

**2015 National Exemplary Awards for  
Innovative Substance Abuse Prevention Programs, Practices and Policies  
APPLICATION COVER SHEET  
(INCLUDE WITH APPLICATION)**

1. Has this intervention been submitted for an Exemplary Award in previous years? (Circle one)

Yes  No

2. What is the primary target for this program, practice or policy? (Circle one)

Individual  School-Based  Family/Parent  Peer/Group  
Workplace  Environmental/Community-Based  Other

If Other, explain: \_\_\_\_\_

**PROGRAM INFORMATION**

Program Name Community Culture of Responsible Choices  
Agency University of Central Missouri  
Contact Person Amy Kiger Email Kiger@ucmo.edu  
Address 100 Administration Bldg, Office of  
Violence + Substance Abuse Prevention, Warrensburg MO 64093  
Phone 660-543-8338 Fax \_\_\_\_\_

I have reviewed the information contained in this application and certify that it is accurate, to the best of my knowledge.

Amy Kiger 9-1-15  
Program Director Signature Date

**NOMINATING AGENCY/ORGANIZATION INFORMATION**

Agency/Organization MISSOURI DEPARTMENT OF MENTAL HEALTH  
Contact Person ANGIE STUCKENSCHEIDER Email \_\_\_\_\_  
Address 1706 E. ELM STREET  
JEFFERSON CITY, MO 65101  
Phone 573-751-9105 Fax 573-524-0840

I have reviewed the information contained in this application and certify that it is accurate, to the best of my knowledge.

Angie Stuckenschneider 9-4-15  
Nominating Agency Signature Date

## Table of Contents

Abstract	3
Program Narrative	4
Philosophy	4
Needs Assessment	4
Population Served	8
Building Capacity	9
Strategic Planning	10
Implementation	11
Evaluation	14
Program management	17

## Abstract

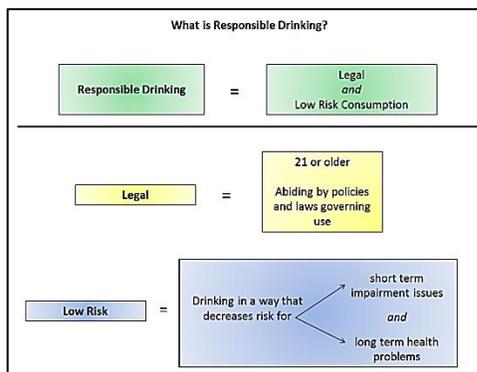
The Community Culture of Responsible Choices (CCoRC) initiative, implemented from 2006-2015 in Johnson County Missouri, was designed to reduce underage and high risk drinking among Air Force Personnel stationed at Whiteman Air Force Base (AFB). Funding for the initiative was provided through a U.S. Department of Justice Enforcing Underage Drinking Laws Demonstration Grant; the Missouri Department of Public Safety subcontracted with the University of Central Missouri (UCM) to implement the CCoRC initiative with nearby Whiteman AFB.

By implementing a modification of the Community Trials Program, the CCoRC coalition built a strong, multi-agency coalition chaired by 509<sup>th</sup> Bomb Wing Commander at Whiteman and the UCM President. Through implementation of enforcement operations, alcohol free activities, and an innovative, comprehensive education campaign for Whiteman Air Force Base, this project has resulted in a 99% reduction in open container violations among under 21 (from 212 pre intervention to 1 post intervention) and a 93% reduction in underage possession (from 617 pre to 40 post), as well as additional positive outcomes.

## PROGRAM NARRATIVE

### A. Philosophy

The Community Culture of Responsible Choices (CCoRC) initiative began in 2009 when the Missouri Department of Public Safety awarded a subcontract to the University of Central Missouri (UCM) to implement a Department of Justice Enforcing Underage Drinking Laws (EUDL) Grant to Reduce Underage Drinking Among Air Force Personnel. The mission of CCoRC is to reduce underage and high risk alcohol use among Airmen aged 18-26 (rank E4 and below) at stationed at Whiteman Air Force Base (AFB), located 12 miles from UCM. Modeled after the Pacific Institute for Research and Evaluation's (PIRE) Community Trials Intervention program, this initiative includes environmental interventions, alcohol free activities, and



education. The CCoRC coalition includes over 30 agencies from Whiteman AFB, the city of Warrensburg and UCM located within, the cities of Knob Noster and Holden, and Johnson County. The coalition promotes a “no illegal or high-risk use” message for alcohol and drug prevention. To facilitate dialogue and ongoing education regarding community standards, at the beginning of this project the coalition operationalized the commonly used phrase *drink responsibly* as “abiding by the law and drinking in a way that lowers risk for both short and long term problems”, as shown in the figure to the left.

