

**WHO WILL SOLVE
DRINKING IN OUR**

THE PROBLEM OF HIGH RISK COMMUNITY? All of Us

CASE HISTORY AT A GLANCE:

**University of Delaware
and the City of Newark**

CHRONOLOGY

From 1996 to 2001 the number of alcohol licensees operating within walking distance of the University of Delaware increased by about 40 percent, but neither the city of Newark nor the university had grown in size. With all the additional alcohol outlets, prices fell as bars competed with one another, making it more affordable for college students to drink. In addition, student parties in the neighborhoods were causing problems for community residents, who complained of noise, vandalism and general bad behavior fueled by alcohol. The Building Responsibility Coalition (BRC)—made up of campus and community representatives—sought to reduce or eliminate high-risk promotional activities by bars on Newark’s Main Street and reduce the negative secondhand effects of high-risk drinking behavior on neighborhood residents.

University of Delaware and the City of Newark

- 1996** University of Delaware and the community of Newark receive a five-year grant from The Robert Wood Johnson Foundation to address binge or high-risk drinking among students.
- 1997** At the instigation of President David Roselle, the university initiates a policy of sending letters to the parents of students found guilty for violations of campus policy—the first university in the nation to do so.
- 1998** University implements a five-star Greek chapter rating system that links the privilege of rushing first-semester freshmen to a chapter’s academic standing and social conduct.
- University increases staff surveillance of student drinking through harsher penalties, including stiffer fines and a three-strikes-and-you’re-out (suspension) policy, and makes the adjudication process in the student judiciary system more efficient.
- 1999** Students who are arrested in the community are reported to the university’s judicial system for additional disciplinary action.
- University begins to enforce a long-standing policy that requires tailgating to stop when the football games begin.
- 2000** University implements a “no pass out” policy, which prohibits fans from re-entering the stadium during the game.
- Newark City Council requires deed restrictions on some construction of retail space on Main Street to prohibit alcohol from ever being sold at these locations.
- City council lowers the Blood Alcohol Concentration level standard for DUI within the city of Newark to 0.08 (the state of Delaware maintains a 0.10 BAC).
- Advocacy Initiative begins in the fall.
- 2001** Building Responsibility Coalition develops a strategic plan with two policy goals.
- City council approves amendments to the zoning code governing the operation of alcohol outlets.
- Mayor appoints an 11-member alcohol commission charged with issuing a report in April 2002.
- 2002** Mayor’s Alcohol Commission issues report.
- City council adopts into the city’s municipal code the Delaware Alcohol Beverage Control rules, defining how alcohol licensees operate. Newark police now have the authority to take violators to local court for sanctions.
- City council increases the business license fees of alcohol sellers to fund three additional Newark police officers to enforce the new Division of Alcoholic Beverage Control (DABC) program.
- City council votes to restrict happy hours and discounted drink specials citywide from 4 to 9 p.m.
- Advocacy Initiative ends in the fall.

COLLABORATION IN A SMALL TOWN WITH A LARGE UNIVERSITY

The University of Delaware has grown from its founding as a small private academy in 1743 to a major university with an enrollment of 16,400 undergraduates and nearly 3,200 graduate students.

The main campus of the university, situated in the northwest corner of the state in the town of Newark (pronounced “new ark,” as it was once spelled), offers a traditional small-town college atmosphere. Including on-campus students, in 2000, Newark’s population was 28,547.

In 1995 when the university prepared its proposal for The Robert Wood Johnson Foundation (RWJF) A Matter of Degree (AMOD) program, Ron Gardner was Newark’s mayor. He agreed, along with Roland Smith, university vice president for student life, to cochair the campus-community coalition called for in the RWJF application.

“It was an extension of my interests at the National League of Cities where I chaired a subgroup called the University Communities Caucus. It was formed by mayors of college towns to address the kinds of issues they face—namely the raucous parties that would not demand interest at a national-level convention with major cities. But for small towns and cities with a large university, it’s a problem. Every year we surveyed members across the nation to find out subjects they wanted to address at the next meeting. Without exception, every year at the top of the list was alcohol-related partying,” Gardner said.

Under the leadership of President David Roselle, the university was already discussing proposals for tightening up on campus and stressing sanctions including fines and suspension from the residence halls.

“Some community members complained these actions would just push problems into the community. In fact, they took their objections to members of the university’s board of trustees and the president. But we were able to alleviate most of their concerns by pointing out that this was a comprehensive approach—that we were not just solely concerned about the environment on the campus but the environment in the larger Newark community,” said Vice President Smith.

Nevertheless, during the first few years of the AMOD project the university did indeed focus on campus

issues. In 1997 with the encouragement of President Roselle, the university implemented a parental notification policy before it was permitted under federal law.

