

Office of Internal Audit



Program Review

**PROGRAMS AND POLICIES ON
STUDENT ALCOHOL USE**

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Programs and Policies on Student Alcohol Use Program Review

TABLE OF CONTENTS

	Page
Executive Summary	1
Scope of Review	4
Background	4
Discussion and Recommendations	6
UW Policies on Student Alcohol Use	7
UW System-Level Policies	7
Institution-Level Policies	8
Future Policy Considerations	9
UW Institutions' Approaches to Alcohol Use	10
Education and Awareness Efforts	11
Environmental and Targeted Approaches	13
Enforcement and Discipline	16
Assessment, Counseling, and Treatment	19
Program Administration	20
Funding for Alcohol Abuse Prevention	20
Coordination of Planning Efforts	22
Program Evaluation	23
Compliance with Federal Requirements	24
Emerging National Approaches	26
Adopting Integrated Prevention Efforts	27
Building Coalitions	27
Enforcing Laws and Policies	28
Providing Administrative Leadership	30
Evaluating Results	30
Allocating Resources	31
Expanding Efforts at UW System Institutions	31
Conclusion	32
Bibliography	34

EXECUTIVE SUMMARY

The University of Wisconsin System Office of Internal Audit reviewed the UW System's efforts to address student alcohol use and abuse. Student drinking has generated concern nationwide. In addition, studies during the past six years have shown that a higher percentage of UW students have engaged in binge drinking, compared to other students nationally. The objectives of this review were: 1) to determine the status of the UW System's efforts to address problems related to student alcohol use, and 2) to identify activities or programs that might serve as models for future efforts.

Research activities included information-gathering visits to five UW System institutions; analysis of alcohol policy and program information from all of the UW System institutions and from higher education institutions in other states; and review of national studies and literature about promising alcohol abuse prevention approaches. The report covers: 1) alcohol-related policy directives at UW System, the UW institutions, and other higher education systems and institutions; 2) UW System institutions' approaches to student alcohol use; 3) program administration considerations, such as funding and program evaluation; and 4) promising practices and approaches cited in the national literature.

UW Policies on Student Alcohol Use

The primary Board of Regents policy on student alcohol use was passed in July 1985. The policy has several areas of emphasis: 1) it stresses the importance of educational and supportive approaches; 2) it refers to state legal prohibitions against underage drinking; and 3) it discourages certain alcohol marketing practices, such as giving alcohol as a free award. The Board policy was passed a year after Wisconsin's legal drinking age had been changed to 19 years. At the start of the 1984-85 academic year, 95 percent of UW students were of legal drinking age. In contrast, as of the beginning of 1999-2000, with a legal drinking age of 21 years, only 54 percent of UW students were of legal drinking age. The educational and supportive approach of the 1985 policy continues to have merit. The report recommends, however, that the Regents' policy be reexamined and updated to ensure it reflects the current environment, in which there are both a greater number of underage students and serious concerns about binge drinking.

Each UW System institution also has its own alcohol-consumption policy. These policies generally address matters such as: the institution's philosophy on alcohol consumption, the institution's code of conduct, Wisconsin law, available treatment resources, and health effects of alcohol and drug use. The report also recommends the UW System institutions review and update their individual policies.

UW Institutions' Approaches to Alcohol Use

The UW System institutions have developed a diverse array of programs and approaches directed at student alcohol abuse. These can generally be characterized as: 1) awareness and education programs, which provide students with information about alcohol use; 2) environmental and targeted approaches, which attempt to influence the behavior of

groups of students or to offer alternatives to drinking; 3) approaches involving enforcement of underage drinking laws and discipline for on-campus violations; or 4) alcohol assessment, counseling and treatment. Each category has a particular target audience or underlying strategy. The report provides examples of programs being tried in each category. The UW System institutions' programs and practices appear to be consistent with general trends in alcohol abuse prevention programs at other higher education institutions nationwide.

Program Administration

The report reviews several administrative areas: funding, coordination, program evaluation, and federal requirements.

Funding for alcohol abuse prevention efforts is a significant concern among most UW System institutions, as limited new funding has been available. Alcohol-related programs are funded from a combination of sources. A limited amount of new GPR became available in 1989-91 and was allocated among the UW System institutions to provide a total of five alcohol and other drug abuse coordinators. As of FY 1999, GPR budgeted for the coordinator positions was \$366,548. Federal grant funding and program revenue are available for some activities. In addition, some UW institutions have been able to obtain funding through private sources, such as the Robert Wood Johnson Foundation. However, recent efforts to obtain additional funding have not been successful, and both staffing and funding remain concerns.

Coordination has occurred on two levels. Each UW institution has established a permanent alcohol and other drug abuse (AODA) task force. In addition, the Office of Academic Affairs appointed a UW systemwide committee in 1999, with representation from each UW institution. The report suggests that this committee may be in a position to help coordinate grant applications and other efforts to increase financial resources.

The importance of evaluating alcohol abuse prevention programs is emphasized in literature, because program evaluation is commonly given limited attention. At the UW institutions most evaluative efforts appear to be behavioral surveys, not correlated directly with specific programs. Stronger evaluation efforts would provide more information about which approaches are most likely to be successful. The report recommends the UW System institutions strengthen their efforts to evaluate the results of alcohol abuse prevention efforts and share information about successful approaches. Regular meetings among the UW institution AODA coordinators could help further the exchange of information.

The federal Drug-Free Schools and Campuses Act requires higher education institutions to have policies on alcohol and other drugs, to distribute the policies, and to review alcohol and other drug programs and policies every two years. Noncompliance with these requirements can result in the loss of federal funds. The report recommends taking full advantage of the opportunities these requirements present by, for example, distributing policies in a way that will gain students' attention and conducting careful and thorough biennial reviews. A 1998 congressional initiative also calls upon higher

education institutions to take steps to reduce binge drinking and illegal alcohol consumption. The report recommends UW System institutions consider the guidance in that initiative when conducting the biennial reviews the Drug-Free Schools Act requires.

Emerging National Approaches

Higher education institutions of every type and in every region of the country have implemented strategies to reduce student alcohol use and abuse. Some key strategies described in the research, and discussed in the report, are:

- 1) sending clear messages about alcohol abuse prevention and integrating prevention efforts into the curriculum and other aspects of the institution;
- 2) recognizing that alcohol abuse is more than a campus problem and building coalitions with members of the community;
- 3) enforcing laws and setting effective policies;
- 4) ensuring that administrators show leadership by sending strong, consistent messages about alcohol abuse prevention;
- 5) articulating program goals and then evaluating program results; and
- 6) allocating sufficient resources to address alcohol abuse prevention.

The report recommends the UW System institutions consider the emerging approaches and recommendations from the literature as they plan future alcohol abuse prevention efforts.

SCOPE OF REVIEW

The University of Wisconsin (UW) System Administration Office of Internal Audit reviewed the UW System's efforts to address student alcohol use and to prevent alcohol abuse. The review focused on: 1) Board of Regents' and UW System institutions' policies on student alcohol use; 2) the programs and other efforts the UW System institutions have implemented to prevent student alcohol abuse; 3) program administration and funding; and 4) recommended approaches emerging from national studies.

Review activities consisted of three major components. First, Office of Internal Audit staff visited five UW System institutions to conduct information-gathering interviews and to collect written documentation. During each visit, staff interviewed a range of individuals, including assistant chancellors, deans of students, faculty, alcohol and other drug abuse coordinators, health services staff, counselors, resident assistants, fraternity and sorority advisors, campus police and security staff, and students. Local police department representatives were also interviewed. A second key component of the review was the analysis of alcohol policy and program information for the UW System, each of the UW System institutions, and higher education institutions in other states. Finally, we reviewed national studies and literature about approaches that could hold promise for reducing student alcohol use and abuse.

