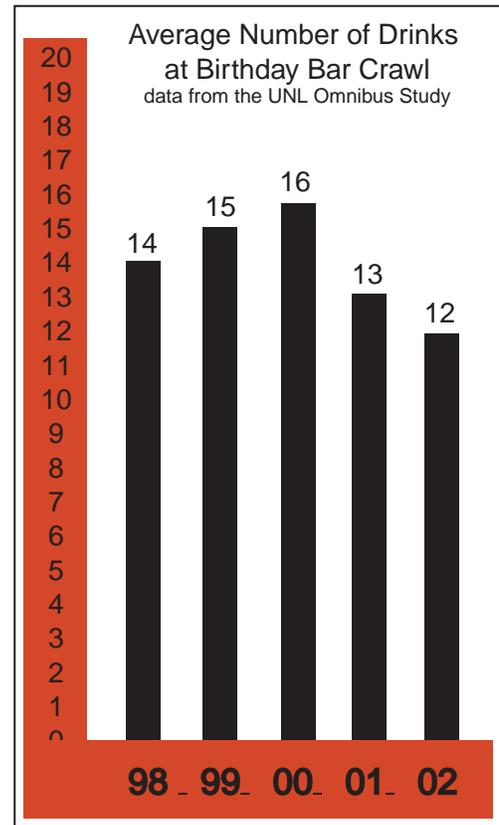
Second, new late night programs were developed to provide additional options for students who were under the legal drinking age or uninterested in social events including alcohol (Objective 1.4, 1.6). In 1999, the first pilot of a back-to-school midnight pancake breakfast was launched. In 2000, this event became a two-day extension of Big Red Welcome and included late night concerts, movies, recreational activities, and games. In 2001, the Social Environment Workgroup added a live band karaoke night to the week of Homecoming. In 2002, a late-night events committee was formed from the Social Environment Workgroup and other campus partners to create an ongoing series of late-night programs for students on Fridays.

Other Goal 1 activities include support of existing and emerging programs, including the peer-led alcohol education program, Project CARE, which expanded to Husker Choices, a program co-led by and targeting athletes

(Objective 1.3), and NU on Wheels, a student-led project providing free taxi ride home for students (Objective 1.2). The NU on Wheels program was adopted by the student government, funded through student fees, and expanded to operate from 7:00 p.m. until 7:00 a.m. seven days a week in 2001. A student-led drunk-driving simulated crash program was run in 2000 through the NU Directions Student Coordinator and the Cather-Pound-Neihardt residence hall complex, and was repeated in 2002.

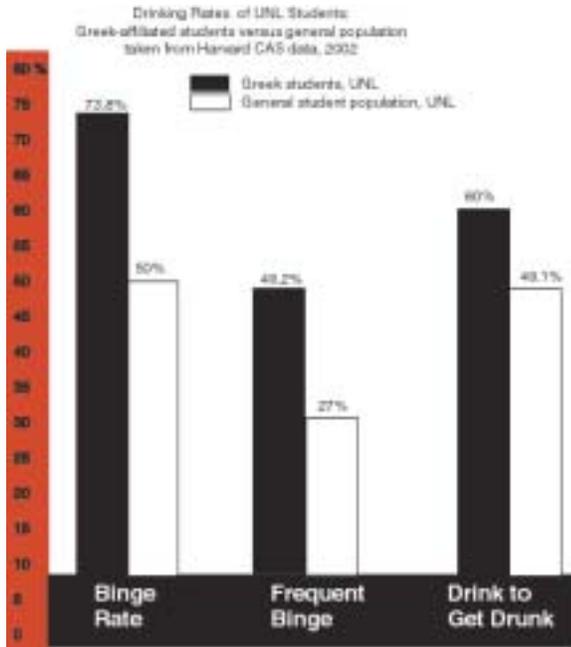
A multi-dimensional campaign to address bar crawls for 21st birthdays (Objective 1.5) was developed in 2002 by the Social Environment Workgroup that incorporated a marketing class project from the College of Business Administration (Objective 1.3) that researched and created a series of promotions for safe alternatives to the bar crawl. The projects were outlined in a guidebook for local bars and restaurants in Lincoln to assist them in identifying practices and offering student-approved alternatives to reduce the risk of over-service to students turning 21. The "Adults Don't Crawl" Campaign was also launched in the fall of 2002. This campaign included birthday cards to all UNL students turning 21, the NUtodo.com coupons, and flyers for parents encouraging their involvement in birthday celebration planning. Project CARE/Husker Choices students mail the birthday cards twice a month through lists provided by the UNL Office of Registration and Records. Initial funding for the program was provided by a grant from the UNL Parents Association.

Objective 1.5 Decrease the average number of drinks consumed by students on their 21st birthday by 50% from 14 to 7.



Adults don't crawl.

GOAL 2: Increase low-risk drinking among groups of students at highest risk for frequent and occasional binge drinking as identified through existing survey data.



ACTIVITIES:

The Education & Information Workgroup focused on brief motivational feedback programs in a variety of formats, including group classes of the Alcohol Skills Training Program (ASTP) for students who violated community laws and campus alcohol policies (Objective 2.1), with one-on-one sessions of the Brief Alcohol Screening and Intervention for College Students (BASICS) for repeat offenders or those unable to attend scheduled classes. In 1999, the Alcohol and Drug Program Coordinator created a modified version of ASTP for fraternity chapters (Objective 2.2). In 2001, a mailed feedback format called Check-Up to Go (CHUG), was implemented in volunteer fraternity and sorority pledge classes (Objective 2.2) and with student athletes (Objective 2.3). In 2002, a web-based version of CHUG was added to enable broader use by the general student population and targeted groups identified as high-risk by the workgroup (Objective 2.4), including first-year females, who were identified from survey and anecdotal data in 2001. The Alcohol and Drug Program Coordinator, located in the Department of Community Health

Education at the University Health Center, continues to serve as a critical partner in the administration, facilitation, and evaluation of these programs.

In addition to brief motivational feedback programming, identified high-risk populations received a variety of targeted campaigns and activities. An NCAA grant linked athletes with peer educators in a program called Husker Choices. Athletic teams and other high risk populations received peer-led presentations along with motivational feedback programming. A series of focus groups were conducted with first-year female students and their resident advisors to better inform efforts directed at this group of students.

Of all the identified high-risk populations, Greek-affiliated students have received the greatest number of focused activities for a variety of reasons, including 1) the level of collaboration offered by Greek Affairs and



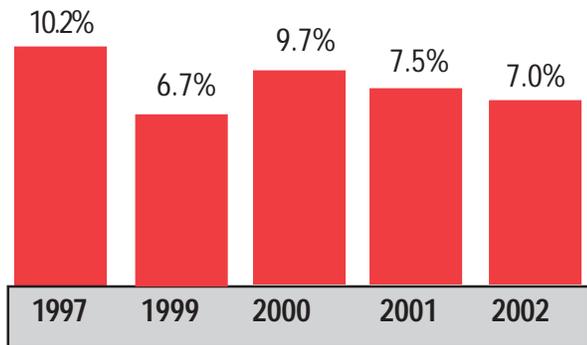
Greek student organizations, 2) data identifying a high level of need within this group, and 3) the number of student leaders throughout the campus that come from this population. In 2000, the first of two Greek Risk Management Summits had sessions dealing exclusively with reducing high-risk drinking. Since then, NU Directions staff have worked directly with Student Judicial Affairs and Greek Affairs providing assistance with sanctioned fraternities in reviewing policies and practices. In 2001, the Interfraternity Council adopted the NU Greek Program and the IFC Ethics Board to create peer-based interventions when fraternities violated university policy. The coalition continues to work directly with the Interfraternity Council and the Panhellenic Association to address issues and assist chapters in changing their cultures.

In 2002, the first Greek New Member Summit, created by the NU Directions Student Coordinator, brought 800 new members into small group discussions with 300 upperclassmen members about the myths of Greek alcohol use, current laws and enforcement realities, and risk management issues for members. In 2003, the coalition applied to the United States Department of Education for a grant to provide a targeted effort in enabling culture change within the Greek system through policy, alumni leadership, economic management, and peer-driven small group motivational feedback/norms challenging programs.



GOAL 3: Reduce the use of false identification.

Objective 3.1 Decrease the percentage of students reporting that they have false identification by 25%, from 10% to 8%.



Students Owning Fake ID: UNL Omnibus Data

ACTIVITIES:

The Policy and Enforcement Workgroup addressed the use of false identification through 1) legislative change of the driver's license system, 2) the increased enforcement of false identification use in Lincoln, and 3) the increased education of identification checking through voluntary compliance checks in off-sale establishments. In 1999, the coalition held a Community Forum on false identification that brought retailers, government officials, police, and community leaders together to discuss the problems and issues related to false identification. At this forum, a critical partnership with the Nebraska Department of Motor Vehicles and its director, Beverly Neth, was established. Ms. Neth found strong support among forum participants concerning the need to change the analog photo drivers license and identification system in Nebraska in favor of a digital system. Of particular concern was the fact that, under existing analog technology, individuals seeking duplicate replacement licenses could easily offer false identification, as there were no digital files to check against documents and verify name, address, and age. As a result, false licenses and identification cards were being produced by the DMV and used for the purpose of obtaining alcohol by minors (Objective 3.2). A second concern was that the current license, made with a laminate pouch and typewriter, could be easily manipulated and altered by minors (Objective 3.1, Objective 3.3).