### B. Needs Assessment

The Community Culture of Responsible Choices (CCoRC) initiative grew from Whiteman Air Force Base's experience with the Warrensburg Area Partners in Prevention (WAPIP), a local campus-community chaired by the University of Central Missouri (UCM). The mission of WAPIP was to promote the safe and legal sale, service, and consumption of alcohol in the Warrensburg community; UCM students were the primary target audience. From WAPIP's inception in 2006, Whiteman Air Force Base was an active participant in the coalition because underage airmen often live and socialize in Warrensburg. As a result of implementing PIRE's Community Trials model in a coordinated and synergistic way, WAPIP had been able to make several local systems changes between 2007 and 2009 such as a new city ordinance that prohibited individuals under 21 entrance into local bars; a revised strategy of house party ordinance enforcement that allows officers to disperse a party after the first loud noise complaint; and a uniformed campus disciplinary sanctions schedule for alcohol violations utilizing National Institute of Alcohol Abuse and Alcoholism Tier 1 strategies.

These and other changes contributed to a safer environment for UCM college students, such as a 54% reduction in the percentage of underage UCM students who drank in bars or restaurants (from 26% to 12%) and a 29% decrease in the percentage of UCM students who engaged in binge drinking in bars (from 52% to 37%. Data from Missouri College Health Behavior Survey) The Warrensburg Police Department also reported significant reductions from 2007 to 2008 in liquor law violations (299 to 90), disturbances (139 to 78), and fights (50 to 19).

By witnessing WAPIP's success, Whiteman AFB realized the benefits of utilizing an environmental approach to reducing underage drinking rather than relying primarily on education and awareness, and welcomed the opportunity to conduct a project targeting their population.

Thus, as part of the application for the EUDL grant that eventually funded this CCoRC project and at the request of the Missouri Department of Public Safety, the chair of WAPIP/future CCoRC project director from UCM, Ms. Amy Kiger, and the Sexual Assault Response Coordinator from Whiteman AFB, Ms. Ann Beem, collaborated to collect data from three primary sources to create a needs assessment. These sources included crime statistics from Whiteman AFB, the City of Warrensburg and the City of Knob Noster; compliance check results from the Missouri Division of Alcohol and Tobacco Control (MOATC) and the City of Warrensburg/University of Central Missouri; and self-report data. All self-report data was collected in May 2009 and includes: (a) the Whiteman AFB Alcohol Behavior Survey (WABS) administered to 705 airmen between the ages of 18 and 26 years of age, (b) the Whiteman Airmen Focus Group (Focus Group) conducted with 20 airmen representing the Airmen's Council and the Dorm Council, and (c) administration of the FACE Prevention Resource Group's Community Alcohol Personality Survey (CAPS) to members of the Warrensburg Area Partners in Prevention (the local campus-community coalition that existed prior to CCoRC), Knob Noster city staff, and Whiteman AFB leadership including the Command Chief, ADAPT (Alcohol Drug Abuse Prevention and Treatment), Chaplin/Spirit Café, Airman and Family Readiness, Chair of Integrated Delivery System, the Health and Wellness Center, and the Fitness Center. From these data, three primary problem areas were identified.

*Problem 1: Driving While Intoxicated*

"Drinking and driving" was ranked as the number one problem to be addressed by those who completed the Whiteman CAPS, and Airmen Focus Group participants listed this as a primary reason that Whiteman AFB should be concerned about underage drinking. Whiteman crime statistics included 12 DWI incidents by their Airmen between January 2008 and May 2009. Knob Noster, a small town two miles north of Whiteman AFB, reported 51, and Warrensburg reported 224 during that same time period. For this and each of the following problems, because a crime report sharing procedure did not exist between the Warrensburg, Knob Noster and Whiteman communities prior to CCoRC, the authors of the needs assessment were unable to determine how many of the violations reported outside of Whiteman could, in fact, be attributed to Airmen.