The review covered alcohol-related policies and programs directed toward students.

This review covered only alcohol-related programs and policies. It did not include policies or programs targeted toward the use or abuse of other drugs, nor did it address policies or programs affecting UW faculty or staff.

BACKGROUND

Student alcohol use has received national attention.

Student alcohol use and abuse has been the subject of attention in Wisconsin and nationally. At the September 1999 Board of Regents meeting, President Katharine Lyall announced that the UW System had joined other institutions in a national campaign to highlight the problem of binge drinking on campuses. Studies in Wisconsin and elsewhere have examined drinking behaviors among college students and methods for addressing excessive or illegal alcohol consumption. Both illegal alcohol consumption and excessive consumption are of significant concern at the UW System institutions.

Illegal Alcohol Consumption

Underage drinking is a problem among some UW students.

Wisconsin law has prohibited the consumption of alcoholic beverages by those under the age of 21 since 1986. Nevertheless, UW System institutions report that underage drinking has been a problem among students both on and off campus.

Interviews with students and staff suggest that off-campus house parties are a common way for underage students to obtain alcohol. Underage students can attend house parties for a small charge and drink as much as they wish. House parties may be less safe than drinking in other locations because students may attempt to conceal their illegal activities. One interviewee described a basement party with windows darkened; had a fire occurred, the results could have been deadly. Students and staff also suggested that when students are drinking illegally, they might be more reluctant to assist others who suffer alcohol poisoning.

Students and staff also described other ways for underage students to gain access to alcohol, whether in bars or for use at private residences or in university residence halls. These include: fake, altered, or borrowed identification cards; older friends or siblings; and parents.

For some students, alcohol use habits may have formed before university attendance.

For some students, alcohol use habits may have developed well before college attendance. According to the 1999 Wisconsin Youth Risk Behavior Survey, 52 percent of students in grades 9 through 12 had consumed alcohol in the previous 30 days. Among that group, 66 percent had consumed five or more drinks at one time.

Excessive Alcohol Consumption

Studies have shown some UW students may have binged more than those in national comparison groups.

Studies have shown that some UW students have binged more than other students have nationally. The Harvard School of Public Health (HSPH) College Alcohol Study (CAS) defines binge drinking as four or more drinks in one sitting for females and five or more drinks in one sitting for males. This study, conducted at UW-Madison in 1994, showed that 51 percent of UW-Madison students binged when they drank, compared to 44 percent at other large public colleges nationally. Also, 32 percent reported they had been drunk in the previous month, compared to 26 percent nationally.

The problem is not unique to UW-Madison. Results from a Core Drug and Alcohol Survey conducted at another UW System institution in spring 1999 indicated that 52.5 percent of students

binged on alcohol within the past two weeks, compared to 42 percent nationally. In this survey binge drinking was defined as five or more drinks in one sitting.

The problem of alcohol abuse can result in reduced academic performance and relationship problems for students. Student alcohol abuse has also caused such problems as vandalism and other criminal activity at higher education institutions. In addition, a September 1999 United States Department of Education internal report estimated that at least 84 students had died in alcohol-related circumstances on campuses nationwide since 1996.

Negative Effects on Other Students

Binge drinking also affects non-drinking students.

Excessive drinking also affects students who do not drink alcohol or who do not drink to excess. The 1994 CAS at UW-Madison showed that UW-Madison students experienced secondary effects of others' drinking; 65 percent of surveyed students had their studying or sleep interrupted, compared to 51 percent nationally. A 1995 study published in The Journal of Studies on Alcohol noted that in addition to impaired sleep and study time, students who do not binge drink have experienced physical assault and sexual harassment as a result of others' drinking.

Various approaches have been suggested to combat the problem of alcohol abuse and its associated negative effects on college students. This program review examined approaches the UW System institutions have adopted, in the context of strategies being tried nationally and of recommendations offered in the national literature.

DISCUSSION AND RECOMMENDATIONS

This program review examines UW policies and approaches to student alcohol use, as well as current literature on national trends and recommended approaches.

The objectives of this review were to determine the status of the UW System's efforts to address problems related to student alcohol use, as well as to identify activities or programs that might serve as models for future efforts. To analyze UW System policies and programs on student alcohol use, we reviewed:

- alcohol-related policy directives at UW System, the UW institutions, and other higher education systems and institutions;

- UW System institutions' programs and approaches to student alcohol use;
- program administration considerations, such as funding, coordination and evaluation; and
- current literature on emerging practices and approaches to student alcohol use at higher education institutions.

UW POLICIES ON STUDENT ALCOHOL USE

Systemwide and institutional policies can accomplish several purposes: to establish guidance for enforcement and discipline, to regulate alcohol service and marketing on campus, to help institutions meet state or federal requirements, and to communicate a philosophy about student alcohol use. We reviewed the student alcohol use policies of the UW Board of Regents, of university systems in other states, and of individual UW institutions to determine:

- the nature of the Board of Regents policies and how they compare with other systems' policies;
- how the UW System institutions' policies compare with the Board of Regents policies; and
- what factors can be considered in reviewing or updating System-level or institution policies.

UW System-Level Policies

The UW System Board of Regents has adopted two policies specifically related to student alcohol use. First, Regent Policy Document (RPD) 78-9 is a policy on health services that includes a provision that educational programs on alcoholism and drug abuse be included in the basic module of health care for each institution as preventive medicine. Second, in July 1985 the Board of Regents passed RPD 85-2, which advocates "educational and supportive" ways of addressing alcohol use and includes best-practices alcohol marketing concepts.

In RPD 85-2 the Board adopted several recommendations made by an Advisory Committee on Alcohol Education. The result is essentially a three-component policy:

Board of Regents policies emphasize educational and supportive approaches.

Regent Policy Document 85-2 expresses an educational and supportive philosophy with respect to alcohol abuse, cites state drinking laws, and recommends chancellors adopt alcohol-marketing prohibitions.

- 1) Philosophy -- The Board endorsed the advisory committee's conclusions that the abuse of alcohol on campuses is a matter of significant concern and that "the most effective ways to deal with issues of alcohol abuse in the university community are educational and supportive in nature...".
- 2) Requirements -- The Board changed s. UWS 18.06(13), Wis. Adm. Code, to cover alcohol beverages instead of liquor. This administrative code section prohibits the use or possession of alcohol beverages on all university premises, except in faculty and staff housing, and except as permitted by the chief administrative officer. This section also prohibits procuring, selling, dispensing, or giving away alcohol beverages to any person contrary to the provisions of ch. 125, Wis. Stats., which includes underage drinking provisions and other alcohol-related prohibitions.
- 3) Campus policy -- The Board endorsed the Guidelines for Alcohol Beverage Marketing on College/University Campuses, developed in 1985 by the national Inter-Association Task Force on Alcohol and Other Substance Abuse Issues (IATF). These guidelines discouraged institutions from practices such as giving alcohol as a free award and accepting advertisements that portray drinking as a solution to personal or academic problems. The advisory committee recommended that the chancellors use or strengthen the guidelines as a basis for developing institution policies and that the institutions review their policies annually.

System-level policies can provide the guidance and priorities to shape institution policies.

Institution-Level Policies

Each UW System institution has adopted policies on student alcohol use.

We reviewed the extent to which the UW System institutions have adopted policies related to student alcohol use. We found that each UW institution has policies which generally address:

- the institution's philosophy on alcohol consumption;
- the institution's code of conduct and disciplinary sanctions;
- state legal sanctions;
- resources for drug and alcohol abuse treatment; and
- the health effects of the use and abuse of drugs and alcohol.