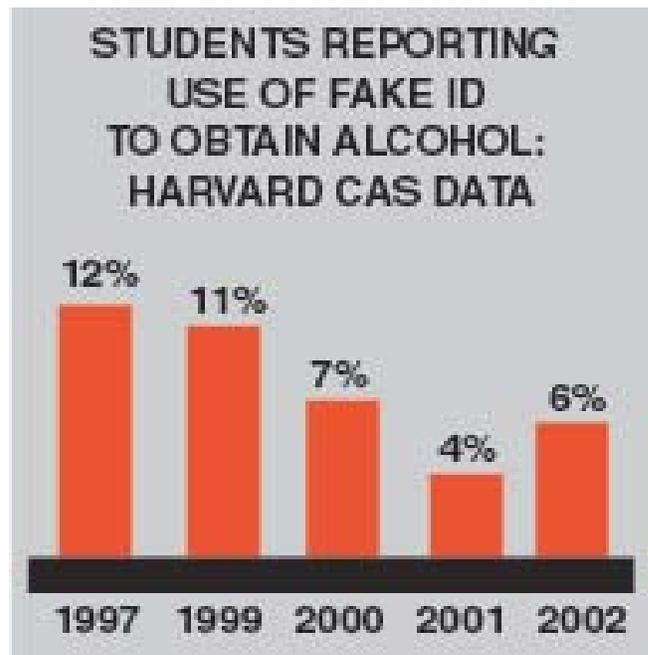
In 2000, a proposal for a digital driver's license system was proposed at a two-part symposium on policy offered by NU Directions for communities throughout the state. A coalition to support the initiative was formed, and the legislation became a goal for the policy workgroup. Policy advocacy technical assistance on the legislation was offered by the A Matter of Degree Program Office and delivered

through Pan American Services. Advocacy initiatives included a press conference, legislative testimony by coalition members, and information packets for senators created in collaboration with the coalition and the Department of Motor Vehicles. The bill was passed and signed into law in 2001. The first digital licenses were produced in 2003.



An ongoing relationship with the Lincoln Police and UNL Police Departments led to increased enforcement of false identification production, most notably a large student-driven operation uncovered in 2000. The UNLPD offered amnesty to students who turned in their false identification created by the operation. Thirteen fakes were submitted.

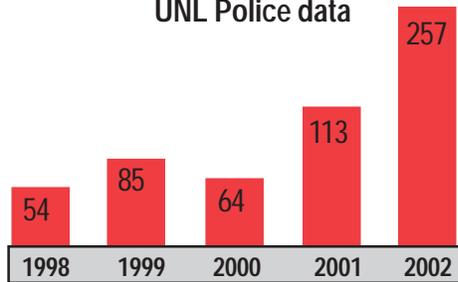
Objective 3.3 Decrease the percentage of students who report obtaining alcohol using false identification by 25%, from 12% to 9%.



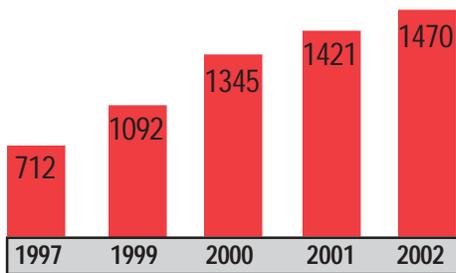
GOAL 4: Increase enforcement to create a greater risk associated with high-risk consumption and service.

Objective 4.1 70% of UNL students under the age of 21 caught in possession of alcohol by law enforcement will be cited for MIP.

**Campus Citations for Alcohol Violations:
UNL Police data**



**Citations for Alcohol Violations:
Lincoln Police data**



ACTIVITIES:

Specific attention to the consistent enforcement of existing laws and campus policies was a key focus of the coalition in a number of ways. In 1999, the Lincoln Police Department, through funding provided by the coalition, began a targeted enforcement effort to address complaints about "wild parties" in neighborhoods surrounding the campus. The effort has yielded a large number of citations for UNL students violating the law each fall, including citations for Minor in Possession (Objective 4.1), and has led to a significant reduction of neighborhood complaints. Media stories about the patrol and subsequent citations were placed regularly in both the Lincoln newspaper and the UNL student newspaper (Objective 4.4).

A new Chief of the UNL Police Department in 2000 also brought additional enforcement of both state/city laws and campus polices in a variety of campus locations, including residence halls, Greek residences, parking lots, streets surrounding the campus, and at football games. This led to a significant increase in alcohol-related citations on and around campus, including citations for Minor in Possession (Objective 4.1).

The Education and Information Workgroup focused

The most expensive beer in Lincoln.

**Minor in Possession (MIP)
Up to \$500.00 fine and/or
6 months jail.
Plus a record that follows you.
MIPS in Lincoln, 2000:
1,345**

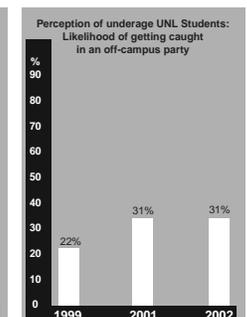
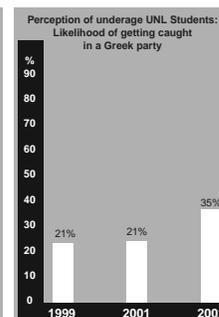
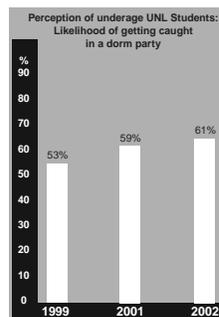


my choice. my consequence.

Want to know more about the law? Try www.nudirections.org

on increasing student perception of the likeliness of getting caught (Objective 4.2). A video/discussion peer-training program entitled "Risky Business" was created to help educate students about laws and policies as they relate to student drinking and piloted on potential peer educators. Negative feedback about the difficulty in handling situational differences in enforcement led to a suspension of the program, which was replaced with the "My Choice, My Consequence" campaign. The campaign included brochures given to all incoming students and their parents at New Student Enrollment, risk guides distributed through Risk Management chairs in fraternities and sororities and the general student population via web site, and advertisements in the student newspaper. Students were informed through these vehicles about the increased enforcement of false identification use, the targeted neighborhood enforcement, Minor in Possession, and the legal consequences involved in violations of state and local laws and campus alcohol policies.

Objective 4.2 Increase students perception of the likelihood of getting caught drinking under age by 25% as follows:
in a dorm room, from 41% to 51%
at a fraternity or sorority party from 28% to 35%
at an off-campus party from 30% to 38%.



GOAL 5: Review and revise institutional policy as appropriate.

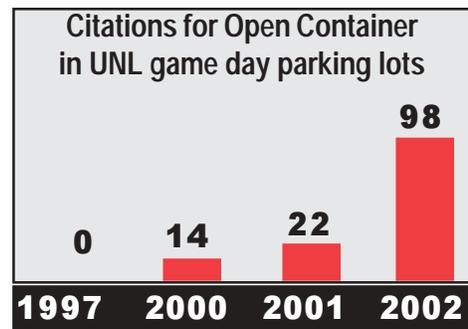
ACTIVITIES:

In 2001, the Policy Workgroup separated policy work in the community from that done on campus, forming the Campus Policy Workgroup to better address needs specific to the university (Objective 5.1). The group consists of key Student Affairs personnel responsible for the administration and enforcement of campus policies including the Assistant Director of Residence Life, the Chief of UNL Police, the Director of Greek Affairs, the Director of Student Judicial Affairs, the Alcohol and Drug Program Coordinator, the Health Aide Coordinators, the Assistant Vice-Chancellor for Student Affairs, and NU Directions staff along with student representatives from the Interfraternity Council, Panhellenic Association, and residence halls. The group has reviewed policies relating to parental notification, enforcement procedure, incident reporting, 911 emergency calls, Good Samaritan, and housing status for fraternities and sororities (Objective 5.1). In 2003, the group submitted a revised policy to the Vice-Chancellor of Student Affairs establishing conditions for approved housing status in fraternities and sororities in order to encourage proactive versus reactive responses to alcohol policies by individual chapters and to enable uniformity among chapters in the enactment of alcohol policies within their living units.

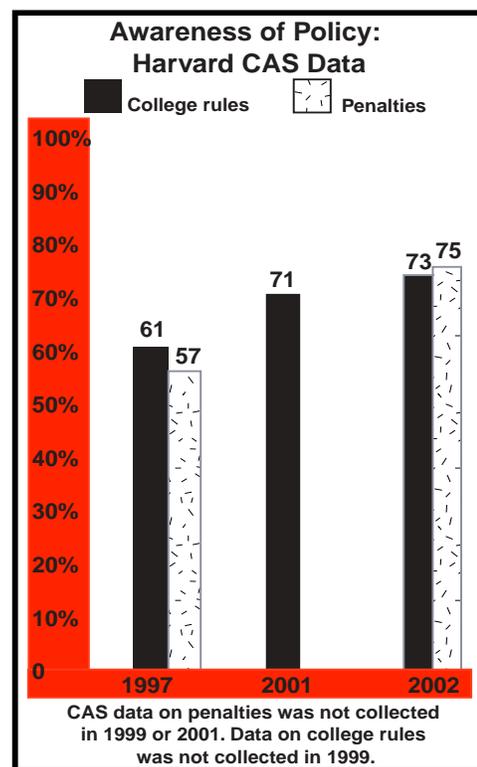
In 2001, a collaboration between the UNL Athletic Department, University Communications, Project CARE, Student Involvement and NU Directions resulted in an effort to address alcohol use in university lots during home football games (Objective 5.2). Season ticket holders were given a special mailing along with their tickets outlining the goals of the coalition and asking boosters to respect the need for consistency by obeying state laws that prohibit alcohol use on university property without a permit. Student volunteers joined UNL Police officers on game days and distributed additional flyers and free Pepsi products to tailgaters who were obeying the policy. UNL Police also handed out citations to tailgaters who openly consumed alcohol in the university lots. In 2002, large signs were added to the lot entrances reminding boosters of the policy.

In 2000, the "My Choice, My Consequence" campaign began a collaborative effort with New Student Enrollment (NSE), the university's one-day orientation program, to help new students and their parents learn the laws, policies, enforcement culture and consequences of UNL (Objective 5.3, Objective 5.4). A half-page ad appeared in a special edition of the 2001 and 2002 Daily Nebraskan

distributed at NSE outlining the norms, choices and consequences for alcohol use. A brochure entitled "4 Things You Should Know About Drinking at NU" was distributed and discussed to all incoming students at NSE and to all resident advisors of first-year students, and a brochure entitled "The Power of Parenting" was distributed and discussed to all parents attending NSE.