“We felt that before we could ask the larger community to join us in this effort, the university had to take care of these problems on campus. Early on it was the university administration leading the way. We got tough with student codes of conduct—notifying parents, fining people for violations and tightening the screws on tailgating practices at football games. We needed to show that we were willing to clean up our own act before we asked others to work on this problem,” said John Bishop, associate vice president for counseling and student development at the university and current cochair, with Gardner, of the Building Responsibility Coalition (BRC).

Students saw the changes as a crackdown aimed at taking away their fun. Many of them came to the University of Delaware because it was perceived as a party school. But, according to Bishop, parents loved the changes and “ultimately parental opinion was probably more important than student opinion. People from outside the university were impressed that the university was getting tough. We heard a lot of the comments that this was long overdue.”

Environmental Assessment at the Beginning of the Advocacy Initiative—Fall 2000

In the year prior to the beginning of the Advocacy Initiative, James Baker, president of Pan American Services (PAS), provided technical assistance to the BRC. The technical assistance consisted of multiple training presentations made to the Community Outreach Task Group (COTG), one of the two coalition task groups focusing on community issues. The objective of this early training was to increase the knowledge of the task group regarding environmental prevention strategies and the use of media advocacy to effect policy changes.

The BRC includes representation from multiple sectors including university staff, community members, merchants, restaurant owners, religious leaders, students, and city and state officials. Although the total

The coalition’s Policy and Enforcement Task Group addresses alcohol problems in the community through control, enforcement and alternatives to address behaviors associated with high-risk drinking.

number of individuals associated with the coalition was high, further increasing the level of active community involvement remained a key objective.

The coalition’s Policy and Enforcement Task Group (PETG) addresses alcohol problems in the community through control, enforcement and alternatives to address behaviors associated with high-risk drinking. At the time the Advocacy Initiative began, the PETG had identified three general areas of focus but had not begun data collection or other preliminary planning steps. The areas of focus identified were

- state and local laws regulating the sale and use of alcohol,
- research on what has been done elsewhere to reduce consumption (including model legislation), and
- better training of servers.

Concurrent with the coalition’s PETG activities, city policy-makers passed several alcohol-related ordinances. Although these policies were important, the initial impact on high-risk and underage drinking in Newark was not significant. Although the BRC develops an annual work plan, there was no comprehensive strategic policy plan for the community and the policies passed appeared piecemeal and ineffective. Relaxed enforcement also undermined the potential significance of these policy changes. Policies passed by the Newark City Council prior to the Advocacy Initiative included

- deed restrictions on recent Main Street projects, making it illegal to sell alcohol at new retail locations in the future;
- an amendment to the zoning ordinance to include dormitories as “protected use,” thereby prohibiting future alcohol-licensed establishments adjacent to residence halls and placing restrictions on those within 300 feet of residence halls; and
- a lowered standard for DUI offenses of 0.08 BAC, taking advantage of local control options, while the state continued enforcing 0.10.

The COTG also identified issues intended to affect underage drinking and had begun to define strategies and tactics for each:

- Raising social awareness
- Empowering neighborhoods to be involved in the change process

- Involving the Main Street business community
- Building general community awareness through information and data
- Supporting selected public policy initiatives

Community leaders like Richard Waibel, chair of the COTG of the coalition, spearheaded efforts to discourage easy availability of alcohol. U.S. Senator Joseph Biden and other legislators had supported the university’s efforts by passing an alcohol code of principles, which spelled out responsible behaviors on college campuses. Newark also had a Town and Gown Committee that focused on city and university relations that included alcohol-related issues.

The COTG discussed the need for collecting data to present to residents, businesses, parents and others to make them aware of the problems in Newark and to empower them to bring about community change. The task group identified the types of data it wanted (such as economic costs of alcohol problems) and the format for distribution. They had not, however, begun collecting the identified data prior to the Advocacy Initiative.