Since RPD 85-2 places particular emphasis on alcohol marketing, we reviewed this aspect of the institution policies. We found that most UW System institution staff we interviewed were unaware of

The majority of UW System institutions have adopted some form of alcohol marketing restrictions.

RPD 85-2. Nevertheless, we found that nine UW institutions have adopted marketing practices related to those in RPD 85-2, either by policy, in practice, or both. One institution reported using the RPD 85-2 marketing guidelines to discourage student organizations from accepting alcohol-producer sponsorships. In another instance, an institution requested that radio broadcasters covering athletic events not advertise alcohol during events. Our interviews indicated that advertising on campus is still a concern, so the marketing aspects of RPD 85-2 remain relevant.

Our interviews also pointed out that while helpful, institution advertising policies have some inherent limits. At three UW institutions we visited, interviewees expressed concern about student newspapers accepting advertising from alcohol interests. The UW System institutions do not control the advertising policies of independent student newspapers. However, indications are that some of the institutions have encouraged discussion and debate about the appropriateness of alcohol advertising. At some other higher education institutions, there is even more institution involvement; according to a 1999 survey by Henry Wechsler and others, 27 percent of public institutions reported that they prohibit alcohol advertisements in their student newspapers.

Future Policy Considerations

A review of other higher education systems' and institutions' alcohol policies suggests there is no single, generally-accepted alcohol-policy approach. The scope of the UW System's policy appears consistent with that of other university systems. As in the UW System, other system policies provide broad guidelines, leaving the more specific content to the discretion of the individual institutions. However, researchers indicate that Board members can play an important role in changing the campus climate by maintaining the visibility of alcohol-reduction efforts.

RPD 85-2 was adopted when the legal drinking age had only recently changed to 19 and most UW students were of legal drinking age.

One way to heighten the visibility of these efforts may be to revise RPD 85-2. The current policy was adopted in July 1985, a year after the legal drinking age was increased from age 18 to 19. Most students at that time could legally drink alcohol. At the beginning of the 1984-85 academic year, 95 percent of all UW students had been of legal drinking age. After that, with the 21-year-old drinking age fully effective in 1988, a significantly larger proportion of the student population could not legally drink alcohol. At the start of the 1999-2000 academic year, only 54 percent, or slightly more than half, of all UW students were of legal drinking age.

Only 54 percent of UW students were of legal drinking age at the beginning of the 1999-2000 academic year.

RPD 85-2 needs to be reviewed and updated.

While the educational and supportive approaches that the Regents policy supports still have merit, several developments since 1985 suggest that revision of the policy would be appropriate. The additional increase in Wisconsin's legal drinking age, the greater proportion of underage UW students, and the studies on binge drinking all suggest the need for a policy that recognizes that underage drinking, and binge drinking in particular, can be serious problems on campus. The UW System's AODA committee, formed by the Office of Academic Affairs, also has actively discussed the need for an updated UW System policy. *We recommend a reexamination of RPD 85-2 to ensure the UW System policy recognizes the seriousness of drinking problems on campus and adequately reflects the Board of Regents' philosophy in the current environment.*

Regular review and updating of UW System institutions' policies would keep the policies current.

In addition, regular review of campus policies would help keep institutions' policies current and may heighten awareness of the policies among staff on campus. Since RPD 85-2 recommends the institutions review their policies annually, *we recommend all UW System institutions review their alcohol policies to ensure they are up to date.* Some areas for review include: addresses and telephone numbers for treatment resources (we found at least one that was out of date) and information on health risks and recent research.

The Inter-Association Task Force on Alcohol and Other Substance Abuse Issues has issued more recent guidelines than the ones upon which RPD 85-2 were based.

One model both the Board of Regents and UW System institutions could consider when reviewing alcohol policies comes from the Inter-Association Task Force on Alcohol and Other Substance Abuse Issues. The IATF, whose marketing guidelines were accepted by the Board of Regents with the adoption of RPD 85-2, recommended a new Model Campus Alcohol Policy in 1998. According to the IATF, in addition to a summary of state and local laws and institutional regulations, a comprehensive campus policy on alcohol should include: "[a] broad but succinct philosophical statement...[that includes] "a pro-health and safety, anti-abuse comment; an underscoring of individual responsibility...; an equal emphasis on the university's 'duty to care'...; and a commitment to alcohol education."

UW INSTITUTIONS' APPROACHES TO ALCOHOL USE

We reviewed the UW System institutions' approaches to student alcohol use and abuse to identify the types of programs the institutions have implemented. Our review suggests that the UW System institutions' programs and practices are consistent with general trends in alcohol abuse prevention programs. National

UW System institutions' approaches to student alcohol use appear to be generally consistent with approaches used nationally.

studies suggest that college and university programs directed at student alcohol abuse generally have several characteristics. These include: 1) the adoption of diverse and creative approaches; 2) the use of multiple approaches that may or may not be connected with one another; 3) a predominance of awareness, peer-based, and environmental and targeted approaches; and 4) the emergence of new approaches, such as curriculum infusion.

UW approaches can be grouped into four categories, based on target audience or underlying strategy.

We found that the types of approaches the UW System institutions have adopted can be grouped based on target audience or underlying strategy. For purposes of this report, the programs are grouped into four broad categories:

- awareness and education efforts;
- environmental and targeted approaches;
- enforcement and discipline; and
- assessment, counseling, and treatment.

Each of the UW System institutions has developed activities or programs in these categories, which sometimes overlap. For example, an institution may require students who violate a residence hall alcohol policy to attend a class ("enforcement") that teaches them about alcohol ("awareness and education"). Such a program may help students realize that some students choose not to drink ("environmental"). Examples of UW approaches in each area are described below, along with some areas for future consideration.

Education and Awareness Efforts

Alcohol education programs are emphasized in practice, as well as in law and policy. Board of Regents policies emphasize educational and supportive approaches, as noted in the policy discussion, above. In addition, the Drug-Free Schools and Campuses Act requires that certain information be distributed to students. Both the Regents policies and the Act allow for discretion in implementation, and we found a wide variety of educational initiatives at the UW System institutions. In general, education and awareness efforts take one of three forms:

- informational programs or messages;
- classroom approaches; and
- social norms marketing.

Informational Programs or Messages -- Nearly all public institutions in one national survey indicated they provide general

Informational approaches provide students with information about the effects of alcohol use.

education programs targeted at all students. Alcohol-information approaches the UW System institutions use include:

- information from university health services, such as brochures and educational materials;
- peer education, which includes students teaching enforcement classes or delivering messages about alcohol use to other students;
- workshops and invited speakers who provide education about alcohol, often in tandem with other related issues such as study habits, campus crime, or health;
- participation in a national collegiate Alcohol Awareness Week held each October in conjunction with other colleges and universities across the country;
- birthday cards sent to students celebrating 21st birthdays, warning about the dangers of alcohol abuse and sometimes including coupons for activities that are alternatives to drinking;
- a prevention program each fall, at UW-Eau Claire, involving many different forms of media.

Although the approaches take many forms, each approach is intended to provide information to students that will help prevent them from abusing alcohol.

In the curriculum infusion approach, information about alcohol use is incorporated into the classroom setting.

Classroom Education -- UW System institutions also have made efforts to change or adapt curricula to respond to the problem of alcohol abuse, including:

- at least five institutions that encourage faculty not to cancel class on days they otherwise would (for instance, when the faculty member is attending an out-of-town conference), instead having a health services representative or other presenter give a lecture on substance abuse;
- class projects in courses such as journalism and sociology that might be given an alcohol focus by the instructor; and
- for-credit courses, such as those being developed for freshmen at UW-Madison and UW-Milwaukee, that address alcohol and other issues.