*Problem 2: Underage Consumption of Alcohol*

"Underage drinking and access to alcohol" was ranked as the second most pressing problem in the Whiteman CAPS. On the WABS, almost one in four (22.7%) of underage airmen reported consuming alcohol in the past year. The actual rate of underage consumption was believed to be higher than reported on the WABS; 80% of Whiteman AFB focus group participants said they believed that underage airmen were uncomfortable with being honest on the WABS due to the fact that it was administered in a manner such that other participants, and potentially supervisors, could view airmen's responses. Focus group participants estimated that 75% of underage airmen have consumed alcohol in the past year, and although social norms theory predicts that airmen would overestimate illegal and high risk alcohol consumption by their peers, 75.2% UCM underage students reported drinking in the past year (Missouri College

Health Behavior Survey, MCHBS). Since young Whiteman AFB airmen often socialize with UCM students, the focus group estimate of 75% may have been more representative of actual underage drinking by Whiteman AFB personnel. Regarding crime statistics, between January 2008 and May 2009, the Knob Noster Police Department reported 33 Minor in Possession violations. The Warrensburg Police Department reported 356 MIPs and the Whiteman Judge Advocate reported 11 underage drinking offenses during that same time period.

### *Problem 3: High-risk drinking*

Ten percent of underage airmen and 25% of those aged 21-26 years old reported drinking at high risk rates in the past month, defined on this survey as consuming more than 5 drinks in a 2 hour period (WABS.) On the WABS, Whiteman AFB personnel reported experiencing a variety of negative consequences from over consumption, ranging from hangover (underage 14%, of age 49%) to blackout/memory loss (underage 12.9%, of age 12.9%). Underage female air force personnel reported experiencing these negative consequences at a higher rate than their male counterparts (hangover 17.9%, blackout/memory loss 20.5%). Fifty two percent of underage airmen and 45% of those aged 21-26 reported “taking care of someone who had drank too much” at least once in the past year (WABS). Additionally, the Whiteman Sexual Assault Response Coordinator reported that between 2005 and 2009, 22 of the 23 reported rape cases, or 95.7% of reported cases, involved alcohol use by the victim, the perpetrator or both. Tragically, Whiteman AFB had also recently experienced two situations involving loss of life due to over consumption; in 2008 an airman attempted to consume 21 shots while celebrating his 21st birthday and died from alcohol poisoning. Also in 2008, an airman drinking in a Johnson County establishment became very intoxicated and started walking to where her ride was going to pick her up. She stopped on the railroad tracks that runs through the town and was hit and killed by an oncoming train.

### *Contributing Factors:*

Through this needs assessment process, several contributing factors to the above problems were identified. First, both Whiteman AFB personnel (29.9%, WABS) and University of Central Missouri (UCM) students (51.3%, MCHBS) reported consuming alcohol underage at “private parties” more frequently than any other location, including bars and restaurants, however Focus Group participants did say it was easy to purchase alcohol in local retail establishments because, as military, they often were not cared. Second, both underage Air Force personnel (10.2%, WABS) and UCM students (62.9%, MCHBS) reported that the most common way they obtain alcohol is from a friend over 21 years old. Participants in the Whiteman AFB, Knob Noster, and Warrensburg Area Partners in Prevention CAPS, and in the Whiteman Focus Group, said the number one contributor to underage drinking in our community is older friends or adults providing alcohol to minors. Thirdly, these groups also reported an indifference by adults to underage drinking, stating that many adults in our community think that underage drinking is “not that big of a deal” or, regarding Air Force personnel specifically, that “if they are old enough to die for their country then they are old enough to have a beer.” Additionally, when asked if they thought the majority of legal drinkers at Whiteman AFB followed the Air Force Culture of Responsible Choices 0-0-1-3 guidelines (i.e. 0 drinks if underage, 0 if driving, 1 per hour, no more than 3 per sitting), 95% of the Whiteman Focus Group participants said no, most Airmen do not follow 0-0-1-3. Regardless of the accuracy of

the focus group perception, the belief that most Whiteman AFB drinkers do not follow 0-0-1-3 has negative impact on low risk use.

A lack of alcohol free entertainment alternatives for airmen was also identified as a contributing factor to underage drinking. Whiteman CAPS reported that over the past few years Whiteman AFB events that historically prohibited alcohol began to allow alcohol and that, at the time of the 2009 application, the majority of planned social events at Whiteman AFB involve alcohol. The participants in the needs assessment agreed that these events increased the availability of alcohol and the perception that alcohol is a necessary and important part of socializing.