Building Community Support

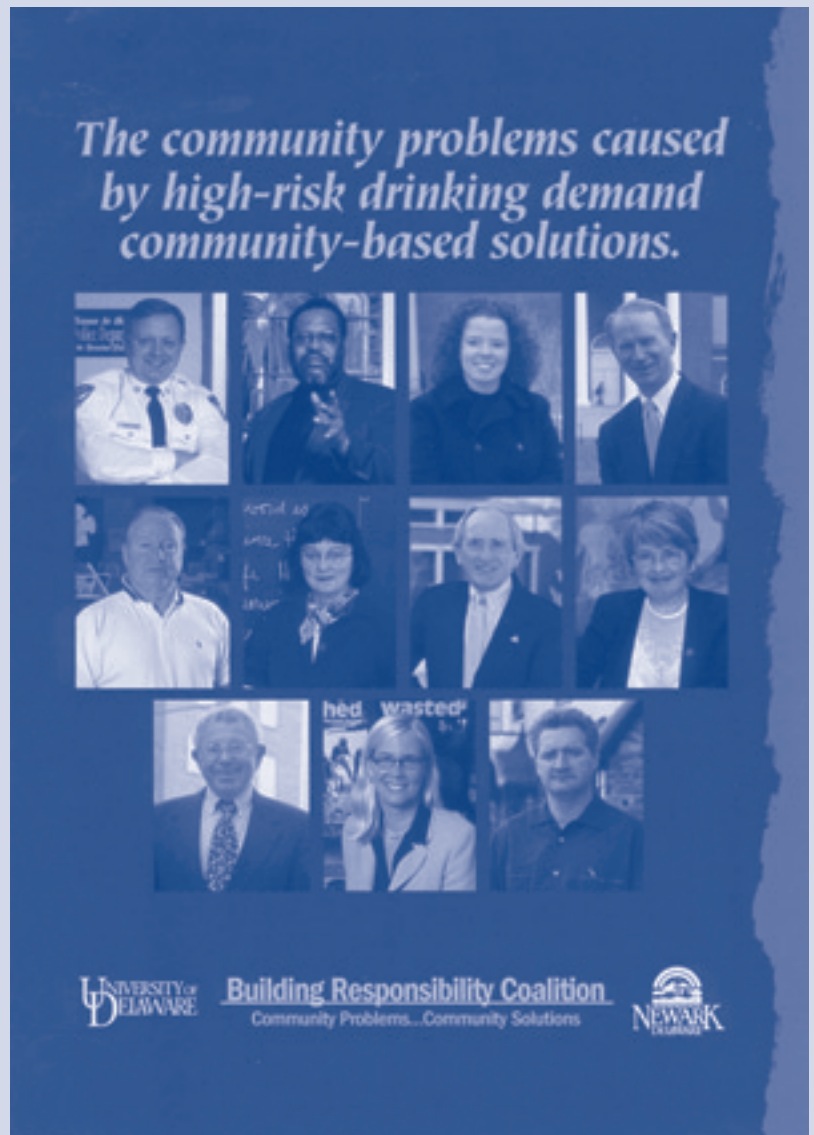
From the outset the BRC had broad campus and community participation. According to John Bishop, because of the expectation that these projects adopt an environmental model, “from the beginning we understood that we needed to have a coalition.” The BRC has over 130 people involved in seven committees, councils and subgroups.

“We felt that people from the community should be involved. I learned very quickly that if you talk to people who live here about the city and the community, they are talking about two different things. The city is the governmental officials. The community tends to be the people who live here and are members of civic associations or neighborhood groups. We need community members. We need city officials. We need people whose businesses are affected. We need people who hold alcohol licenses and those who don’t. We wanted to involve certain community organizations, such as the churches. There aren’t very many people in Newark who are absolutely neutral on the topic of alcohol,” said Bishop.

Waibel has been involved in the coalition since the beginning. He says that there are probably 150 people in the community who would say that they have been involved in the coalition. But in terms of people who are very active and regular participants, it's a smaller number.

Waibel recounted some insights provided by PAS's Baker, who said that large numbers are not necessary to be effective. "You do need people who understand what you are trying to do and how you are trying to do it and who are supportive of becoming involved and staying involved in that effort. If someone shows up with a different agenda and it's a single-approach agenda, Baker says it is like being on an airplane. The flight attendant says this plane is going to Atlanta. If someone wants to go to Chicago they are on the wrong plane. It's better that they walk out in a huff than to waste everyone else's time trying to advocate their particular agenda."

Waibel said that up until 2000 the BRC had done things in the community in terms of alternative student activities. "We had a cross section of community people involved but we hadn't up until that point focused on the supply side of the alcohol issue. Most of the work to that point had been focused on campus—dealing with policy changes there and implementing a number of different things. On the community side, one subgroup was active working with some ordinance changes. But alcohol wasn't on page one for anyone in the community. At that point we started working with Baker and his group."



In early 2000 the BRC developed a technical assistance plan with Baker to provide media advocacy and spokesperson training to community members who will hold "living room talks" in the neighborhoods surrounding the university. Baker and Sandra Hoover from the American Medical Association came to Newark on March 13 and 14, 2000, for a planning meeting with community members. The idea was to have Baker coach these community members as spokespeople and offer talking points for these chats. That arrangement expanded to a larger role for PAS as a support service to the BRC as well as to three other AMOD sites in the Advocacy Initiative.