Objective 5.2 Decrease the "double standards" regarding alcohol use on campus by consistently enforcing policies regarding alcohol in parking areas on UNL football game days.



Objective 5.3 Increase first-year student awareness of university alcohol policies by 25%, from 61% to 76%.

GOAL 6: Develop, implement and promote campus-based substance abuse intervention and treatment services.

ACTIVITIES:

The Alcohol and Drug Program Coordinator, housed in the Department of Community Health Education at the University Health Center, has served as the primary contact for students in need of substance abuse intervention and evaluation. The Coordinator meets with students, refers them to community-based evaluation services, and offers limited follow-up support when needed. Since 1999, the coalition has requested the addition of a full-time staff member in the Health Center's Department of Counseling and Psychological Services (CAPS) with CADAC accreditation to provide campus-based services (Objective 6.1). In 2003, a commitment was made to hire such personnel, though budget cuts threaten to delay the hire.

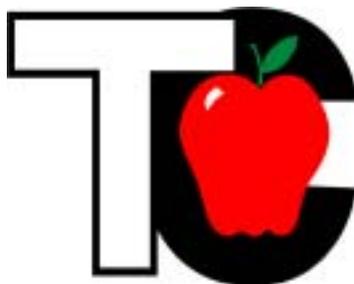
In 1999, the Teachers College Intervention Program was launched. The program is based on the Lincoln Medical Education Foundation's SCIP (Substance Counseling Intervention Program) model, where faculty, staff, fellow students, and parents could refer a student who demonstrated a change in their academic progress. An advisor for the college would interview the student, collect information, and assist the student in identifying the issues surrounding a change in class attendance or academic performance in order to refer the student to appropriate services, including alcohol education, evaluation, and/or counseling. NU Directions assisted the program with materials to distribute to parents, students, faculty and staff, and provided substance abuse information and referral lists for advisors in the program (Objective 6.2). The College of Agricultural Science and Natural Resources (CASNR) replicated the program, calling it "CASNR Cares." In 2003, a comprehensive plan by Academic Affairs to increase student retention included the creation of referral programs similar to these two models in all colleges at the university.

In 2002, NU Directions and Community Health Education created a brochure on Acute Intoxication entitled "Not Here. Not Yet. Not Ever." The brochure outlined the symptoms and steps required to assist an acutely intoxicated individual, focusing heavily on the use of 911 as the immediate

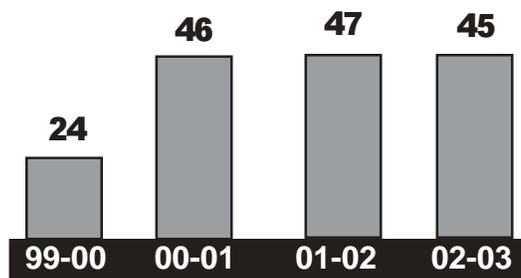
response. The brochure also outlined ways to avoid acute intoxication. Attached to the brochure were wallet cards outlining the symptoms and actions needed. Cards and brochures were distributed throughout the campus and to key populations (Objective 6.3, Objective 6.4). University Health Aides, who provide triage services in residence halls and Greek living units throughout campus, are given six to eight hours of training in acute alcohol intoxication response.

Ongoing discussions with the administrators of the University Health Center have yielded a variety of inroads toward physician-led alcohol assessments (Objective 6.5). NU Directions staff have provided multiple programs for University Health Center physicians and staff on intervention, assessment, and alcohol prevention for college students. In 2003, the University Health Center doubled its alcohol program coordination staff, hiring an educational programs administrator to allow the Alcohol and Drug Program Coordinator more time to devote to addressing the needs of specific high-risk populations such as Greek students and athletes. Also in 2003, the Coordinator began a support group for male students who have undergone treatment and/or are desiring to change their drinking behavior.

In 2000, the peer-intervention training program *Flashing Your Brights* was piloted to a group of resident advisors for use within residence halls (Objective 6.8). The program was suspended following the pilot due to negative feedback from participants. Housing, along with Greek Affairs, have agreed to continue exploring programs to encourage peer-intervention of high-risk drinking behavior in residential settings.



**Substance Abuse Evaluations
for UNL Students**



Objective 6.7 Increase the number of students who voluntarily seek assistance for self-identified substance abuse problems

GOAL 7: Reduce high risk marketing and promotion practices.

Objective 7.1 Obtain 50 voluntary pledges from alcoholic beverage retailers to refrain from high-risk marketing and promotion practices.

Licensed Establishments Agreeing to Responsible Business Guidelines

Applebee's	Grisanti's Italian Restaurant
Arturo's Restuarante & Cantina	Hollywood Bowl
1st Avenue Bar & Grill	Knickerbockers
Barry's Bar & Grill	La Paz Mexican Restaurant
Barrymore's Lounge	Lazlo's Brewery & Grill
Beacon Hills	Lee's Restaurant
Big John's Billiards	Madsen's Bowling & Billiards
Big Red Keno Sports Bar & Grill	Main St. Cafe
Billy's Restaurant	Misty's
Bison Witches	N-Zone
Bleacher Bar & Grill	Old Chicago
Bodega's Alley	P.O. Pears
Brewsky's (3 locations)	Panic
Bunkers Sports Bar	PLA MORE Ballroom
Buzzard Billy's Armadillo Bar & Grillo	Rococo Theatre
Buffalo Wild Wings	Sun Valley Bar & Grill
Carlos O'Kelly's	Sun Valley Lanes
Charlie's Seafood & Grill	Taj Mahal Cuisine of India
Cliffs Smoke Shop and Lounge	Tandoor Indian Cuisine
Cornhusker Hotel	TGIFridays
Crane River Brewpub & Cafe	The Olive Garden
Dish	The Watering Hole
Duffy's Tavern	Windchimes
Duggan's Pub	Woody's Pub
Embassy Suites Hotel	Yia Yia Pizza, Beer & Wine
Flatwater Grill	Zoo Bar
Gateway Bowl	

(Objective 7.2). In most cases, agreements between management and community leaders were reached to address the promotional practices.

An investigation of high-risk promotions in establishments surrounding campus conducted in 2001 by the Lincoln Police Department found a number of specials that were unadvertised or advertised/announced within the establishment. These included games for reduced prices, bartender specials, and special events. NU Directions staff assisted Center Team police officers in identifying high-risk promotions and responding with increased surveillance.

Ongoing analysis of the promotion of alcohol to UNL students shows an increase in the amount of advertisements identifying price, product and/or establishment sold in the Daily Nebraskan since 1998, although the average price of beer remains at \$1.00 and mixed drinks at \$2.00.

ACTIVITIES:

The promise to refrain from high-risk marketing and promotional practices was built into the Responsible Business Agreement signed by all establishments listed on Nutodo.com, the coalition's searchable database of things to do in Lincoln (see description in Goal 1). In 2003, the total number of alcoholic beverage retailers who had signed the agreement was 55 (Objective 7.1). One establishment was removed from the database due to non-compliance with the agreement to refrain from high-risk promotion.

In 2000, the coalition's Policy and Enforcement Workgroup began an informal system of addressing high-risk promotions through direct feedback and referral. Establishments with high-risk advertisements, signage, or other promotions would receive letters from the Executive Director of the Downtown Lincoln Association, the Lincoln Chief of Police, or other community leaders on the coalition expressing concern with copies sent to the city's Internal Liquor Committee and the state Liquor Control Commission



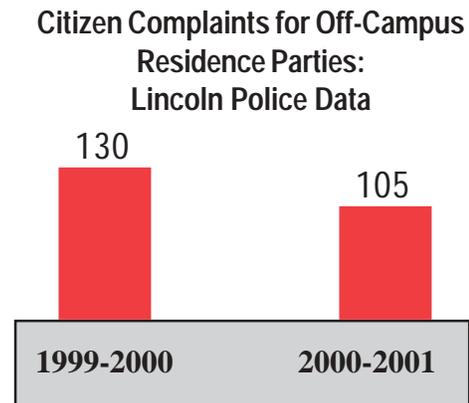
GOAL 8: Improve relationships between neighborhood residents and NU students residing in the community.

ACTIVITIES:

Beginning in 1998, coalition staff met with neighborhood associations surrounding the UNL campus to identify issues and concerns and to explore opportunities for students to become involved in neighborhood activities. The effort revealed that neighborhood residents had a number of complaints about being close to the university, many of which were unrelated to the drinking habits of UNL students but which contributed to the negative perception of students by the neighborhoods. In 1999, the coalition began to address alcohol-related problems in neighborhoods by funding a targeted enforcement effort through the Lincoln Police Department (see Goal 4) in order to reduce the number of complaints by residents (Objective 8.1). A two-sided door hanger was produced and distributed to neighborhood residents beginning in 1999. One side spoke to student residents, informing them of the enforcement and the consequences for maintaining a disorderly house, and encouraging them to communicate with their neighbors in order to create positive relationships. The opposite side of the door hanger informed permanent residents about the effort, informing them to contact LPD if problems arise, but encouraging them to reach out to their student neighbors as well. News stories about the patrol project and its results ran in both the *Lincoln Journal Star*, the *Daily Nebraskan* and on local television stations, letting both students and residents know that the effort was yielding a number of citations. Stories ran annually from 1999 through 2002 as each fall brought new patrols.