An effort to reach freshmen in a formal way, if deemed successful, may be an approach that could be expanded to other institutions. Both UW students and staff with whom we spoke observed that freshmen and sophomores tend to drink more than upperclassmen. In addition, a 1991 study of practices and policies at American colleges and universities indicated that seven percent of freshmen nationwide left school due to problems associated with alcohol.

There may be opportunities to expand curriculum infusion.

This review identified six UW System institutions that have begun to use curriculum infusion. However, according to an analysis done at one institution, out of 71 courses identified as being good choices for curriculum infusion, only 21 courses, or 30 percent, actually incorporated alcohol issues into the curriculum. This data suggests there may be an opportunity to strengthen efforts to infuse messages about alcohol consumption into the curriculum.

Social norms marketing approaches use data to show students that other students actually drink less than students commonly believe.

Social Norms Marketing -- More than half of the UW System institutions are either planning to use or are using social norms marketing approaches. This approach uses data to show students that other students do not drink as much as the students believe. For example, in spring 1998, surveyed students at UW-Green Bay perceived that 61 percent of their fellow students had consumed five or more drinks in a row during the two weeks prior to the survey. However, only 43.5 percent of those surveyed reported that they themselves had consumed five or more drinks in a row during that same time span. Similarly, those surveyed reported typically consuming 4.4 alcoholic drinks at parties and bars, while they perceived their friends as typically consuming 5.8 drinks and perceived students in general as typically consuming 6.3 drinks at parties and bars.

The purpose of social norms marketing is to correct misperceptions by publishing data that can provide students with a more realistic view of the level of student alcohol use. The theory is that students will drink less if they more correctly perceive that other students are drinking less than is commonly believed.

Environmental and Targeted Approaches

While educational and enforcement approaches focus on individual behavior and decision-making, environmental approaches focus on changing behavioral and attitudinal norms in the community as a whole or in specific groups within the community. The philosophy is that if a community no longer supports the excessive use of alcohol, students in the community will not engage in excessive use.

Environmental and targeted approaches attempt to reduce alcohol use among groups of students.

Environmental approaches at the UW System institutions can generally be grouped into those that seek to prevent or reduce alcohol use by:

- influencing a group or targeting a strategy at a certain group, and
- offering alternatives to drinking.

Influencing the Behavior of a Group -- Examples of approaches targeted at particular groups of UW students include the following:

- UW-Madison applied for and received a six-year (1996-2002) grant from the Robert Wood Johnson (RWJ) Foundation to reduce high-risk drinking and its negative consequences (violence, vandalism, property damage, sexual assault, academic failure) among undergraduate students by helping first-year students form connections on campus; forming partnerships with university and community organizations; bringing together students, university faculty and staff, and community residents to assist in developing policy changes related to keg registration, tailgating, drink specials, ID's, and alcohol industry sponsorship of campus events; and developing presentations and materials to shift the UW-Madison "party school" image.
- At several UW System institutions some fraternities have declared themselves to be alcohol-free. Sororities had already become alcohol-free due to national chapter guidelines.
- Some institutions target high-risk students. UW-Whitewater received two grants to develop programs to reduce alcohol use among student athletes. Three institutions reported that they target student athletes by conducting a separate survey of their alcohol use. Others target freshmen or students in fraternities or sororities.
- Some UW System institutions have attempted to affect students' environment by involving the local community in their efforts to address student alcohol use. An administrator from UW-Madison has appeared before the city's alcohol licensing board to influence a decision to locate a bar near campus and other alcohol licensing decisions. Some other institutions reported that they work directly with local businesses to provide students with alternatives to drinking, such as offering free soda to designated drivers.

- UW-Eau Claire, La Crosse, Madison, Milwaukee, Stevens Point, and Whitewater are among institutions that offer substance-free options in the residence halls. Generally, students living on substance-free floors or in substance-free facilities sign a contract that they will not consume alcohol either in the residence hall or outside the residence hall.

Substance-free housing may help reduce the disruptive effects of student alcohol use.

A 1999 Wechsler study indicates that 67 percent of public institutions nationwide offer alcohol-free dorms or living spaces. Some UW residence hall officials expressed concern that describing residence hall housing as "substance-free" may wrongly send the message that underage alcohol use is permissible elsewhere in the residence halls. However, given the prevalence of this substance-free approach among public institutions, the UW institutions may wish to consider whether increasing the availability of substance-free housing would be appropriate.

Alternatives to Drinking -- In another environmental approach, alternatives to alcohol use are offered to fulfill the social needs of students. Ten UW System institutions in our review identified efforts to provide non-alcohol recreational and social options as part of their efforts to reduce alcohol use. For example:

Alternatives to drinking offer another environmental approach to preventing alcohol abuse.

- UW-Madison keeps two of its athletic facilities open late, matches incoming freshmen with student organizations, and provides a Web site that lists a calendar of non-alcohol activities;
- UW-Whitewater has held family-friendly tailgate parties;
- UW-Stevens Point students have received free admission to athletic and theater events;
- UW-Parkside offers weekend programs at the Sports and Activity Center, bowling and dancing are offered in the Union on Thursday nights, and board and card games are sponsored by the Office of Multicultural Student Affairs on Fridays;
- UW-River Falls organizes broomball leagues that meet late at night; and
- at least four institutions have had alcohol-free dance clubs.

Dance clubs have yielded mixed results. At one institution, students stopped attending because they did not like the music. Staff at another institution indicated students drank alcohol to

excess and then returned to the dance club to create the environment the dance club was established to avoid.

UW students suggested that alternative activities need to be better advertised, offered in the late evening, and available on or near campus.

Students we interviewed suggested several approaches to enhance the effectiveness of alcohol alternatives. First, they noted that some activities were poorly advertised. More ambitious advertising efforts and up-to-date Web sites listing the activities could improve awareness. Second, UW students expressed concern that some alternative activities end early in the evening. Activities that occur later at night would coincide with the prime alcohol-consumption period. Third, the students would prefer to attend activities on campus or nearby. Special facilities and late-night events have been attracting student participation at other institutions, such as Ohio University and West Virginia University.

Enforcement and Discipline

Another strategy for addressing student alcohol use is to enforce laws against underage drinking. As with other strategies, enforcement and disciplinary approaches vary among UW System institutions, as well as among communities.

Laws and Policies -- Written laws, rules and policies at both the UW System and institution levels clearly support state law on underage drinking. Applicable laws and policies are as follows:

Statutory law prohibits underage drinking, and UW administrative law generally prohibits use or possession of alcohol on university premises.

- 1) Wisconsin statutory law -- Section 125.07(4)(a), Wis. Stats., establishes the legal drinking age as age 21. Violations, such as procuring alcohol or falsely representing one's age, are subject to forfeitures ranging from \$250 to \$1,000, suspension of the violator's driver's license, participation in a supervised work program, and/or other community service work.
- 2) UW administrative law -- Section UWS 18.06(13), Wis. Adm. Code, generally prohibits the use or possession of alcohol beverages on university premises, except as permitted by institutional regulations. Institutional regulations generally allow the possession and responsible consumption of alcohol in residence halls by those of legal drinking age (although most residence hall residents are not yet 21).

Both UW System- and institution-level written policies reinforce statutory and administrative law prohibitions on underage drinking.

Chapter UWS 17, Wis. Adm. Code, outlines disciplinary procedures for students who engage in nonacademic misconduct. These include reprimand, denial of specified university privileges, imposition of reasonable terms and conditions on continued student status, restitution, removal of

the student from the course in progress, disciplinary probation, suspension or expulsion.