Progress During the Advocacy Initiative

With the support of PAS, BRC identified specific community policy goals and developed a strategic plan designed to achieve these goals. It was a focused campaign-planning process that defined specific activities and tools to achieve the identified goals. The environmental model served as the framework for developing the coalition's strategic plan.

Prior to this point, problems related to high-risk drinking had been portrayed as a student problem, not a community problem. Accordingly, most organizing and media focus had been directed toward students. A conscious decision to position high-risk drinking as a community problem required a different focus by the BRC. Technical assistance and training were effective in increasing the media advocacy skills of BRC members to support this shift in perception of alcohol problems and solutions.

An early strategy of the BRC was to develop support for its policy initiatives and activities by raising awareness about the relationship between reduced drink prices and drink specials, the overconsumption of alcohol, and negative effects experienced by the community as a whole. The BRC understood that an inordinate amount of city resources was expended in responding to problem alcohol establishments. To address these concerns the BRC considered various policies.

The coalition's PETG focused initially on changes to a city ordinance regarding facilities selling alcohol on premises, including

- prohibiting businesses licensed as restaurants from charging age-based covers (restaurants that converted to clubs after hours) and
- prohibiting businesses selling alcohol from hanging outdoor banners advertising happy hours, reduced-price drink specials and other alcohol promotions.

The BRC first considered identifying problem bars and approaching individual bars to develop voluntary agreements—or “community covenants”—to eliminate drink specials and happy hours. In general, local alcohol retailers responded negatively to this approach. The BRC then began working with the city's Planning Department and the Downtown Newark Partnership to draft a report revising several of the

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city's regulations for alcoholic beverage promotions and live entertainment at downtown restaurants. After the required review and public comment process, the Newark City Council passed four amendments to the Facilities Selling Alcohol on Premises ordinance in May 2001, including revised versions of the two amendments first advocated by the BRC.

Responding to community concerns regarding high-risk drinking in Newark, in June 2001 the city council held a workshop to discuss responsible alcohol service, zoning and enforcement. The BRC, with PAS support, developed an issue-briefing position paper on the impact of alcohol outlets on the business environment and community development. BRC staff attended this workshop. To follow up on the ideas generated at the workshop, which included a package of potential ordinances and regulations to increase local control over alcohol promotions, the mayor appointed the Mayor's Alcohol Commission in November 2001 to review the city's existing alcohol beverage policies, regulations and ordinances. The commission was directed to issue a report by April 2002 with recommendations for policy changes. Five BRC members were appointed to this 11-member commission, providing an opportunity for the coalition to continue providing information on various alcohol policy recommendations being considered.

The coalition's PETG focused on two policies:

- A proposed Assessment for Excessive Municipal Services ordinance would define a mechanism for identifying businesses that made repeated and excessive demands on municipal services. (Most demands were related to problems associated with the overuse of alcohol.) The ordinance also would assess these businesses for excessive services via increased business license fees.
- Amendments to the city's Disorderly Premise ordinance would increase its effectiveness to address disturbances related to parties in the neighborhoods.

Working with the city solicitor and Newark Police Department, the PETG drafted recommendations related to the Disorderly Premise ordinance.

In fall 2002 the Newark City Council passed the change recommended by the Mayor's Alcohol Commission to adopt the state Alcoholic Beverage

Control rules, form a three-police-officer alcohol unit and increase business license fees for alcohol retailers in the city. In addition, happy hours and drink specials were limited to the hours of 4 to 9 p.m. to avoid peak student drinking hours.

Intentional Organizing

Activities of the BRC's COTG were developed to broaden and strengthen the base of support for its efforts. Proactive steps included contacting various civic associations, community organizations, business groups, downtown business associations, religious leaders and landlords of properties both on Main Street and in the neighborhoods. During this period community organizing challenges included a lack of clearly defined roles and expectations for community members and a lack of adequate information on the BRC's work. Community organizing meetings frequently focused on reintroducing the environmental prevention approach and rehashing the effectiveness of various other prevention approaches. Little progress was made. These difficulties would later be resolved through application of the concept of intentional organizing—focused outreach activities for community members, groups and policy-makers most affected by the problems and thus likely to support the BRC's policy efforts.

The BRC needed to identify community voices to address the issues raised. Implementation of a longer-term community organizing strategy included targeted outreach and presentations to various neighborhood associations and civic groups, and a community education and public information campaign about the objectives of the BRC. The community organizing effort was enhanced by the BRC's intensified media advocacy activities in the community occurring at the same time. PAS and the AMOD National Program Office (NPO) provided workshops on the environmental prevention model and message development and spokesperson training, all of which were intended to increase the involvement and skills of more community members.