Though members of neighborhood associations were interested in involving students in their efforts (Objective 8.5), efforts to create student-friendly opportunities for interaction proved difficult. Interest in serving on the Neighborhood Relations Workgroup (Objective 8.1) was low both among coalition members and potential recruits. In 2000, Workgroup chair Steve Larrick, along with others from the university, began three simultaneous projects funded by separate foundation. One of the projects, Neighborhoods Working Together (NWT), was based on a coalition of neighborhood associations and other partners and shared the same objective. During the NU Directions mid-project review in 2000, the coalition decided to maintain the goals and objectives of the workgroup but defer to the other grant and its projects, offering whatever assistance possible. In 2002, NU Directions staff connected the North Bottoms Neighborhood Association with UNL's Community Challenge, a program of Student Involvement that

Objective 8.2 Decrease the number of citizen complaints concerning parties at off-campus residences within 5 miles of the downtown NU campus boundary by 25% (LPD).



coordinates short-term service projects. UNL students volunteered for a series of street clean-ups in the North Bottoms on the Sundays following home football games. In 2002, NU Directions staff brought together members of NWT with student representatives to begin discussions of potential collaborations. In 2003, the UNL student body president appointed a student senator for commuter students who served as a key liaison for NWT and individual neighborhood associations. A second student senator with strong interests in off-campus student issues also became involved.

In 2001 and 2002, NU Directions staff met with various community development agencies and landlord associations in the hopes of encouraging collaborative efforts at creating model lease agreements and educating students about community standards and laws (Objective 8.4). A landlord roundtable was assembled in 2001 to identify needs and potential strategies. The roundtable yielded a one-page flyer that was created for potential distribution among landlords leasing to students in Lincoln. Though a distribution effort was not realized by the ad hoc group due to logistical difficulties, the flyer is included in the Off-Campus Student Guide, a publication created by the UNL student government. A copy was also placed on the NU Directions web page. The coalition continues to work with NWT and other neighborhood development agencies and efforts with the hope of encouraging continued dialogue between students, neighbors and landlords. Efforts at enacting proposed collaborations remains limited by ongoing negative perceptions of the university and the student residents who reside in the neighborhoods.

GOAL 9: Reduce over-service and service to minors.

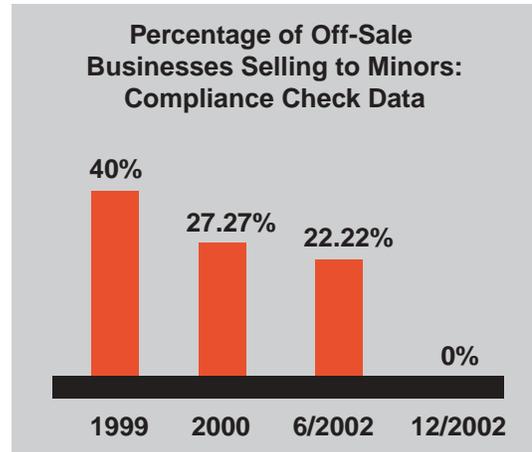
ACTIVITIES:

In an effort to enhance efforts toward responsible hospitality in Lincoln, the Policy and Enforcement Workgroup focused on the two most common violations that affect college student drinking – sales/service to minors and over-service. Although multiple survey and other data has consistently shown that the majority of UNL students under the legal drinking age do not obtain alcohol from retail outlets and are least likely to engage in high-risk drinking at an off-campus bar (as opposed to an off-campus party), there was sufficient data to suggest that improvements could be made in these areas that would impact the environment as a whole.

Prior to the creation of NU Directions, the city of Lincoln had adopted a comprehensive approach to addressing alcohol issues through the formation of the Internal Liquor Committee (ILC), a sub-committee of three City Council members along with representatives from law enforcement, business, prevention, the legal department, and the city's detoxification center. The group passed an ordinance requiring all managers of licensed establishments to attend a one-day training session on responsible hospitality through the newly formed Responsible Hospitality Council (RHC), which developed and administered the training and encouraged positive business practices through community forums and covenants among license holders.

Over-service in Lincoln establishments has been addressed through a variety of activities. Current law does not make public intoxication a criminal offense, but rather enables police to place those under chemical influence and showing themselves to be a danger to themselves or others into protective custody at the city's detoxification center, Cornhusker Place, Inc. The ILC monitors information collected at admission such as average blood-alcohol content, age, report of last drink location, and other data as indicators of problems within establishments and high-density areas. This information is combined with police and other data to assist the ILC in recommending effective local policy to the city council in order to address issues of over-service. Data about UNL students entering Cornhusker Place, Inc. under protective custody is also collected and reported to identify over-service of UNL students at licensed establishments (Objective 9.3). In 2000, the Policy and Enforcement Workgroup collaborated with the Lincoln Police Department, Internal Liquor Committee, and Responsible Hospitality Council to change the policy regarding the reporting of last

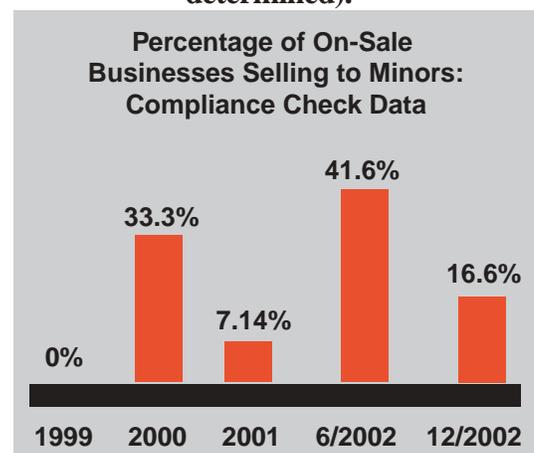
Objective 9.6 Decrease by 25% from baseline the percentage of off-sale businesses selling alcohol to minors during compliance checks (baseline yet to be determined).



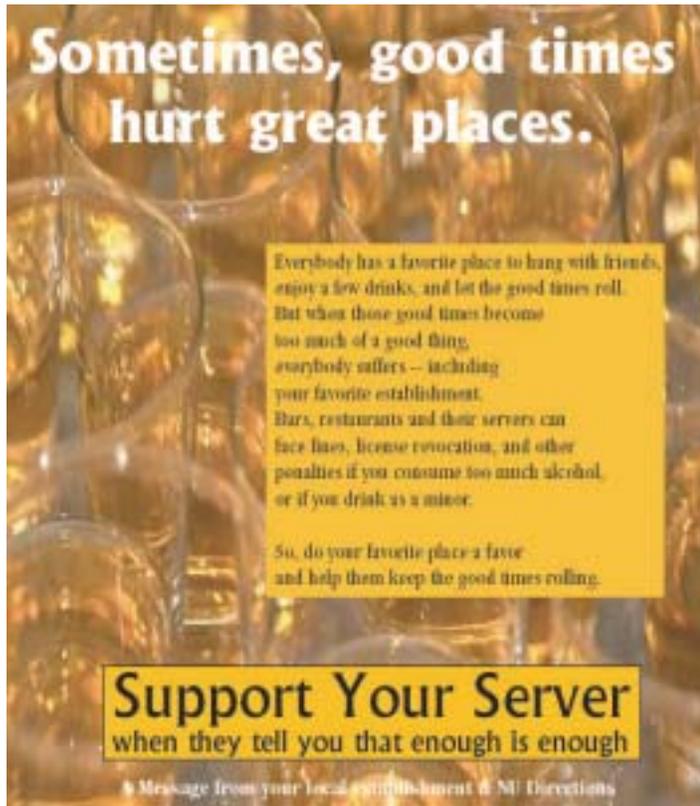
drink data. In the past, last drink data was shared solely with establishments through the Responsible Hospitality Council. Under the new policy, Cornhusker Place, Inc. would provide the data directly to the Lincoln Police Department and Internal Liquor Committee. Although the data could not be used as direct evidence of service to intoxicated patrons, the data would serve as a sign that over-service was occurring, and could be used by Lincoln police officers as an indication that greater police surveillance was needed. The coalition held a press conference about the new reporting policy.

A special grant by the Robert Wood Johnson Foundation to provide advertising dollars for community advocacy enabled the coalition to redesign a campaign

Objective 9.7 Decrease by 25% from baseline the percentage of on-sale businesses selling alcohol to minors during compliance checks (baseline yet to be determined).



created in New Zealand to reduce patron demand for over-service. A local advertising agency, in partnership with the coalition, created a television and radio public service announcement to go alongside billboards, bar restroom advertisements, and server buttons that focused on the negative impact demand for over-service has on their favorite establishment. The agency then assisted the coalition in creating a press conference to launch the campaign, bringing the issue of over-service into the public eye.



In 1999, NU Directions piloted a student-led compliance-check of off-sale licenses in Lincoln to establish a baseline of sales without ID checks by clerks and cashiers (Objective 9.1). Following the pilot, the RHC co-sponsored a community forum in 1999 with NU Directions on the use of false identification, reported the findings of the compliance check, and distributed materials on checking identification (Objective 9.2). In 2000, the coalition created a broader compliance program with the Nebraska Retail Grocery Industry Association and the UNL Criminal Justice Student Association to conduct monthly Compliance Check Program (Objective 9.6). The compliance check program has not yet expanded to on-sale establishments (Objective 9.7), although Lincoln Police continue to provide sting operations and data from Cornhusker Place, Inc. suggests that none of the young adults admitted under protective custody were sold alcohol at a licensed establishment.

In 2000, the City Council's Internal Liquor Committee commissioned a special committee led by NU Directions Project Director Linda Major to explore the possibility of mandatory RBS training for all server staff in Lincoln (Objective 9.5). The committee, comprised of law enforcement and hospitality owners and managers, expressed their shared belief in server training but identified a number of barriers to a mandatory policy. Hospitality owners reported that high employee turnover rates, combined with the high cost of training and the limited access to programs made an ordinance mandating server training unreasonable and burdensome. In response, NU Directions explored web-based training options, and found funding through the Nebraska Office of Highway Safety and the Nebraska Liquor Control Commission to fund the development of a web-based server training program for the state of Nebraska. The University of Nebraska Division of Continuing Education was awarded the contract to build the initial two modules covering service to minors (Objective 9.1, Objective 9.2, Objective 9.4) and service to intoxicated patrons (Objective 9.3). An advisory group of owners, retailers, prevention specialists and hospitality trainers adapted existing training to the web format. A pilot group of ten on-sale and off-sale establishments tested the program on their employees, and the state-wide program was launched in May of 2002. The program has now been offered to other states looking for cost-effective server training.