Policy issues were also a contributing factor to the problems identified above. With the regulatory improvements for on-premise establishments in Warrensburg, 2009 MCHBS data suggested more drinking occurring in private parties. While the rate for UCM binge drinkers (defined as consuming 5 or more in a sitting) who drank in bars and restaurants remained the same from 2008 to 2009, the percentage of binge drinkers who drank in private parties increased from 75% in 2008 to 83.2% in 2009. Although trend data regarding the underage drinking behaviors of Whiteman Air Force personnel was not available, Whiteman Focus Group members shared that, since the implementation of the Warrensburg ordinance to restrict entrance to bars to those over 21 years of age, more underage airmen were attending private parties than in the past.

A final contributing factor to the above problems is that Missouri alcohol laws are considerably more permissive than many other U.S. states. For example, Missouri state law does not prohibit public intoxication, has no specific limitations on the places where alcohol may be sold off-premises, allows establishments to hold both off-premise and on-premise licenses concurrently, and allows parents/legal guardians to provide alcohol to their minor children. Missouri does have several laws that, if followed, enforced and adjudicated consistently, can be effective deterrents to underage drinking, including Keg Registration, Abuse and Lose, Minor in Possession by consumption, and an Open House Party/Social Host law. However, in the needs assessment Whiteman AFB, Knob Noster, and Warrensburg CAPS participants identified “limited consequences for enforcement of alcohol laws” as a contributing factor to underage consumption. For example, Missouri law allows for a fine of up to \$500 and/or 90 days in jail for a Minor in Possession, and also includes an expungement provision for minor in possession. However, individuals in Warrensburg with a first violation of minor in possession are often given a suspended imposition of sentence as a matter of course, resulting in a fine of \$250 plus court costs or two years of probation and 20 hours of community service, lending validation to those in the community who believe that underage drinking is “no big deal.”

The following chart is a summary of the community level risk and protective factors for Whiteman AFB young airmen, as identified by the needs assessment participants.

<b>Risk Factor</b>	<b>Protective Factor</b>
Easy access to alcohol	Opportunities exist for community involvement and can be mobilized
Laws and ordinances are inconsistently enforced	Resources for daily living (housing, healthcare, jobs, etc.) are available
Norms are unclear, encourage use	Warrensburg/Whiteman leadership is supportive of prevention efforts
Transient nature of community (permanent change of station)	UCM offers alcohol free activities

### C. Population Served

The target population for this initiative is the approximately 700 Whiteman Air Force Base (AFB) personnel aged 18-26 years old. Whiteman AFB is located in the rural, west-central region of Missouri, in Johnson County, two miles south of Knob Noster and 12 miles east of Warrensburg. Most of the target population live on base, in Knob Noster, or in Warrensburg.

The citizens of Knob Noster, numbering nearly 2,600, are a youthful population. Thirty five percent of the residents are under the age of 24 and another 30% are between the ages of 24 and 44. In 2009, seven hundred and seventy five active duty Air Force personnel lived in Knob Noster. Warrensburg, the county seat for Johnson County, has a population of approximately 17,000 permanent residents; 1,030 of these were active duty Air Force personnel in 2009. Warrensburg is also the home of the University of Central Missouri (UCM), a major comprehensive university with more than 13,000 students.

Whiteman Air Force Base is home to the world's only B-2 Bomber wing, the 509th. The primary mission of the 509th Bomber Wing is to provide full spectrum, expeditionary, B-2 global strike and combat support capabilities to geographic commanders and the Commander of US Strategic Command (STRATCOM). Because the B-2 Spirit is capable of delivering both conventional and nuclear munitions, airmen working in the maintenance or operation of the B-2 are part of the Personal Reliability Program (PRP) and are held to some of the most stringent security procedures in the Air Force. Whiteman AFB is one of just 10 PRP bases in the nation. Individuals who are part of PRP and get an underage drinking citation or a DWI lose their PRP status and potentially their career.

Whiteman AFB is a Total Force Base, and serves as host to the Air Force Reserve's 442nd Fighter Wing, the Air National Guard's 131st Bomb Wing, the Army National Guard's 1-135th Attack Battalion, and the Navy Reserve's Maritime Expeditionary Security Division 13. The Whiteman AFB population is approximately 4,000. An additional 8,000 individuals live off-base, but work on base. The number of underage airmen assigned to Whiteman AFB varies from month to month; however, since January 2008, the number of underage military personnel ranged from 240 to 413, with an average of 377 per month.