Through an expanded and better-defined message; greater visibility of BRC staff; the use of other community leaders to perform outreach activities; and the development of brochures, pamphlets, newsletters



and a Website to communicate to the public, the BRC attracted and recruited more community leaders. The *Newark Post* asked Tracy Bachman, BRC program director, to be a monthly opinion columnist.

Applied Data

Data and research were applied effectively to define problems being experienced both in downtown Newark and in the residential neighborhoods. The coalition designed and conducted three surveys.

The first, a last-drink survey, was initiated in September 2000. Data were collected from individuals convicted of DUI violations and in a mandatory education class and from students convicted of university alcohol policy violations. The BRC used the data initially to identify problem bars, with the intent of approaching them to initiate efforts to organize a voluntary “community covenant” to eliminate discounted drink specials and happy hours. The BRC conducted a second survey in a neighborhood to collect information about the impact on residents from secondhand effects of high-risk drinking

behavior. The purpose of the third survey, conducted in spring 2001, was to characterize the downtown business climate. Data were collected on crime and vandalism experienced by local nonalcohol businesses, their perceptions about alcohol-related incidents and the impact on business operations.

Initially the BRC used these results to identify and articulate the problems being experienced in the community. Later it used them to build public support and demonstrate that the larger community is being

affected by alcohol-related incidents. Survey results served as the basis for various media events and other newsmaking to support the need for policy change.

In addition the BRC analyzed the results of literature searches, conducted by PAS, on outlet density, pricing effects on alcohol consumption and information of dramshop liability laws. The BRC used the information on alcohol density to develop talking points for a presentation before the city council vote on amendments to the zoning code to prevent proliferation of outlets.

Strategic Plans and Policy Goals

In early 2001 BRC and PAS identified two policy areas in which to focus efforts: (1) control of alcohol access, availability and pricing in the downtown area and (2) reduction in the secondhand effects of high-risk drinking behavior on neighborhood residents.

The policy objectives were the following:

- Local control over marketing and promotional practices of retail alcohol establishments
- Reduction of the effects of house parties and strengthening of the enforcement process and procedures of disorderly premise ordinances
- Data collection establishing the nexus of alcohol-related problems and alcohol outlets
- Development of an ordinance for assessing excessive municipal services to businesses on Main Street

Under the new provisions, restaurants selling alcoholic beverages within 300 feet of “protected” uses like churches are permitted to have one-person, electronically amplified performances or any number of unamplified performers.

The strategic plan also called for a media plan to get the message out to the broader community through news stories on issues of economic development and downtown revitalization, editorials on issues of public and personal safety costs, and message development and talking points for spokespeople. Through inclusion of media advocacy in BRC’s strategic plan, members saw how this strategy supported the larger efforts of the project. Activities to intentionally reframe issues, to determine the most effective messages and to identify the right spokesperson for message delivery constantly reinforced the interdependence of policy passage and media advocacy. As the coalition experienced the efficacy of media advocacy for highlighting and supporting policy development, the initial perception of media advocacy as an insurmountable challenge changed.

The BRC formed a Media Task Group to provide media advocacy support to the Policy and Enforcement and Community Outreach Task Groups around their policy initiatives.

Mary Hempel, university director of public relations and assistant to the president, said that the university had very good editorial support with the Wilmington-based *News Journal* and the *Newark Post*, the city’s weekly paper.

“We met with the editorial boards of both papers before any announcements of the RWJF funds were made, and they were supportive from the beginning,” Hempel said.

One issue that played out in the press in spring 2001 occurred when Caffé Gelato, one of the new upscale restaurants on Main Street, started offering half-price wine on Tuesday nights. And it caused some conflict within the BRC, according to Bachman.

“The Zoning Code section 32-56.4 establishes protected zones when it comes to alcohol premises. The Policy and Enforcement Task Group worked on adding dormitories to that ordinance as one of the protected areas along with churches, residences, libraries, nursing homes and schools. First, you can’t have an alcohol license if you are adjacent to one of these protected areas. Second, if you are within 300 feet of one of these protected areas you can’t discount

the price of alcohol. We thought this would be a great way to reduce the number of places that could have high-risk promotions. Caffé Gelato was within 300 feet of the Methodist church, so they weren’t allowed to have discounted alcohol. BRC members Ron Gardner and Richard Waibel talked to the owner about it,” said Bachman.

The owner hung a big banner outside promoting half-price wine. “I got involved and sent an e-mail to the city manager. The building department then had to enforce the ordinance and gave Caffé Gelato a citation. The owner decided to fight it. Then Richard tried to work a deal to get a variance to allow him to have the promotion on that one night,” said Bachman.