- 3) Specific prohibitions -- UW System institution policies often include additional, specific restrictions on alcohol use. Examples include: limits on where alcohol can and cannot be sold on campus; a limit of one beer per student identification; prohibition of drink specials; and requirements for alcohol-service request forms that must be signed by an institution official.

We interviewed UW System institution and local law enforcement representatives and others to determine how alcohol violations are handled both on and off campus.

For on-campus violations, penalties range from a computer program that helps students independently assess their drinking behavior, to removal from the residence halls, to citations and fines.

On-Campus Violations -- Most student alcohol violations on campus occur in the residence halls. Sometimes decisions about how to handle a violation are made on a case-by-case basis, depending on the degree to which a student's behavior is dangerous or disruptive. We found a wide range of responses to violations. For example:

- A first offense may lead to a referral to an educational sanction designed to help students assess their alcohol use and change their behavior. At least three institutions, for example, use an "Alcohol 101" computer disc, an interactive assessment tool. UW-Whitewater has a three-hour non-academic session for first offenders, provided at no charge. At some institutions staff teach classes for which the student must pay; at UW-Oshkosh and UW-Green Bay, for example, a student is charged \$30, and at UW-Superior, \$100. Sanctions for second and subsequent offenses can include: an educational sanction, a fine, loss of certain privileges at the university, and payment for any damage caused by the behavior.
- In response to violations at UW-Madison and UW-Milwaukee, residence hall staff document the student's behavior, giving greater attention to students involved in repeat violations. For successive violations, students may eventually be placed on probation, moved to a different residence hall, or removed from the residence halls.
- Some UW System institutions involve local law enforcement and the court system in their regular enforcement procedures. For example, at UW-River Falls, Residence Life staff are trained to call the institution's Public Safety office or the city police if they suspect illegal possession or consumption of

Some UW System institutions regularly involve local or campus police in enforcing alcohol laws on campus.

alcohol; students who violate state alcohol laws are issued citations, just as they would be in the community. UW-Superior has an agreement with local law enforcement and courts; students who receive underage drinking citations have an option of pleading guilty and paying \$45 for a seven-hour class on alcohol. If the students pass the class, the citation is removed from their records, and they are not required to pay a fine. UW-Stout uses a similar approach.

Underage drinking prohibitions are not uniformly enforced on campuses because of a lack of resources or other reasons.

On some other UW campuses, community law enforcement agencies do not normally enforce alcohol laws because violations there are considered a UW responsibility. Additionally, enforcement may not occur on campus because of a lack of available campus law enforcement resources; because the drinking behavior is not disruptive; or because some UW System institutions have security officers who do not have the authority to issue citations.

Reviewing alcohol-law enforcement practices at the UW System institutions could help ensure practices are consistent with the institutions' philosophies on student alcohol use.

In general, it appears that students at UW System institutions that coordinate closely with local law enforcement and the courts can expect stricter consequences for underage drinking on campus. Given the differences among campuses, *we recommend UW System institutions consider reviewing their practices for responding to alcohol-related violations on campus to ensure those practices adequately reflect each institution's philosophy on student alcohol use.* Institutions may wish to consider: 1) how students perceive the institution's efforts to enforce the law; 2) how the institution can work most effectively with local law enforcement; and 3) how best to balance educational and punitive approaches.

Off-campus student alcohol violations are addressed by local law enforcement.

Off-Campus Violations -- Just as enforcement and discipline vary among institutions, some local law enforcement agencies are more likely to issue citations for student alcohol violations in the community than are others. Some law enforcement agencies adopt a policy of responding to noise or violence complaints. They may not respond to house parties where underage possession or consumption is the worst offense, or they may send underage drinkers home, without issuing citations.

In contrast, the Milwaukee Police Department has adopted a "zero-tolerance policy." House parties are declared illegal taverns; a student holding a house party can be fined \$335 for an illegal tavern, plus \$300 for each citation for providing alcohol to a minor. Milwaukee has also adopted a nuisance abatement ordinance, which holds landlords responsible for the actions of their tenants. Consequently, landlords have the right to evict disruptive student tenants.

Interviews with UW System institution administrators, campus police and security, and local law enforcement indicate that the UW institutions rarely intervene in student alcohol violations that occur off-campus. In some cases, local law enforcement gives university administrators the names of students who have been issued a citation for underage drinking or hosting a house party. Administrators, at their discretion, may send these students a letter discussing the consequences of alcohol abuse or, in serious cases, speak directly with the students. Typically, however, when student alcohol violations occur off-campus, they are considered to be within the jurisdiction of local law enforcement.

Assessment, Counseling, and Treatment

UW System institutions typically emphasize prevention approaches rather than assessment and counseling.

While this review focused primarily on alcohol abuse prevention, UW System institutions do provide some assessment, counseling and treatment services, depending on available resources on the campus. At least five institutions do assessments on campus, using assessment tools such as the Drinker's Checkup. Not all institutions have AODA-certified counselors, and in those cases, referral to assistance in the community is offered.

Our interviews indicated that students do not seem to take full advantage of the services and assistance available on campus. The proportion of students receiving assessment, counseling, and treatment on campus tends to be lower than the percentage of individuals in society at large who receive these services. According to the National Institute on Alcohol Abuse and Alcoholism, one in every 13 adults either abuses or depends on alcohol. Assuming this is also true about UW-Madison students, for example, it could be expected that approximately 3,000 students would have alcohol abuse problems. However, UW-Madison estimates it treats only 200 students a year. UW institution representatives suggested that:

It appears that some students who need them do not access campus assessment and counseling services.

- Students are not aware they can receive help nearby and at little or no charge.
- Students may not realize they have a problem with alcohol. One institution reported participating in a national Alcohol Awareness Day during which students could receive a free alcohol use assessment. No students took part at any point during the day.
- Students may enter community alcohol treatment programs due to some event unconnected to the university. For instance,

a student could be arrested off-campus for operating a motor vehicle while impaired.

Depending on the resources they have available to provide services, *we recommend the UW System institutions consider promoting the availability of assessment services on campus.*

PROGRAM ADMINISTRATION

It appears that in many cases, the UW System institutions do not separately identify alcohol abuse prevention efforts for staffing or budgetary purposes. Rather, without significant new funding available for alcohol prevention efforts, efforts to implement and evaluate programs appear generally to be managed by staff who also have other responsibilities. To determine how the alcohol-related programs and services that are offered to students are funded, implemented, and evaluated at the UW System institutions, we reviewed:

- funding for alcohol prevention programs;
- program planning and evaluation efforts;
- efforts to coordinate planning and funding requests across the UW System institutions; and
- compliance with federal requirements.

Funding for Alcohol Abuse Prevention

Funding for alcohol prevention comes from various sources and is not necessarily separately budgeted.

Funding for alcohol-related programs at the UW System institutions is derived from various sources, most of which are not separately identified for budgetary purposes. For example, the Dean of Students, faculty members, and health educators may all spend time on alcohol programs, but portions of their salaries are not necessarily designated as related to alcohol issues.

Basic Funding Sources -- Generally, alcohol-related programs at the UW System institutions are funded from a combination of sources:

- 1) GPR -- State general-purpose revenue (GPR) is used to fund alcohol and other drug abuse coordinators. UW System requested 18 positions in the 1989-91 biennial budget so that each institution could have at least one coordinator. Only five positions were funded, and these were allocated among the

A limited amount of new GPR in 1989-91 was allocated among the UW System institutions to provide five AODA coordinators.