The coalition has also held discussions throughout the five year period with hospitality owners and students regarding access to underage patrons (Objective 9.8). Ongoing efforts involve assisting establishments in offering a broader range of products and services so that they can safely provide hospitality to students under the legal drinking age.

GOAL 10: Reduce or control the proliferation of liquor licenses.

ACTIVITIES:

After much analysis and discussion during the strategic planning process, the coalition's Policy and Enforcement Workgroup agreed that outlet density was a significant issue that needed to be addressed to reduce the high-risk drinking of UNL students in Lincoln. More than 100 liquor licenses surrounded a one-mile radius of the UNL campus; a dozen were within several blocks of the city campus and had become famous as the "college" bar scene that brought thousands of young adults – UNL students and non-students alike — to "O" Street on Thursday, Friday and Saturday nights, along with

an increased number of assaults, calls for service, bar violations, and other social harms. The coalition identified two key environmental factors that led to the current condition, including a series of state supreme court decisions that weakened state liquor control and allowed for an unending number of liquor licenses at a minimal cost to the licensee and limited the authority of local officials to remove problematic establishments that create high-risk behaviors. The main objective of the goal was to investigate zoning

legislation within the city of Lincoln as a vehicle for managing the retail environment. The coalition identified the need for local control measures that would place greater restrictions on the number and type of licensed establishments in Lincoln as a way to counter limited controls existing in the state liquor act.

The coalition began by informing its members, community leaders, and politicians about the issue as it played itself out on "O" Street. In 1998, 1999, 2000, and 2001, the coalition hosted "bar walks" for community members and leaders through the many bars of "O" Street during their peak hours. Led by police escort, small groups of community members, the mayor, and city council members were able

to see the transformation of a quiet city street into a nighttime parade of young adults moving from bar to bar, standing in lines, crowding within establishments, and being served to various stages of intoxication. In 2001, the coalition hosted a "bar break" walk to allow community leaders to witness the phenomenon when, at 1:00 a.m., all the bars of the area closed by state statute, and thousands of young adults poured out onto the street, often remaining for an additional 30 minutes, while city police patrolled against street fights, public urination in alleys, and addressed medical emergencies. A "mini-



riot" during a bar break in 2001, in which a small group of bar patrons started a fight that resulted in a brawl involving hundreds, served as another example of the potential dangers created by a large number of outlets catering to young adults in a small area. A press conference held by NU Directions at the Lincoln Police Department created additional public awareness of the problem and announced the use of "last drink data" reporting to Lincoln Police as a way to monitor potential problems.

In July, 2000, the coalition raised the issue of local control at a state-wide policy symposium hosted by NU Directions. Friedner Wittman and Michael Sparks presented

information on conditional use permits used by the community of Vallejo, California. Discussions following the symposium demonstrated less community support for similar measures in Lincoln, due largely to the failure of Nebraska courts to uphold such measures when challenged by local owners. A number of philosophical and operational barriers were identified by community leaders. In July, local analyst Ken Winston provided a report of the barriers and opportunities for implementing local control policies in the state of Nebraska, which was presented to participants when the symposium reconvened in September. In February of 2001, a special presentation was made to the Lincoln City Council by co-chair and Chief of Police Tom Casady and Freidner Wittman of the Community Prevention Planning Program at UC-Berkeley. Using geomapping technology, Casady identified the nexus between downtown bars along "O" Street and the high amount of assaults between the hours of Midnight and 2:00 a.m. on Thursday, Friday and Saturday nights. Wittman discussed the role that conditional use permits and other local controls have played in addressing these and other alcohol-related problems. The presentation was followed by a meeting with Casady, Wittman NU Directions staff and the Mayor's Office. Once again, a lack of community consensus indicated to the Policy Workgroup that the city was not yet ready for this approach.

The goal of creating new local control policies was undertaken as a second goal under the AMOD advocacy initiative providing technical support by Pan American Services. Strategic plans included 1) establishing a nexus



Seeking consensus, the coalition hosted a one-day community leader symposium where facilitated dialogue could help community leaders identify the historical development of alcohol issues in the downtown area and create a unified vision of hospitality and entertainment. Held in June of 2001, the symposium brought together 24 community members from law enforcement, development, city government, hospitality, and prevention. A report of the symposium findings was distributed to the City Council and other local officials and community members.

In the late summer of 2001, the coalition undertook a review of its progress to date on its strategic plan, meeting in workgroups to determine if they remained on track or whether

any changes to goals or objectives were needed. Additional analysis comparing areas of high license density showed that there was no direct correlation between the number of outlets and crimes but between the types of outlets and crimes. Police data confirmed that the density of bars catering to young adults had far



to officials and the public between outlet density, lack of local control, and crimes/police calls for service in the downtown area, 2) recommending effective local control ordinances from similar cities, and 3) working with state officials to address the larger restrictions to local control found in current law.

higher crime statistics than a similarly dense area of restaurants with liquor licenses in another part of the city. Given this analysis and the barriers identified in passing control ordinances, the Policy Workgroup rewrote Goal 10 to reflect a change from the reduction and/or control of density to the management of density. The refocused goal identified the

management of problematic establishments as a strategy toward reducing problems associated with density without addressing density specifically. Given this change, the AMOD Program office, NU Directions staff, and Pan American consultants agreed to suspend the technical assistance of Pan American Services in Lincoln. The coalition continued to work on other major goals related to creating better alcohol service in Lincoln, including the creation of a web-based server-seller training program and a roundtable with Liquor Control and Lincoln Police on effectively prosecuting service to intoxicated patrons.

A Nebraska Supreme Court ruling in favor of the city of Lincoln for denying an off-sale liquor license to a convenience store because it did not meet zoning restrictions reenergized the city's exploration of local control. Bars demonstrating high-risk practices were addressed by a team of coalition members and others with the goal of seeking change in practices or license removal/ suspension for the violation of community standards. A critical test case emerged in 2001 as Studio 14, a large dance club in the problematic downtown area, finally went before the LCC who removed their license for multiple violations. A local court approved a stay, and the business remained open until the building's owner forced the bar to close due to lack of rent payment. Yet, the publicity generated from the case sent a strong message to local officials and the public that the city of Lincoln had little control over establishments unwilling to engage responsible practices. As a result, when a new owner applied for a license for the establishment in 2002, the city council was willing to adopt the recommendation by Chief Casady for conditions to be placed on the license prior to its approval. The conditions were unchallenged by the owner at the LCC hearing, and the LCC approved the license with conditions in place.

In 2003, the ILC asked NU Directions to provide an analysis of the role of high-risk promotions and advertisements on heavy episodic drinking downtown and make recommendations for new policy. Coalition staff and members produced a profile of high-risk drinking establishments in the

city of Lincoln using four factors of analysis: last drink reports from Cornhusker Place, Inc., reactive calls for service from Lincoln police, observed high-risk promotions and specials, and observed over-capacity during peak high-risk hours. The report found a consistent pattern of high risk among establishments labeled as "bars only" and, to a smaller degree, those that offered minimal food service during daytime hours. The coalition recommended that special conditions be placed for all new licenses in the city of Lincoln that fall under either category, and mandatory server training for all licenses in Lincoln. The city attorney drafted ordinance legislation to that effect, and the ordinances will go before the city council in the late summer/early fall of 2003.



GOAL 11: To increase awareness of risks associated with high risk and illegal drinking.

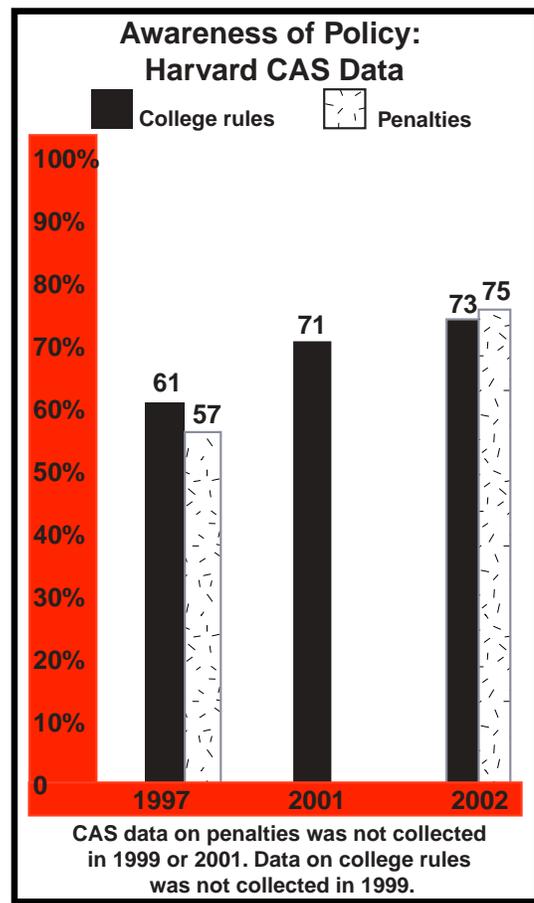
ACTIVITIES:

Much like the national media coverage of the collegiate "binge" drinking "problem," local media reports framed the initiation of the grant project as "combat" against college student drinking and created the impression of the grant efforts as a significant "crack down" on alcohol use at the university. A review of the campus and community media coverage from 1997 to 2003 reveals that war-based language dominated initial reports and was followed by stories and editorials declaring student resistance, distrust and criticism of enforcement efforts, particularly by groups associated most often with high-risk behavior. Focus group and survey data suggests that many UNL students perceived the efforts of NU Directions as prohibition rather than harm reduction, and that the overall message of the coalition as "Drinking is bad. Don't drink."