“However, the owner didn’t want it and the Planning Department didn’t want it. The planning director wanted to change the ordinance. We worked out a new ordinance but didn’t feel comfortable with it. It seemed like it was the community on one side and the university on the other. We felt that the existing ordinance offered a lot of protections against proliferation. But, after a two-and-a-half-hour debate the city council voted four to three to change the ordinance,” said Bachman.

Under the new provisions, restaurants selling alcoholic beverages within 300 feet of “protected” uses like churches are permitted to have one-person, electronically amplified performances or any number of unamplified performers. These businesses can also have happy hours or offer drink specials that must be served only with orders of food. Further, age-based cover charges are not allowed in these full-service restaurants, which must serve food during all hours of operation. Finally, banners advertising any form of alcoholic beverage promotion are not permitted on the outside of any businesses selling alcohol for consumption on or off the premises.

The *Newark Post* (May 21, 2001) reported that District 2 council member Jerry Clifton said he could not support the happy hours amendment. “It’s somewhat hypocritical to approve that amendment and yet for years we have asked the University of Delaware to work on controlling their student population (off campus).”

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The Community OUTREACH

Reducing Alcohol-Related Problems in the Community: BRC Sponsors Newark Apartment Managers Meeting

The Building Responsibility Coalition (BRC) hosted a luncheon meeting on September 18 for Newark apartment complex managers. The group was brought together to discuss experiences and perspectives on handling the disorderly conduct and problems caused by irresponsible use of alcohol on their properties.

Each manager present began by listing the methods used at his or her complex to control alcohol-related disruptions. The discussion then turned to ways the situation could be improved and how the managers can best take advantage of their combined knowledge and experience.

Also in attendance were City of Newark police officers and building director, community leaders, UD students and BRC members.



Some of the suggestions for improving the safety and environment for all tenants included:

- Better education and more involvement of parents;
- Making sure the tenants understand that alcohol violations are serious crimes and can remain on their permanent records;
- Better surveillance and security patrols and;
- Standard lease clauses that address city-wide behavior issues.

The BRC Community Outreach Task Group has invited the apartment managers and landlords to its next meeting to work on these issues.

For more information, please call 831-3115.

Mid-Prattman, Karise DeFinney and Gene DiPasquale listen to the discussion among other apartment managers and landlords on how to deal with problems related to alcohol.

Delaware Statewide Initiative Strategic Planning Meeting Held

The BRC, in conjunction with the Higher Education Center for Alcohol and Other Drug Prevention (HEC), hosted a strategic planning meeting on September 25 to establish a statewide coalition to address the environmental factors, on campus and in the community, that contribute to high-risk alcohol consumption. Key stakeholders involved in alcohol abuse prevention and enforcement throughout the state were invited to attend.

Campuses represented included Delaware State University, Delaware Technical and Community College, Gookley-Beacom College, Wesley College and the University of Delaware.

After an introduction to the strategic planning process and a discussion of current activities and challenges campuses and communities face in reducing the incidences of high-risk drinking statewide, the group decided to draft a mission statement and establish goals. An action plan will follow.

In early 2003, the HEC will offer training on establishing campus/community partnerships and implementing environmental strategies.

For more information please contact Tracy Bachman 302-831-3115 or e-mail tbaech@udel.edu.

BRC Sponsors Thursday Late-Night Bus

Put your heels on wheels!



Faced with the bleak fact that at least 37 percent of UD students report that they routinely drive after drinking, the Student Alcohol Use Committee of the BRC is sponsoring a late-night bus on Thursdays from 11 pm to 2 am. The route stops at several locations on Main Street and then travels to residence halls and apartment complexes in a 40-minute loop.

Bus drivers report that from 50 to 80 students have been taking advantage of the free service and one student was heard to say, "Thank you so much. This bus is a real life-saver."

The route is sponsored for a trial period ending December 12 and will be evaluated for future funding in November.

Building Responsibility Coalition
Community Problems...Community Solutions

In the same article, Rick Armitage, University of Delaware director of government relations, said the university favored the changes regarding entertainment, banners and cover charges but not happy hours. "The university would prefer no drink specials," he told the council.

But Rob Hawkins, a resident of Maryland who has worked in Newark since 1989, said: "I can't say how delighted I am with the new atmosphere in Newark. My wife and I are willing to drive here to Caffé Gelato one or two times a month. The crowd there is not looking for cheap drinks—[the business] should be allowed to keep competitive with a happy hour one night a week."

"So, Caffé Gelato got to offer half-price wine on Tuesday nights. But another place moved in down the street and now they are discounting. And then another place and another place. Then a restaurant called the Italian Bistro moved into a property adjacent to Newark United Methodist Church, knowing that this was in a protected area. They wanted an alcohol license," said Bachman.