UW institutions; for example, UW-Madison was allocated one full-time equivalent (FTE) position, while most campuses received funding for .25 FTE. The positions were intended to emphasize education, information and referral. As of FY 1999, GPR budgeted for the coordinator positions was \$366,548, with amounts ranging from \$8,628 at UW-Parkside to \$110,580 at UW-Madison. Some institutions have relied on other funding sources to fund a full-time position that also has other responsibilities.

Federal funds, program revenue, and segregated fees are used to support some alcohol prevention efforts at the UW System institutions.

- 2) Federal funding -- Some federal funding has been available for various activities. For example, UW-Whitewater received \$199,038 for FFYs 1999 and 2000 from the United States Department of Education for an athlete-mentor program. In 1999 UW-Eau Claire received a \$360,000 grant from the Wisconsin Department of Transportation, with funding provided to the states through the United States Department of Justice; funding was be used to coordinate efforts against underage drinking and develop an influential peer leadership program at UW-Eau Claire.
- 3) Program revenue -- Program revenue (PR) has been generated from fees for public information and educational materials. PR is also generated from sales of a self-assessment compact disc and from some required disciplinary course fees. The UW System institutions budgeted a total of \$111,868 in PR for the campus AODA coordinator positions in FY 1999.
- 4) Segregated fees -- Segregated fees are another source of revenue for some alcohol-related information and services. Students help pay for health services with segregated fees.

Supplemental funding -- Some UW System institutions have been able to obtain funding through other sources. For example, UW-Madison received a grant from the Robert Wood Johnson (RWJ) Foundation, a private organization dedicated to improving health and health care. UW-Madison is receiving \$750,000 over six years. UW-Whitewater has received a three-year, \$30,000 grant from the National Collegiate Athletic Association to work with athletes.

Funding and staffing continue to be concerns for the UW System institutions. Several institutions have developed innovative proposals, but they must find an entity to fund these efforts. A proposal to create a UW System Alcohol and Other Drug Abuse Prevention Institute was recently submitted to the U.S. Department of Education but was not funded. The UW System AODA

Coordinated efforts to obtain additional grant funding could be helpful.

Committee, organized through the Office of Academic Affairs (and described below), has discussed establishing a clearinghouse that would provide grants-development assistance and public information and education materials for the UW System institutions. Thereby, UW System could continue to play a coordinative role in efforts to expand financial resources. *We recommend the UW System institutions continue to look for opportunities to coordinate in seeking grant or private funding.*

Coordination of Planning Efforts

In recent years UW System's Office of Academic Affairs has worked with the institutions' Chief Student Affairs Officers to coordinate efforts to address student alcohol abuse issues. In October 1998 staff from the UW System institutions met in Stevens Point with staff from the Higher Education Center for Alcohol and Other Drug Prevention to discuss community organization and to plan future efforts. All institution representatives we visited believe this was productive training that energized institutional efforts. Since then, work groups have been established at both the system and campus levels.

Each UW System institution has established a task force.

Campus Task Forces -- Each UW System institution has established a permanent task force. Each campus task force has a different mixture of campus and community individuals. At one institution, the Dean of Students and a student co-chair a task force of more than 40 people. This task force is made up of nearly half students, and various community members participate along with institution representatives. Another institution task force has eight members -- seven institutional representatives and one student, without community representation. Some of the task forces include community members who work with K-through-12 students, in recognition of the fact that many students have already established drinking patterns before they enroll at UW System institutions.

The UW System Office of Academic Affairs coordinates a systemwide AODA committee.

UW System AODA Committee -- As noted above, the UW System Senior Vice President for Academic Affairs appointed a UW System AODA Committee in 1999. The committee includes cross-discipline representation from the UW System institutions. Like some campus task forces, the committee includes a representative from the K-through-12 community, as well as student representation. The committee is examining issues in several areas: the relationship between grades K-through-12 and the UW System, research and curriculum, legislation and policy, finance and budget, and awareness and promotion.

Some UW System institution AODA coordinators expressed interest in regular meetings among the AODA coordinators.

Finally, some of the institutions' AODA coordinators serve as the campus representatives on the UW System AODA Committee, but the AODA coordinators for the various institutions currently do not meet as a group to share information. Some coordinators suggested that regular meetings could help facilitate communication among AODA coordinators. *We recommend UW System institution AODA coordinators or other appropriate institution representatives meet once or twice a year to share information about strategies to prevent student alcohol abuse.*

Program Evaluation

Meaningful data are needed for program planning.

The UW System AODA Committee, institution task forces, and institution administrators all need meaningful data in order to plan useful programming approaches. Based on our review, it appears that global, survey-type approaches are the primary evaluative approaches used at the UW System institutions.

Fourteen UW System institutions indicated that they collect and use survey data to develop strategies to reduce alcohol use. Due to its participation in the Robert Wood Johnson study, UW-Madison surveys students about their alcohol use, using the College Alcohol Study developed by the Harvard School of Public Health. Most UW System institutions use the Core Alcohol and Drug Survey, developed by the Southern Illinois University-Carbondale. Survey results are available to use to monitor changes over time or to use for planning, evaluation, or social norms marketing initiatives.

The UW System institutions collect student-survey data at varying intervals.

At the same time, the usefulness of the surveys has some limits. Staff at two institutions indicated that they lack sufficient financial resources to administer the Core Survey annually. In those cases, they modify it for a year, participate only once every two or three years, or do not conduct a survey at all. As a result, some institutions may not be able to determine if their programs are making inroads with students until the students' academic careers are nearly over. Furthermore, since the UW System institutions collect the data at different times during the year, using different methodologies, they cannot make useful comparisons to one another.

An effective use of data might be to develop strategic plans for alcohol programs. UW-Oshkosh is working on a plan. A sound strategic plan would provide: 1) a comprehensive approach that meets the specific needs of the institution, 2) goals and objectives that can be monitored, and 3) a plan for using scarce resources as effectively as possible.

Expanded evaluation efforts could provide even more meaningful information for planning purposes.

Both the UW System institutions and the national literature recognize the need for more and better data about approaches that work to combat alcohol abuse among students. *We recommend the UW System institutions strengthen their efforts to evaluate the results of alcohol abuse prevention efforts and then share information about successful programs.* Among the areas the institutions could consider developing are:

- building an evaluation component into program-planning efforts;
- ensuring that surveys are conducted regularly and at the same time each year to provide better comparative data;
- developing additional evaluation methods, beyond the current surveys, that are closely linked to the types of programs the institutions have implemented; and
- identifying opportunities for UW staff to attend program evaluation training.

The UW System AODA Committee, which includes representation from each institution, may be in a good position to consider ways to expand evaluation efforts to make them as useful as possible.

Compliance with Federal Requirements

The Drug-Free Schools and Campuses Act and associated regulations require higher education institutions to have policies on alcohol and other drugs, to distribute the policies, and to review programs and policies every two years.

Federal law imposes certain requirements on colleges' and universities' alcohol abuse prevention efforts. Our review placed special emphasis on the Drug-Free Schools and Campuses Act, because this law includes strict requirements for educational institutions and ties the requirements to federal funding.

According to the federal Drug-Free Schools and Campuses Act and associated regulations, higher education institutions that receive federal funding must:

- prepare a written policy on alcohol and other drugs that addresses legal sanctions, health risks, and drug and alcohol programs and includes a statement on disciplinary sanctions against students and employees who fail to conform;
- develop a method to distribute the policy; and
- review their alcohol and other drug programs and policies every two years to determine the effectiveness of the programs

and to ensure the disciplinary sanctions for violating standards of conduct are enforced consistently.

Non-compliance with the Drug-Free Schools and Campuses Act can result in loss of federal funds.