Expecting this reaction, the Education and Information Workgroup focused its initial efforts on developing a clear and concise definition of high-risk drinking, communicating it in billboard and campus newspaper advertisements, campus and community presentations, the coalition web site, and all coalition materials (Objective 11.1). High-risk drinking was defined as consumption that increased the likelihood of negative physical, legal, personal or academic consequences. The definition allowed the coalition to build an identity for itself while customizing the message of high-risk drinking to appropriate segments of the population and provide a context for normative messages in the midst of increased enforcement and stricter policy. This approach balanced "zero tolerance" messages for underage drinkers and harm reduction messages for students of legal age; for an underage drinker, one drink might be a high-risk behavior leading to a negative legal consequence (MIP) as the enforcement of alcohol policies increased on campus, while the legal drinker might face a potential negative physical or personal consequence after consuming 5 or more drinks. Despite these efforts, focus group research completed in 2002 confirmed that although students had a better understanding of "high-risk drinking," many students still considered the efforts of the coalition as primarily enforcement-driven and designed to eliminate all alcohol use for students.

The workgroup encouraged and facilitated the expansion of existing efforts coordinated through the University Health Center's Community Health Education

department to educate all students, and first-year students especially, on key factors of alcohol consumption such as the potential danger of tolerance to alcohol, the bi-phasic response to alcohol, family history of alcoholism as a risk factor, how alcohol affects women more strongly than men, the relationship between BAC and alcohol problems and who can correctly estimate BAC when drinking (Objective 11.2, 11.3). In addition to information provided by ASTP and BASICS classes, Check Up to Go and its web-based equivalent offered for sanctioned students, athletic teams, and voluntary sorority and fraternity pledge classes, and group presentations by Project CARE and Husker Choices (see Goal 2), the university began exploring other forms of motivational feedback and information via displays in the Student Union public gallery during Alcohol Awareness Week in 2001, special alcohol summits for Greek-affiliated students in 1999 and 2001, and a special publication in 2002 titled "The NQuirer" that used a tongue-in-cheek tabloid newspaper style to



Objective 11.4 Increase the number of students from 61% to 76% who demonstrate an awareness of select state, local and campus alcohol laws and policies.

communicate alcohol information while highlighting the irony of the over-consumption. Student focus groups following the distribution of the newspaper found that students felt the comic elements of the material encouraged a thorough reading, and that readers had learned something they didn't know before about alcohol's effect on the body.

My Choice, My Consequence materials (see Goal 3) provided information to students on campus policies and local and state laws (Objective 11.4), while birthday cards and parent flyers used in the Adults Don't Crawl campaign (see Goal 1) informed students of the dangers associated with over-consumption during this ritual (Objective 11.5). In 2000, an ad hoc group of advertising and public relations students were brought together to design a campaign that would encourage students to vocally disapprove of the second-hand effects of the high-risk drinking of their peers (Objective 11.7). The Imagine campaign featured the tag line that asked students to imagine campus life without the problems of "drunk dialing" where drunken friends call at 3:00 a.m., shared bathrooms destroyed by vomit, parties where women weren't sexually victimized, and fraternity gatherings where women didn't use Greek houses merely as a place to access alcohol. Advertisements were placed on billboards and in the student newspaper throughout the spring and fall semester of 2001.

In 2001, a "party planner" was added to NUtodo.com (see Goal 1) to help students learn responsible hospitality practices (Objective 11.8). Students could search for local vendors through a series of pages that identified an element of responsible event planning, explained its importance, and let students search for vendors as they built their "party plan."

Efforts to educate alumni (Objective 11.6) and faculty/staff at the university (Objective 11.9) found significant barriers among these two groups, limiting implementation and impact of these objectives. Though NU Directions served as a sponsor for the Alumni Association's Senior Send Off and the coalition's efforts were publicized in Nebraska Magazine (the alumni periodical), large-scale involvement by alumni has been limited. An initial survey of academic departments attempted to identify situations such as travel or receptions in which faculty or staff interact with students where alcohol consumption is available, along with the issues, problems, or needs of faculty and staff in establishing policies and behaviors in such situations. The goal was to create a committee of concerned faculty and staff who could establish guidelines, which the coalition would distribute to faculty and staff across campus. Response to the surveys, which were distributed through college deans and department chairs, was limited, and results showed little concern or interest among respondents.

IMAGINE

**A NIGHT WITHOUT
THE 3A.M. DRUNK DIAL.**

It's time to speak up.

www.nudirections.org

THE NQUIRER

*Disappointed
co-ed sobs:
"Who knew that
only drunk slobs
like party girls?"*

**Sometimes, being known as
the place for wild parties
isn't a good thing.**

Neighborhood houses known for parties are targeted regularly by Lincoln police. "Maintaining a Disorderly House" is just one of many citations. Just ask any of the over 200 people busted last year.

my choice. my consequence.

Want to know more about the law? Try www.nudirections.org

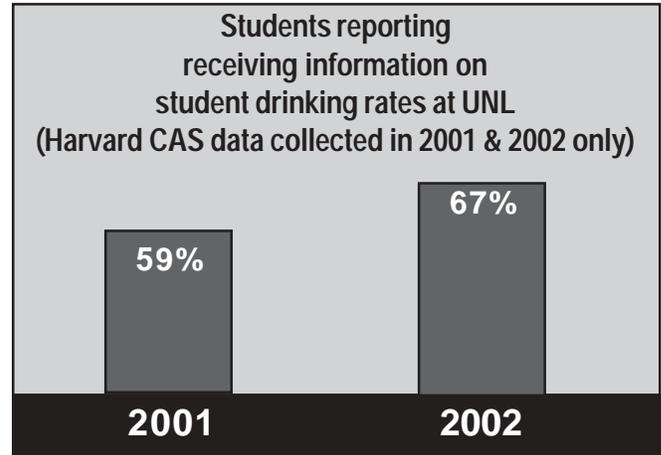
GOAL 12: Correct misperceptions regarding high-risk drinking.

ACTIVITIES:

Members of the NU Directions coalition have carefully followed the development of theory and practice regarding the correction of student misperceptions as part of a comprehensive approach to reduce high-risk drinking rates among college students. In 1997, the Department of Community Health Education's Alcohol and Drug Program Coordinator hosted Dr. Michael Haines, who had recently published a report on the subject for the U.S. Department of Education, to speak to the campus and administrators on the emerging theory and practice. Based upon his recommendations, along with national research and best practice reports from across the country, an initial pilot of norms messages were launched by the university's peer education group Project CARE and expanded in subsequent years (Objective 12.1, Objective 12.2).

With the formation of NU Directions and correcting misperceptions as a part of the strategic plan, the Education & Information Workgroup began planning for a campus-wide norms campaign for the fall of 2000. Students from a graduate/undergraduate advertising campaigns class from the College of Journalism and Mass Communication created the initial design and concept. The NU Directions Student Advisory Council then refined the designs to reflect current norms theory and lessons learned from other universities. A group of confirmed moderate drinking students were recruited for photographs for the campaign. In campaigns run in 2000 and 2001, norms messages were placed on billboards surrounding campus, in weekly advertisements in the Daily Nebraskan, and on flyers distributed across campus. A button campaign was first implemented in 1998 by Project CARE (now Husker Choices) where buttons were distributed across campus and cash rewards given to students seen wearing the buttons on their backpacks during the first eight weeks of school. In 2002, the campaign was expanded to include a prize patrol of students who went around campus during lunch hours in a Husker golf cart looking for buttons. The campaigns demonstrated message saturation in a number of ways; they were a constant source of conversation and controversy among students, were identified often in editorials and commentaries in the student paper, and were often imitated by other student organizations. Convenience studies showed a high recognition of the message across student populations.

Other normative messages were utilized throughout the five-year period as well, including a campaign run prior



Objective 12.1 Increase by 25% from baseline, the number of students who correctly identify the rate of high risk drinking among NU students.

to Spring Break in 2000 that used polling data and actual responses to inform students that most of their peers did not go on Spring Break trips. Adults Don't Crawl campaign messages (see Goal 1) included a norms message that the majority of students don't even participate in birthday bar crawls (Objective 12.3).

Controversy about the norms message by social groups who regularly engage in high-risk consumption continues to be a challenge for the coalition and its partners. In 2003, NU Directions staff engaged in a public debate about the coalition based on the misperception among students that the coalition's two most visible activities -- norms messages and enforcement -- were the center of its many activities. Coalition staff and members have explored new approaches for normative messaging from experts in the field. The 2003-2004 norms campaign will shift from messages surrounding specific consumption norms to attitudinal norms about drinking and secondary effects.

Another challenge facing local implementation of normative theory surrounds the larger culture and media environment. Local radio announcers regularly perpetuate the myth of college students as heavy drinkers and promote high-risk consumption. In 2000, the coalition added an objective regarding the sensitivity of local media to the issue of high risk drinking among UNL students (Objective 12.4) and began discussions with the College of Journalism and Mass Communications on holding a summit for broadcasters to learn more about the college drinking issue. Discussions about approaching the media and avoiding defensive responses from local talent continue.



We are the Majority.
 The majority of NU students have **4** or fewer drinks when they party* ... if they drink at all.

71%

*2000 Omnibus Study
 1 drink = 12oz beer, 5 oz wine, 1.5 oz 80 proof distilled alcohol.



Not what you expect

87% of NU students surveyed do not fall behind on school work because of drinking.

MOST **73%**
NU students have
0 - 4
drinks when they party

Data taken from the Omnibus Survey collected in the spring, 2001 on a random sample of NU undergraduates (n=482) conducted by the Bureau of Sociological Research. Sample consisted of 53% males, 47% females, 22% freshmen, 20% sophomores, 23% juniors and 35% seniors.

PROJECT CARE **HURKER CHOICES** **NU DIRECTORIES** **UNIVERSITY HEALTH CENTER**

*2000 NU Omnibus Study
 1 Drink = 12 oz. beer, 4 oz. wine, or 1.5 oz. distilled alcohol.

71%

We are the Majority.
MOST NU STUDENTS DRINK 4 OR FEWER IF THEY DRINK AT ALL

PROJECT CARE

We are the Majority.

71%

The majority of **NU** students have **4** or fewer drinks when they party* ... if they drink at all.

*2000 NU Omnibus Study
 1 Drink = 12 oz. beer, 4 oz. wine, or 1.5 oz. distilled alcohol.