The controversy over whether the Italian Bistro should get an exception to the ordinance fueled more debate and media coverage about alcohol availability on Main Street.

"The turning point for getting these issues before the community was, in part, related to that request. Some people in the city were saying that you can't survive on Main Street if you don't have a liquor license," said Hempel. "Some of the media was planned, but some of it just happened. For example, when John Bishop remarked that Newark was now a 'party town,' it really riled people up," said Hempel.

She referred to the article "Drinking Habits Die Hard at UD" that appeared in the *News Journal* (May 29, 2001) when it looked like The Robert Wood Johnson Foundation project was coming to an end.

"The University of Delaware has found the affair between college students and alcohol is not easily soured. As its five-year, \$770,000 effort to curb binge drinking among students comes to an end, organizers can claim some success. The effort has put to rest UD's image as a 'party school' and won rave reviews from the community.

“The focus will shift to the community,” [Bishop] said.

“But UD is finding resistance to its call for tougher regulations on discount alcohol sales. The City Council this month allowed several restaurants near campus to offer drink specials. [Mayor] Godwin supports stronger liquor law enforcement in town but said he thinks the university has overstated the ‘supply’ problem in Newark and may be off-target by looking off campus for solutions to student drinking.

“Bishop said there are more than 20 establishments close to campus that serve alcohol, many with drink specials. ‘That is certainly a different message being sent than the one on campus,’ said Bishop, and it contributes to an environment that encourages students to binge drink. ‘I think people in the community are beginning to understand that,’ Bishop said, adding Newark is getting a reputation as a party town. ‘People are concerned about the character of Main Street.’”

There was also a lot of media coverage of an alcohol-related crash caused by a young man who drank at a Main Street pizza establishment for nine hours. After he left the restaurant, he crashed his car, killing four young people and himself.

“The sister of a young person killed by a drunk driver spoke at a city council special meeting on binge drinking. She was very moving. I think it sort of jelled in some of the council members’ minds that they could not just sit there and do nothing. It all contributed to a very loud buzz about these issues, and people started responding,” said Hempel.

Newark Chief of Police Gerald Conway credits much of the media coverage with helping people open their eyes to the problems. “Kids drank here 20 years ago when I went to the university, but I think they drink more now because there are more establishments on Main Street. We still have problems in the neighborhoods at the residences. The more publicity out there, the more people are educated.”

The Newark Police Department has a U.S. Office of Juvenile Justice and Delinquency Prevention grant to prevent underage drinking. “We give officers overtime to patrol the neighborhoods. When we find a party we go in and not only stop the party but also arrest those

who have consumed alcohol that are underage,” said Conway. “We have a lot of off-campus students living in the neighborhoods among residents. Two or three o’clock in the morning, as students are leaving the parties, we get the disorderly complaints. We get the criminal mischief complaints, littering complaints.”

When the BRC kicked off its Neighborhood Campaign, a joint effort between the university, Newark police and the community, it held a press conference in the front yard of city council member and BRC member Chris Rewa’s Prospect Avenue home.

“People who had lived in these neighborhoods—one of whom happened to be a city council member—spoke about the charm of living with students and what it meant. She spoke candidly about the problems but the message was that there is light at the end of the tunnel with these initiatives taking place,” said Hempel.

Rewa lives in a district where the student rentals are virtually taking over some of the formerly residential streets. “With the high density of student rentals, you end up with a lot of problems. Noise ordinance violations, public drunkenness, unsafe conditions caused by people who haven’t learned yet to behave responsibly, to drink responsibly. As a city council person I get calls from people who are frustrated because they feel that the police aren’t responding fast enough,” she said.

The Neighborhood Campaign seeks to improve the quality of life for students and long-term residents in Newark neighborhoods who are affected by the secondhand negative consequences of high-risk drinking. The campaign involves the distribution of a pamphlet developed by the Delaware Undergraduate Student Congress called “A Guide to Safe and Responsible Parties for Off-Campus Students,” as well as the Newark Police Department’s “Guide to Order Maintenance & Alcohol Laws.” In addition the police continued their enforcement efforts of parties that “disrupt the quiet and good order of the city of Newark,” and landlords and apartment managers who took proactive steps in addressing rowdy parties were highlighted and encouraged.

“The biggest problems are from lack of communication,” said Rewa, who has lived in her

downtown home for more than 20 years. She said some landlords do not tell students about Newark's policies on alcohol and noise. "Some 18-year-olds also are not aware that they need to consider neighbors who might operate on different schedules than they do," Rewa said. "At four o'clock in the morning, people are yelling up and down the street," she said in "Alcohol, Noise Problems Still Plague Newark: Neighborhood Campaign Aims to Stop Destructive Drinking by UD Students" (*News Journal*, September 7, 2001).