The Department of Education annually reviews a sample of programs to ensure institutions meet these and other requirements. The penalty for non-compliance is severe: the Department can terminate or require repayment of all forms of federal financial assistance, including individual students' federal grants. One UW System institution was selected for review in 1999 and was given 10 days to supply the requested information.

Requirements for Preparing and Distributing Policies --

To ensure that all of the UW System institutions have met the Department of Education regulations, we reviewed the institutions' efforts to comply with the policy, distribution, and review requirements. We determined that the UW institutions have written policies that address the required elements and have made efforts to provide students with the policy. Policies are typically disseminated to students with registration materials or class schedules, or are included in the student handbook. In our student interviews, however, we discovered that some students did not remember receiving the institution's alcohol policies. *To continue to comply with distribution requirements, we suggest the UW System institutions consider whether there are methods for distributing the policies to students that would gain more student attention.* Some institutions are already exploring other distribution methods.

Additional methods of distributing policies to students may be helpful for reaching more students.

Biennial Review Requirement -- The biennial review required under the Drug-Free Schools and Campuses Act provides an opportunity once every two years for an institution to evaluate its alcohol prevention programs. We found that eleven UW System institutions had completed a review within the past two years. The reviews ranged from a one-page description of planned improvements to a 21-page review of policies and programs, including perceived strengths and weaknesses.

The UW System institutions' biennial reviews vary in both length and scope.

The federal regulations associated with the Act give institutions significant leeway in deciding what to include in their reviews. According to the Higher Education Center for Alcohol and Other Drug Prevention, "the more thorough biennial reviews include (1) descriptions of the AOD [alcohol and other drug] program elements; (2) a statement of AOD program goals and a discussion of goal achievement; (3) summaries of AOD program strengths and weaknesses; (4) procedures for distributing AOD policy to students and employees; (5) copies of the policies distributed to students and employees; and (6) recommendations for revising

Some biennial reviews could be made more comprehensive and more useful to the institutions.

AOD programs." Thus, a thorough review affords an institution an opportunity to identify on a regular basis both successes and areas that need improvement. *We recommend all UW System institutions complete as thorough a biennial review as possible, not only because of the importance of the federal requirement, but also because of the potential benefits to the institution.*

The Collegiate Initiative to Reduce Binge Drinking and Illegal Alcohol Consumption adds further expectations for higher education institutions.

Additional Federal Legislation -- A recent federal law suggests other areas that UW System institutions could consider as they complete their biennial reviews. In 1998 the U.S. Congress passed the Collegiate Initiative to Reduce Binge Drinking and Illegal Alcohol Consumption. The initiative called upon institutions of higher education to, among other things:

- appoint task forces to give policy and program recommendations;
- provide resources to assist those task forces;
- maximize alcohol-free activities for students; enforce a "zero tolerance" policy;
- discipline offenders vigorously; and
- work with the local community.

This law appears to reflect many of the areas that researchers suggest need attention. *We recommend the UW System institutions consider these congressional expectations during the biennial review process when assessing their progress.*

EMERGING NATIONAL APPROACHES

Studies have identified strategies for reducing student alcohol use and abuse.

Research has found that campuses of every type and in every region of the country have implemented strategies to reduce student alcohol use. We reviewed recent studies to determine: 1) what "problem areas" researchers have identified in institutions' alcohol prevention strategies; and 2) what approaches have been recommended to address the problem areas. Some key areas described in the research and discussed here are:

- adopting integrated prevention efforts;
- building coalitions;
- enforcing laws and policies;
- providing administrative leadership;

- evaluating results; and
- allocating resources.

Some UW System institutions have already adopted some of the approaches the research recommends. However, the studies may provide some new or innovative ideas for future UW programs.

Adopting Integrated Prevention Efforts

Researchers recommend messages about alcohol abuse prevention be clear and be incorporated into university courses and mission.

Researchers note that messages about what institutions intend to promote or prevent with respect to alcohol use are often unclear. Suggestions for addressing this lack of clarity focus on adopting environmental and targeted approaches that weave alcohol abuse prevention efforts into the fabric of the institution. Examples include the following:

- Curriculum infusion is increasingly used to blend alcohol issues with other health-oriented issues or to incorporate them into psychology, sociology or journalism courses. Gettysburg College, for example, has a program that addresses alcohol abuse in a wellness course.
- First-year programs may help students get acclimated to life away from home, influence students to avoid alcohol and other drug abuse, and provide information to make it easier to identify students in trouble with substance abuse. The University of South Carolina, like some other institutions, incorporates information about alcohol into its First-Year Experience Program. Brown University requires first-year students to attend an orientation session conducted by the Sexual Assault Peer Education Program.
- Adopting an approach that "fits" the institution is emphasized in the literature. Comprehensive approaches that go beyond educational programs appear to be the most effective, in general. Some suggest incorporating alcohol prevention into the institution's mission. Literature recommends that each institution take steps to assess the extent of its own problem and the causes for it, and then design efforts to address the institution's needs.

Building Coalitions

Alcohol and other drug use is sometimes defined as a campus problem. Only one-fourth of public institutions reported in one survey that they meet regularly with neighbors or community groups to address issues related to student drinking. The literature

Coalitions with community members, students, staff and parents are important for addressing alcohol abuse problems on campuses.

highlights the importance of coalitions and collaboration with other parts of the community. Some approaches described in the literature include:

- Campus-wide task forces are recommended to address alcohol abuse as a community problem requiring community-level action to solve. According to the President's Leadership Group, task forces should include senior administrators, faculty, students, and community representatives and should report directly to the chief executive officer of the institution.
- Studies suggest involving students, peer educators, faculty members, and staff members in alcohol abuse prevention efforts. Students can be given leadership roles to foster a greater sense of control over the policy development, implementation, and enforcement practices that will influence their peers' behavior. Faculty members with expertise in alcohol prevention can be more fully relied upon. Our interviews with students suggested that training faculty and staff to recognize student problems may assist in combating student alcohol abuse; UW-Stevens Point has begun such an effort with a packet of materials about how to identify problems and intervene.
- Parental and alumni involvement is cited as important. Alumni leadership can help offset concerns about alumni alcohol use on campus and at fraternity houses. Our campus interviews supported this research finding, indicating that alumni alcohol abuse sometimes occurs on campus. The University of Minnesota-Twin Cities created an Office of Parental Involvement, which sends information to parents about student issues, including alcohol misuse.

Enforcing Laws and Policies

Literature indicates effective policies, consistent enforcement, and periodic policy review are important for reducing alcohol problems on campuses.

Effective policy setting and enforcement are cited as important for reducing alcohol problems on campuses, despite the enforcement challenges a mixed age group can present. It can be difficult to enforce policies and laws while maintaining students' trust. Among the approaches being tried:

- Consistent enforcement of laws and policies is seen as important for sending a clear message about institutions' unwillingness to tolerate alcohol-related misconduct. Literature advocates strict enforcement of laws and regulations, because "any ambivalence about enforcement sends a mixed message that students can interpret as tacit

acceptance of illegal or otherwise inappropriate use of alcohol and other drugs." The University of California System has recommended the consistent communication and enforcement of policies regarding alcohol and other drug-related misconduct, both on campuses and system-wide.