The Air Force has a unique culture. Like all military branches, a top-down management style is essential for effective completion of their mission. Thus, the prevention strategy utilized in the past has typically been to rely mostly on "telling Airmen what to do or not do", and relying on knowledge alone to modify behavior. In addition, the Air Force has deeply ingrained traditions, many of which involve alcohol. For example, it would not be uncommon to find alcohol in a common area within a squadron, easily accessible to minors, causing underage Airmen to be confused by the mixed messages. Airmen often adhere to a "work hard play hard" mentality, driven by the high-stress operational tempo associated with national defense. Drinking alcohol is perceived to be an inexpensive, readily available and socially acceptable way to blow off steam.

To ensure cultural competency in CCoRC, program staff were evaluated on their knowledge of Air Force culture prior to being hired. And, the structure of the coalition allowed for continuous connectivity with current Air Force practices and issues.

## **D. Building Capacity**

Although the target population of this particular project was Airmen, the CCoRC coalition was developed to serve as the county's coordinating body for alcohol prevention efforts. We value collaboration and are committed to utilizing evidence informed strategies; therefore, we included a variety of capacity building strategies in our strategic plan. These included convening leaders and stakeholders, building coalitions, and providing training on evidence based practices, as outlined below.

The University of Central Missouri and Whiteman Air Force Base are the two strongest economic engines in Johnson County, and thus enjoy a great deal of political capital. It was important for the success of this project that the top leaders of both entities were bought into the effort, so one of the primary selection criteria for hiring the local program coordinator, Mr. Jeff Huffman, was his ability to flow seamlessly between the military and academic culture and to bring these two entities together. To build his capacity in prevention, Mr. Huffman began participating with the Missouri Partners in Prevention coalition, attended the U.S. Department of Education national meeting, attended the PRIme for Life training, and participated in all technical and training calls from the Underage Drinking Enforcement and Training Center.

Mr. Huffman, who served in the Air Force for 11 years and lived in the Warrensburg community for 18, was able to garner the full support of UCM President Dr. Charles Ambrose, and of Whiteman Air Force Base Bomb Wing Commander Gen. Scott Vander Hamm for this project. (He has also maintained the Whiteman support through three new Bomb Wing Commanders: Gen. Bussiere, Gen. Van Herck, and Gen. Tibbits.) In 2010, focusing on the shared values of Whiteman and UCM (i.e. service before self/education for service) Gen. Vander Hamm and Dr. Ambrose convened a community summit on underage drinking to build community buy-in to the issue. Over 50 community leaders (e.g. law enforcement, prosecutor's office, city managers, superintendent of schools, elected officials, recreation supervisors, business owners, university officials), underage Airmen, and university students attended this event. Agenda topics included an interactive audience response "clicker" activity to assess participant's perceptions of the problems, a data summary of underage and high risk drinking nationally and locally, a vision for establishing a community culture of responsible choice, an introduction to environmental management strategies, and a call to action.

From this summit, the CCoRC coalition was developed. The coalition was organized into 5 groups: a coordinating board and four work groups: Collaboration, Sustainability & Planning; Education & Alcohol Free Activities; Data Collection and Reporting; and Enforcement Operations & Regulatory Improvements. Each community member was asked to leave a commitment card behind with contact information and level of personal commitment. The commitment cards gave community members an option to serve on one of the defined workgroups or to pledge support in other ways. By the end of the summit each work group was filled with community support accounting for over 70 engaged members. These coalition groups started meeting monthly to develop a workplan and begin implementing activities, and each group conducted their own capacity building activities.

In 2011, Gen. Vander Hamm hosted training at Whiteman Air Force base for 50 of the top base and university leadership, on behalf of the CCoRC coordinating board. The goal of this training was to communicate a shared responsibility for creating a culture of responsible choices. At this training, we shared research regarding the impact of alcohol on Air Force work productivity and university student attrition, current prevalence of underage and high risk

drinking, and invited discussion about the operationalization of the term “responsible drinking.” We taught the group about the socio-ecological model, the spectrum of prevention, and how knowledge alone does not alter behavior. We updated the leadership on the work of CCoRC thus far, introduced the plan for Whiteman Air Force base-wide education, and introduced the concept of social norms. Then, to uncover attitudes that might undermine our overall effort, we utilized clicker technology to assess the group’s perceptions of underage drinking and associated risks. We did this purposefully to illustrate the gap between perception and reality. For example, when we asked the group, “how acceptable is it to host a keg party for minors?”, the room was surprised to learn that the vast majority of participants (85%) thought it was not at all acceptable. Because they had heard stories about underage keg parties, they thought they were alone in their concern. After this summit, Mr. Huffman conducted a similar training with all Base Squadron Commanders and First Sergeants, in preparation for the commencement of the comprehensive base-wide education plan (described in strategies.)