That article also reported on a last-drink survey of 113 UD students who violated a university alcohol policy. It showed that more than half had their last drink at an off-campus residence. About 67 percent of those students said they had four or more drinks on the night they were arrested.

Media Advocacy

From May through November 2001 about 200 articles published in the *News Journal*, *Newark Post*, and *The Review* covered alcohol topics, ranging from accounts of alcohol-related problems to issues regarding alcohol regulations and ordinances, as well as news about new alcohol outlets.

"When James Baker first started working with us, he said that we needed to raise the consciousness of the community and talked about using the media to do this. After about four months of talking I woke up one morning and said, 'You know, this is a media thing.' We became more active with op-ed pieces and letters to the editors. We met with the editorial boards of the *News Journal* and the *Newark Post*. The net effect was a raising of community consciousness that this is an issue. We went out of our way to say we are not prohibitionists. We are not against a good party, but when that behavior infringes on the quality of life, the health and safety of other students or neighbors, then we are going to address it. We have been successful in making this a key issue for city council," said Richard Waibel.

"I found out early that no matter how succinct you might be or how clear the message is, telling it once isn't enough. In my political life as well as my working life I was amazed how difficult it was to get the word out. Unless people are looking specifically

for something, they are not listening to it. You've really got to get the message out again and again and again," said Ron Gardner.

John Bishop said: "In the last year, we have found that we are up to our necks in the politics of alcohol. It is very clear that we had significant opponents and significant opportunities. The mayor appointed a special commission to try to give some guidance to city council about what our overall philosophy about alcohol should be. He has asked for a report by April 1, 2002. I was appointed as a member of the commission along with ten others. But, the mayor wants this commission to find all the answers in three months. Our project has been working for now going into our sixth year. We certainly don't have all the answers. It's not that simple."

Bishop credits the BRC with constantly raising alcohol issues to the point that they could no longer be ignored. There is now a sense that the community has to do more about controlling alcohol and needs to take this problem more seriously.

Project Assessment at the End of the Advocacy Initiative—Fall 2002

During the Advocacy Initiative, the BRC moved from engaging in isolated instances of activities that are part of the various components of the environmental prevention model to leading a comprehensive change project with strategies and activities integrated across the different components of the model.

Through coordinated and supportive efforts, the BRC developed an effective advocacy campaign intended to achieve sustainable community change. It developed a thorough understanding of environmental prevention in general and of effective use of the model as a framework for strategic planning.

The coalition also developed the ability to make strategic and highly focused news stories and successfully expanded the community voices representing the issues and carrying the messages. BRC staff members are now recognized as prominent experts in addressing alcohol issues locally, regionally and nationally.

Comprehensive data collection continues, and the BRC has a clear understanding of the use of research and its application to support its work.

Effective media advocacy is a powerful tool in making issues and policy solutions visible and shaping public debate within a community.

Enforcement has increased to be more proactive in addressing the problems associated with alcohol-related disturbances and crime.

Components of Technical Assistance Provided During the Advocacy Initiative

PAS provided the coalition with the following:

- Assistance in developing a strategic plan to support the identified policy objectives
- Training and workshops on environmental prevention, advocacy campaign planning, Media Advocacy 101, spokesperson skills and techniques, and message development
- Identification of media opportunities as they occurred and the drafting of written media materials such as op-eds and letters to the editor
- Development of issue briefs
- Provision, on request, of research information to support policies on the following topics: economic costs associated with alcohol-related issues, relationship between outlet density and crime, alcohol advertising in college papers, model lease provisions, dramshop liability laws, local control, conditional use permits, price specials, women and alcohol, hours of operation, and happy hour laws

Key Learnings

The BRC developed a list of principles to support its actions. After the Caffé Gelato incident, the BRC stayed out of individual fights and simply stood by its principles.

A strategic planning instrument that identifies project goals and objectives and defines supporting activities provides the focus necessary for undertaking a comprehensive environmental prevention project.

Building on small successes creates confidence in the project participants' capacity and abilities, which, in turn, supports the project team in being more aggressive in taking on larger issues over time.

Effective media advocacy is a powerful tool in making issues and policy solutions visible and shaping public debate within a community.

The various components of the environmental

prevention model are interdependent, working together to support successful policy-focused change. Collection of data provides content for media advocacy. Media advocacy increases the visibility of the issues, thereby facilitating community organizing. The most effective media advocacy uses authentic community voices. Media advocacy puts the issue and policy solution on the public agenda.