At first glance, does everyone drink heavily?
 No, in reality...

MOST **73%**
NU students have
0-4
drinks when they party

Data taken from the Omnibus Survey collected in the spring, 2001 on a random sample of NU undergraduates (n=482) conducted by the Bureau of Sociological Research. Sample consisted of 53% males, 47% females, 22% freshmen, 20% sophomores, 23% juniors and 35% seniors.

PROJECT CARE **HURKER CHOICES** **UNIVERSITY HEALTH CENTER**

Peers helping peers navigate the alcohol culture



GOAL 13: Collaborate with NU colleges and departments to encourage faculty, staff and student participation in service learning opportunities benefiting the Lincoln Community.

Objective 13.1 Increase by 25% from baseline, the number of service learning opportunities based on the needs of neighborhood associations and organizations.

In the academic years of 1998 - 1999 and 1999 - 2000, Project Director Linda Major requested time on the agendas of neighborhood associations from areas surrounding the campus. At the meetings, the Project Director listened to the issues and concerns of residents, shared with association members about the NU Directions grant, its goals and programs, and facilitated group brainstorming on community needs that could potentially become student service learning projects. For many of the association members and leaders, years of non-communication and unaddressed student behavioral problems had grown into highly negative attitudes about the student body and the university. On several occasions, the Project Director became the target of resident frustration and anger with not only the behavior of young adults (regardless of their enrollment at UNL), but with the entire university, its growth and influence over area neighborhoods.

Despite these challenges, a list of potential service learning opportunities was created from the audit and submitted to the Office of Student Involvement, where service learning projects were coordinated. None of the recommendations submitted by NU Directions were initiated as service-learning projects by the department. In 2000, the Director of Student Involvement, who served as a member of the coalition, resigned to take a position at another university. A year-long search did not yield a suitable replacement for the position, and in 2001, the Project Director for NU Directions was asked by the Vice-Chancellor for Student Affairs to serve as the Interim Director of Student Involvement. The NU Directions grant moved its offices from the University Health Center to Student Involvement's office in the Nebraska Union. The move allowed for the NU Directions grant to be more directly centered in Student Affairs, creating greater access to student activities, student organizations, student leaders, and the coordination of service learning projects.

Significant changes within the staff and structure of Student Involvement through 2002, along with progress made improving the dialogue between students and neighborhood

associations (see Goal 8) has led to a renewed effort to connect neighborhood associations with existing service learning programs. North Bottoms, a neighborhood adjacent to the northwest corner of the city campus, created a service learning project through NU Directions in 2002. Staff from Community Challenge, a program that promotes short-term and one-time service learning projects to students at UNL, met with the President of the North Bottoms Neighborhood Association and a representative from NU Directions to create a neighborhood clean-up project on Sundays following home football games, where many fans find street parking close to the stadium. The program ran throughout the 2002 football season.

A faculty member in the university's Agricultural Leadership program now serves in a part-time role as the new coordinator for service learning and is actively working with NU Directions staff to identify neighborhood projects that could become long-term service projects.



Lessons Learned

Over the course of the first five years, a significant number of general lessons have been learned by the coalition and staff about the campus-community coalition and environmental management process. General lessons are listed below, with expanded detail about lessons learned in coalition building, environmental scanning, communication, understanding the target of change, and sustaining momentum.

General Lessons Learned by the NU Directions Coalition:

- Top-level administrative support is needed
- Start with “winnable” issues to build momentum
- Reach consensus on purpose and member role
- Orient new members to plan and format
- Introduce committee to community
- Reinforce positive practices
- Provide opportunities for dialogue
- Define intervention criteria
- Celebrate coalition success

Coalition Building

The coalition must be fluid so that key partnerships can emerge as needed.

Not everyone on the coalition has the same role or level of involvement. Some coalition members, such as representatives from the city police, responsible hospitality council, or student judicial affairs, were involved in a variety of projects. Others served on a “will call” basis, being used as needed for projects that required their expertise, influence, or experience. One example is coalition member Dick Campbell, a fraternity alumni advisor and local businessman who provided input on matters pertaining to fraternities but rarely had the time to participate in quarterly coalition meetings. A number of community or campus members who became involved in a specific coalition project had no need or interest to be a part of the ongoing coalition. A good example of this is the involvement of the Director of the Department of Motor Vehicles, who became a vital partner in the passage of the digital drivers license legislation. Another example is the Executive Director of the Nebraska Grocery Industry Association, who has been actively involved in all projects related to off-sale alcohol licenses, but who has little interest in other coalition goals or objectives and is not an “official” member of the coalition. Ad hoc committees, working groups, or task forces provide opportunities for involvement beyond coalition membership. Involving others in addition to coalition members allows for an expanded investment from a broader constituency, the opportunity to correct misperceptions about project goals, and the chance to build relationships.

The entire core planning team must embrace the environmental approach.

A core planning team consisting of the co-chairs, workgroup chairs, staff and evaluator has been an essential nucleus for the NU Directions coalition. The group was actively involved in

leading the strategic planning process, and remains a source of guidance when planning coalition meetings, solving problems, and directing the development of the coalition as a whole. Those involved in the core planning team, however, must be fully committed to the environmental management approach to reducing high-risk drinking. Without this commitment, it is easy for the direction of the coalition to move off-center and lose impact. The core planning team also serves as the key role models for the remaining coalition, and enables full commitment to environmental strategies throughout the coalition. Commitment to environmental strategies, whether for the core planning team or full coalition, can be reinforced through the communication of research findings, exposure to national reports and experts, and continued reorientation to the basic principals of environmental management during discussions.

The coalition needs a staff member who understands community organizing.

Perhaps the greatest lesson learned by the NU Directions coalition surrounds the role of the Project Director and the importance of this key staff role having a background in community organizing. Those charged with the day-to-day operations of the coalition must have a firm grasp on the political climate, history, barriers and incentives of those who work in the community. The Lincoln community, like most other campus-communities, has its own unique set of philosophies, values, cultural rules and practices which may differ greatly from those on campus and from other communities. Having ongoing and developed relationships with key community stakeholders and partners is essential. Finding qualified local mentors who fully understand the local politics is critical. If at all possible, the Project Director should be someone with a history of working within the community.

Communications staff is critical.

The work of the coalition, especially in establishing a presence and identity throughout the

campus and community, requires a full-time effort by a communications expert who has a thorough understanding of the environmental model and the issue of high-risk drinking by college students. The communications effort is multifaceted; a communications plan must be both proactive in promoting the need and the solution to the community and reactive in responding to misperceptions, needs, and criticism by stakeholders who are affected by the impact of change. The communications effort must utilize the local media to both create a presence for the coalition within the campus-community and to influence the perception of the public on the environmental approach to solving college drinking problems. Qualified staff dedicated to the specific task of message development and disbursement, along with communication within the coalition, is required.

Environmental Scanning

A thorough knowledge of the environment is essential.

The NU Directions strategic plan benefited greatly from a thorough knowledge of the Lincoln/UNL alcohol environment, which included not only the environmental factors needing change but also the existing programs and services across the campus and community that could be incorporated into or adapted to serve the plan, the barriers to change that existed within the environment, and the capacity of the environment to adopt changes within the five-year timeframe. The coalition spent an entire year collecting and discussing data, hearing from various stakeholders, and discussing the political, social, philosophical and economic realities of the Lincoln/UNL community before finalizing the plan. The coalition also reviewed research from a variety of fields to compare its knowledge of the Lincoln environment with general theory on student development, cultural practices, economic issues, and civic planning. It is important that environmental scanning include a comprehensive blend of practical experience alongside research and theory.

Environments are also fluid -- the strategic plan must be flexible.

Even the best efforts to understand the complex alcohol environment cannot guard against the discovery of new barriers, challenges, and environmental factors that may change strategic plans. A good example of this was the effort to incorporate conditional use permits into the city license approval policy. Though the coalition followed a strategic long-term course to introduce the concept through experts, create a clear nexus to

prove its necessity to city council members and other community leaders, and obtain full consensus among key stakeholders, the effort to introduce the policy remedy was met with great resistance at a public meeting. The effort had to be put on hold as the coalition sought for new opportunities and began rebuilding a foundation of support in other directions. Ultimately, the entire goal was reconceived. The experience proved that although a specific approach is warranted and planned, a coalition must remain flexible, willing to lose or change an individual objective in order to accomplish the larger goal.

The best place to scan the environment is from WITHIN the various entities.

The NU Directions coalition learned quickly that alliances, insights and opportunities did not make themselves available to the general public, which learned only of decisions which were often too late to change or influence. In Lincoln, the majority of business is done behind closed doors in non-public forums. Because of this, coalition staff worked to be "at the table" in a number of campus or community contexts, and to use coalition members who were already at the table to ensure that alcohol issues were incorporated into discussion. By being a part of existing city and campus committees, staff and coalition members could identify environmental factors, introduce alcohol issues into agendas, and seize opportunities to connect agendas with coalition goals.

Coalition members and staff must be vigilant about scanning for and making the most of opportunities.

Some of the greatest advancements of NU Directions goals and objectives have come from seizing opportunities that presented themselves through active involvement in city and campus committees. An example of this is Lincoln's Internal Liquor Committee, which is attended by Project Director Linda Major. Ms. Major has offered the coalition's assistance on several occasions to study or recommend solutions to specific problems raised during the monthly meeting. The result has been an insight into the environment that could not otherwise have been gained, and the chance to apply an environmental strategy directly to a problem of concern to city leaders. The result has been a rapid advancement of coalition goals, and a sense of gratitude rather than pressure from community leaders; the coalition helps them do their work well rather than identifies their work as problematic.

Communication

Message uniformity across the coalition is essential.

Because the members of the NU Directions coalition have a wide and varied set of experiences and perspectives, extra care must be taken to ensure that messages about coalition goals, projects, and efforts remain uniform and consistent across members. Clear and concise messages must be developed and distributed, and spokespersons must be chosen carefully and well trained. More importantly, coalition messages need individual translation; many coalition members want to know how to put the message into a context that makes sense to them and to the stakeholders they represent. Therefore, a main message must also be further developed for an individual spokesperson and their interests. In that way, the message can be reinforced through the multiple perspectives provided.