- Keeping policies current is recommended. The Higher Education Center for Alcohol and Other Drug Abuse identified fifteen steps for setting alcohol policies and keeping them current, including establishing an advisory board, recruiting a policy-setting committee, and conferring with other institutions. The University of North Carolina-Chapel Hill adopted a policy for reviewing alcohol policies that: 1) requires the Chancellor to initiate a review of the entire policy at least every five years, and 2) requires the Chancellor's Task Force to assess "the efficacy of educational efforts and intervention" in conjunction with the policy at least every two years.
- Public institutions, such as Central Michigan, the University of Delaware, and Michigan State, have joined private universities in adopting parental notification policies. A 1998 amendment to the Family Educational Rights and Privacy Act (FERPA) permits an institution to disclose to a student's parent or guardian information about the student's violation of a law or policy governing the use or possession of alcohol if: 1) the student is under age 21, and 2) the institution determines that the student has committed a disciplinary violation. The University of Delaware has seen declines in student alcohol consumption and in binge drinking since it implemented a Parental Notification program and a Three Strikes program (three alcohol offenses and a student is suspended from the university) in 1998.

Although parental notification is an emerging area, it has not received universal acceptance because of concerns about student autonomy, privacy and adult status. The University of Pennsylvania's Committee on Changes to FERPA found that of institutions that had changed their policies, most chose to notify parents only in specific situations, such as in cases of multiple violations, health risks, or potential suspension from school or eviction from a university residence.

UW System legal counsel has suggested that the UW System institutions not adopt parental notification guidelines under the recent amendment to FERPA because there are still unanswered questions regarding the changes in the law. Apart

from FERPA, some UW System institutions have notified parents when a student is a danger to himself or to others, under certain conditions and on a case-by-case basis. However, specific alcohol-related parental notification programs have not been adopted at the UW.

Providing Administrative Leadership

Research suggests that administrators have traditionally kept a low profile in alcohol prevention, possibly because of a desire to not draw attention to alcohol problems on their campuses, a lack of resources to address problems, or a sense of futility in addressing the problems. The studies we examined were virtually unanimous in citing the importance of leadership from the top.

Researchers suggest college and university administrators need to make alcohol abuse prevention a priority and reinforce messages about prevention.

- Leadership in establishing alcohol-related programs appropriately comes from the highest levels of the institution, according to literature we reviewed. *Promising Practices* literature, University of South Carolina researchers, IATF, the Harvard study, Wechsler, and the Higher Education Center all support the need for direct involvement by institutions' chief executive officers. In 1997 the Presidents Leadership Group suggested that college presidents need to take an active role by being "vocal", "visible" and "visionary". Our campus interviews supported this contention. Some UW System institution staff suggested Chancellors could explore ways to become even more active in prevention efforts.
- Strong, consistent messages from chief executive officers can be used to reinforce alcohol and other drug abuse prevention as a priority. The literature suggests that repeating messages about alcohol and drug abuse prevention is important. Systemwide policy guidelines and programs that include environmental strategies are recommended, as is providing information to students about their right to have an environment without binge drinking.

Evaluating Results

Researchers note that initiatives often lack clearly defined anticipated outcomes. Approaches are tried without articulating what they are intended to achieve. Although it is understood that it is valuable to evaluate strategies to determine whether they are succeeding, evaluation generally does not occur. The literature cites a lack of scientific evaluation results and offers suggestions:

Multiple, carefully designed evaluation approaches, closely related to the needs the programs are intended to address, are recommended.

- *Promising Practices* literature discusses the relationship between planning and evaluation. A process of identifying an institution's needs can result in different prevention approaches directed toward different groups and audiences. Evaluation strategies would be designed at the same time, and ongoing review and evaluation can be conducted to determine whether the approaches are addressing the identified needs and whether resources are appropriately directed.
- Reliance on multiple evaluation approaches is recommended. Annual surveys are helpful for providing a comparison with other institutions. However, multiple types of targeted evaluation approaches are suggested for measuring whether different program approaches are achieving their intended outcomes at a given point in time.

Allocating Resources

Studies suggest that more resources are needed to effectively implement campus alcohol prevention efforts.

Research reports indicate that staff who are responsible for implementing campus programs are dedicated, but they lack funding resources. Various sources suggest that college and university leaders need to budget sufficient resources to address alcohol prevention, securing funding from public and private agencies. The need for additional resources to develop programming, collect data and provide alternatives to drinking was also mentioned frequently during our site visits.

Expanding Efforts at UW System Institutions

Emerging approaches may offer ideas or models for the UW System institutions to consider.

Discussions with administrators and staff at the UW System institutions suggest that there is significant concern about the high costs of student alcohol abuse, including missed class time, reduced freshman retention, vandalism, and health problems. Despite the paucity of data demonstrating that certain programs are effective, research has highlighted some promising approaches. *We recommend the UW System institutions consider the emerging approaches and recommendations from the literature as they plan their future alcohol abuse prevention efforts, including:*

- *assessing prevention efforts to ensure they are well integrated into the institution;*
- *looking for ways to expand community and student involvement; and*

- *considering whether there are ways to strengthen the commitment and consistency of messages from the Chancellor's offices.*

Studies suggest that some of these approaches may help reduce student alcohol use on some campuses. Developing approaches tailored to the unique needs of each institution and evaluating the effectiveness of those approaches would be important in adopting any of these ideas at the UW System institutions.

In discussions about this report, UW institutional representatives particularly stressed the need for strong leadership from UW System Administration and from institutional administrators. Institutional representatives also highlighted the need to invest resources in strengthening alcohol abuse prevention efforts. They believe the investment will pay off in the form of increased freshman retention, less missed class time, and lower costs to the community because of reduced vandalism or other alcohol-related problems.

CONCLUSION

Our review found that UW System institution approaches to reducing student alcohol use are consistent with the range and types of efforts used at colleges and universities in other states. The UW approaches can be broadly grouped into four categories: awareness and education programs; environmental and targeted approaches; enforcement of underage drinking laws; and assessment, counseling, and treatment.

Program administration efforts have recently been strengthened through the formation of campus task forces and a systemwide AODA Committee. Funding is a key issue; there is increasing emphasis on identifying private sources of funding.

We found that system-level alcohol use policies were adopted in 1985, when most UW students could legally drink alcohol. In contrast, in the fall of 1999, only 54 percent of UW students were of legal drinking age. UW policies could be revised to reflect current law and more recent model policies. Periodic review of institution-level policies would ensure they are up to date.

Finally, by reviewing national study results and research, we have identified approaches the UW System institutions can consider in expanding their prevention efforts. Some suggested approaches include: incorporating alcohol abuse prevention into the institution's mission, building coalitions with the community,

enforcing laws consistently, and strengthening administrative leadership. The literature points out that more evaluation efforts are needed to demonstrate which approaches are most effective. Some of the approaches researchers suggest are already underway at UW institutions; others could prove beneficial in the future.

Areas we have identified for action and consideration include:

- updating RPD 85-2 to ensure it adequately reflects the Board of Regents' philosophy in the current environment;
- reviewing all UW System institution alcohol policies to ensure they are up to date;
- reviewing enforcement practices to ensure they reflect the institutions' philosophies on student alcohol use;
- promoting the availability of alcohol assessment services on campuses, to the extent practical;
- seeking opportunities to expand grant or private funding for alcohol prevention, perhaps by coordinating among institutions;
- regularly sharing information among institutional AODA coordinators or other appropriate institutional representatives;
- exploring methods for expanding evaluation efforts to include both regularly administered global surveys and program-specific measures;
- distributing alcohol policies on campuses in a way that emphasizes their importance;
- completing Drug-Free Schools and Campuses Act biennial reviews as thoroughly as possible; and
- referring to the guidance offered in the 1998 congressional Collegiate Initiative to Reduce Binge Drinking when completing biennial reviews.

Finally, we have recommended the UW institutions examine approaches cited by experts and other researchers to determine how or whether the approaches might serve as models for use at the UW System institutions.

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