All partners must be kept well informed.

Perhaps the greatest challenge to coalition work is the need to keep all partners constantly informed of new developments, issues, concerns and actions related to a goal or project. Not all partners utilize the same communication channels, so it is important to identify and use the medium most appropriate for each partner. For some, e-mail was an effective medium. For others, a phone call was needed. Bar owners, however, are rarely near a phone or a computer. Personal visits during bar hours may be the best way to keep these members informed. In the same way, partners may have differing information needs – some will want all the details, others simply want the bottom line. For some, ample planning or response time is needed, while others can act or respond within hours. Communication devices must be flexible and active.

Soliciting feedback is essential. ALL feedback is valuable and helps to shape the message.

Given the volatility of the issue and the natural resistance of humans to change, soliciting feedback from all stakeholders has become essential to the NU Directions effort. Feedback has been solicited in many forms: before embarking on a policy change or project initiation, the coalition or its partners will hold a community forum to raise issues, listen for reactions, and identify barriers or opportunities. Feedback is solicited formally in surveys, focus groups, and polls, and collected informally through conversations, editorials, letters to

the editor, and discussion groups. Coalitions should expect negative feedback from those most resistant to change, yet cannot assume that the feedback is merely resistance and has no value. Often, the NU Directions coalition found that even feedback that appeared to be little more than “sour grapes” had within it some valuable insight about a stakeholder. Rather than avoiding or dismissing the feedback, negative comments can be used to identify misunderstandings, locate key issues and barriers, and provide an opportunity for building trust and honesty.

Educating the media is critical.

The local media, much like the national media, was highly influenced by initial reports highlighting the problem of “binge” drinking, and often framed the efforts of a campus-community coalition in a war analogy where administrators and police “battled” student drinking behavior. Many reports of coalition efforts were couched in endless stock footage of beer bong, bottles, and crowded bars as the only visual to address the college drinking issue, overwhelming stories of solutions with images of the problem. Media education of the basic issues is crucial, particularly for student-generated media which often involved gatekeepers who felt a need to defend their own attitudes and behaviors. One successful approach was to provide clear sound-bites and strong visuals to replace stock footage, and to provide as much background as possible to overcome the superficial understanding of the college binge drinking problem as involving only administration and police. Although coalition co-Chair and Police Chief Tom Casady was gifted in his ability to communicate well with the media, there were times when other spokespersons were sought such as parents, students, and bar owners so that the coalition could be seen as more than law enforcement. Whenever possible, multiple spokespersons representing a variety of interests and community positions were provided to the media. Given the enormity of media promotion used by the Harvard School of Public Health in promoting the results of the College Alcohol Study (CAS), the coalition also had to educate the media on what CAS statistics meant and what they did -- and did not -- indicate.

Arguments must be appropriately matched to the audience.

Because there are multiple stakeholders within the alcohol environment, messages and arguments that were effective for one audience often had a negative impact on another. The NU Directions coalition found it often had to target messages to specific audiences, and design arguments that worked within the experience, interests, and issues of the specific audience. A good example of

this surrounded the effort to reduce high-risk consumption surrounding birthday bar crawl celebrations. Messages were designed for three different audiences: students turning 21, parents, and bar owners. Students were much more impacted by messages that focused on avoiding negative and embarrassing peer pressure that ruined the birthday rather than helped celebrate it. Parents were more sensitive to messages about health risks associated with the ritual and how they could intervene, and bar owners were most responsive to messages about legal risk, liability, and improved profit by creating safer (and longer) celebrations. Developing strong relationships with the broader constituency has proven to be the best route into the motivations of target audiences, along with the use of target audience members in the creation of messages. Most importantly, all audiences have a specific capacity for the way in which they interpret messages that must be considered and incorporated into message design and delivery.

Communication must be strategic.

Perhaps one of the greatest lessons throughout the initial five-year period was the strategic role of communication itself in accomplishing the goals and objectives of the coalition. In many cases, simply raising awareness and beginning public dialogue about an issue within the alcohol environment contributed to change. All communication from the coalition, then, must be considered as part of the strategic plan and should be carefully considered as a potential agent of change. Strategic communication includes the careful selection of messages, target audiences, channel selection, spokespersons, and timing. Each of these factors can ultimately influence the outcome of an effort. The Robert Wood Johnson Foundation should be applauded for their foresight in urging funded coalitions to have both a strategy and staff surrounding communications. It was advice that proved to be very beneficial to NU Directions.

Understanding the Target

Research into the perceptions, interpretations, motivations and applications for the target audience is essential.

Environments are made up of people who live and act from their own values, beliefs, needs, and backgrounds. The NU Directions coalition has always tried to value the unique perspectives of the target audiences comprising the environment, assessing and acknowledging both the capacity for change and the impact of change on the individuals involved. Several examples highlight this lesson. Limiting access to alcohol for legal college-aged drinkers had a real economic impact

on those trying to make a living in a college town; acknowledging and valuing the challenge of staying in a volatile business while holding true to community standards was critical in gaining the trust and cooperation for local establishment owners. Bob Jergensen, a coalition member and bar owner, often reminded the coalition that he was already in one of the most regulated industries in the country, subject to inspections, rules, and legal consequences from a variety of public health officials. Discussion of increased control was heard as a new burden that would certainly drive him and his peers out of business, making him unable to feed his family. Understanding this perspective helped the coalition find more creative ways to help bar owners become more successful while maintaining community standards. In the same way, the coalition had to acknowledge student members who shared that, as fraternities and sororities have memberships that include both legal-aged and under-aged students, increased enforcement of alcohol laws and policies often meant that the social fabric of Greek life was disrupted when under-aged members were left out of social functions to avoid chapter liability or when rituals and traditions were eliminated because they had become the spurce for high-risk consumption. Though this could easily be seen as an excuse for continued law-breaking, the coalition must recognize that such perceptions, motivations and applications require respectful consideration in finding satisfying solutions for the entire community.

Understanding the BARRIERS for the target in accomplishing or maintaining change is crucial.

The coalition found that barriers for targets of change cannot be debated or ignored, but can serve as a crucial starting point to creating solutions that are easily adopted by all parties. Perhaps the best example of this was in the discussions of mandatory server training policies for licensed on-sale and off-sale establishments. Bar, restaurant, hotel owners and store managers all shared that, although they agreed on the need to train all of their servers and sellers in responsible beverage service, certain barriers made a mandatory policy impossible: high employee turnover rates, combined with the high cost of training, the time and cost in travel, and the challenges of scheduling would all create an unmanageable burden placed on owners and managers if such a policy was established. Rather than arguing with these barriers or allowing them to remove the goal, those barriers served as the foundation for the development of a web-based server-seller training program that helped servers operate under community standards, helped establishments set good policies, and avoided the majority if not all of the

negative repercussions caused by formal in-person training programs. The coalition has learned that barriers are truly opportunities. They must be actively sought and understood in order to create solutions that can produce consensus and ultimately change.

Compromise is sometimes necessary. The goal is change versus complete “conversion” to the values of the coalition.

Throughout the five year period, the coalition regularly faced partners and target audiences who were in stark disagreement with each other over the approaches needed to reduce college alcohol problems. At times, compromise proved to be the best course of action. To do so meant letting go of total “conversion” to an idea, strategy, or philosophy of prevention as the goal, and returning to finding consensus and change through a give-and-take process.

Sustaining Momentum

Success is only as good as you can communicate it.

The coalition realized the need to promote successes of the work in meaningful ways to students, partners, and the general public, taking every opportunity to highlight positive changes or enhancements through the student or community media, through presentations to groups, or in the coalition newsletter. The coalition could not assume that positive contributions were seen or recognized by the general public, and often battled an overarching theme in the media, perpetuated by research findings, that the effort was hopeless. Spokespersons for the coalition must be able to point to specific indicators of success, translating those indicators into tangible improvements for quality of life, and must frame issues in positive terms that inspire a sense of accomplishment. A communications staff is needed to assist in this process so that these messages are well documented and sincere.

Individual contributions must be recognized and celebrated.

Individuals and groups who participate in coalition projects must be made to feel that their contributions were important and their efforts were necessary. The entire community should acknowledge their work both formally and informally. Credit must be given publicly where credit is due to the active partners and not to the administrative staff that facilitated the project.

Don't be afraid of individuals/groups who take off outside of your plan. Keep educating, stay involved. Use the energy.

NU Directions found some partners who, having embraced the vision and the potential of environmental management, took on their own initiatives outside of the strategic plan. In some cases, the efforts were very much aligned to the coalition and only enhanced the plan. In others, education was needed to ensure that efforts didn't contradict each other or become redundant, that uniformity across the community was maintained, or that all stakeholders were included. In either case, the energy generated by individuals and groups should be encouraged and incorporated by the coalition and never discouraged. Every contribution, regardless of its source, can be valuable.

Coalitions must foster institutional ownership – the greatest mistake is to create the perception that the task is owned by the coalition, because then it dies with the coalition.

Perhaps the greatest worry for the coalition has been the reality that, once an environment is changed, it must be maintained, even though the formal funded structure no longer exists. To counter this, the coalition has worked hard to create institutional ownership of projects generated by the coalition's strategic plan, allowing “coalition” projects to be owned by individual partners so that they can live beyond the coalition. Such thinking stands in contrast to the demand by funders, evaluators, and the public to show the many projects created by the coalition itself. Yet NU Directions has learned that, in order for a project to live beyond the timeline of the grant itself, ownership must begin from the inception of the activity.

Addressing a High-Risk Environment Through an Inclusive Process (Major, 1999)



- Establish community standards through laws & policies
- Educate about standards and ways to exist within them
- Monitor actions within the environment
- Respond with positive reinforcement for those who follow standards and negative reinforcement for those who don't
- Evaluate impact through data collection