At the same time, the Enforcement Operations and Regulatory Improvement Workgroup hosted the Underage Drinking Enforcement and Training Center, who provided training on House Party saturations and Covert Underage Buyer operations to 70 local enforcement professionals who represented 4 agencies in the county.

Additionally, the Education and Alcohol Free Activities work group began meeting with underage airmen and UCM students to determine their needs and interest for activities. Through these meetings we learned the Airmen needed activities that would allow them to get away from the duty station and mingle with civilian populations. In addition, we realized not everyone was able to attend our late night events due to shift work, so the work group decided to offer additional alternative activities on off hours. As we evolved as a coalition, we realized we needed to separate this workgroup into two separate groups with one focusing on activities and the other on education because the level of work was unmanageable for one group. In addition, we learned name “Alternative Activities workgroup” did not resonate with the target demographic, thus the Wing It program was born.

## **E. Strategic Planning**

The overall purpose of CCoRC is to reduce the availability and consumption of alcohol beverages by underage Air Force personnel. After reviewing the data described in the above needs assessment as well as available research regarding best practices for addressing these challenges, the CCoRC coordinating board, in collaboration with the Pacific Institute for Research and Evaluation and the Missouri Department of Public Safety, developed a workplan containing the following goals and objectives.

Goal 1: Through the CCoRC coalition, strengthen and expand partnerships that use research-based and promising prevention practices to reduce underage alcohol use and its negative community effects.

Objective 1.1: Formally reorganize WAPIP under the new name of Community Culture of Responsible Choices (CCoRC) and expand membership to include more committed representation from WAFB, Johnson County Sheriff’s Department, judicial system, business partners, target-age community members and Warrensburg, Knob Noster and Johnson County community leaders.

- Objective 1.2: Increase the CCoRC coalition members' understanding of effective environmental management strategies through at least one training annually and maintain and grow the number of invested community members in the coalition.
- Goal 2: Reduce sales of alcohol to underage youth by working with retail outlets in the community to assure alcohol regulations regarding the sale and service of alcohol are followed.
- Objective 2.1: Provide training for retail outlets regarding checking IDs and liquor laws
- Objective 2.2: Recruit and train underage airmen to serve as covert underage buyers
- Objective 2.3: Conduct two compliance check operations in off premise establishments in Johnson County each year (including Whiteman AFB)
- Goal 3: Reduce the amount of Alcohol Related Incidences (ARI, e.g. minor in possession, providing alcohol to minor, open container, DWI) through increased alcohol enforcement operations throughout the base and community.
- Objective 3.1: Conduct at least 8 alcohol enforcement operations throughout each year of the grant, both on and off base
- Goal 4: Review, change and better enforce community alcohol ordinances
- Objective 4.1 Review current community alcohol policy, identify opportunities for enhancement.
- Objective 4.2 Implement changes
- Goal 5: Reduce the amount of DUI/DWIs involving underage airmen through increased DUI/DWI enforcement
- Objective 5.1 Conduct at least 10 DUI/DWI patrols annually
- Goal 6: To implement innovative education and alternatives to alcohol.
- Objective 6.1: Engage airmen and other target age-population community members to create salient education to send a zero tolerance message for underage drinking and for adult provision of alcohol.
- Objective 6.2: Implement education program with 100% of base underage population
- Objective 6.3: Engage same population to develop attractive alcohol-free activities.
- Objective 6.4: Implement at least one activity per quarter.

Originally, our expectation was that we would reach 100% of the target population, in a 3 year time frame, or 700 airmen. To ensure sustainability, we engaged top leadership from the beginning of the project, ensured we could collect meaningful outcomes data, and established a broad coalition to implement the work plan.

## **F. Implementation**

The CCoRC project was structured around a three pronged approach: Education, Enforcement, and Activities. Through this structure we implemented all of the activities in the aforementioned workplan. Grant funded staff included a full time Local Project Coordinator, a half time Program Assistant, and a half time State Coordinator. The project director provided in-kind time, and the remaining staffing needs were filled through volunteer service of coalition membership or from contracted services.

The CCoRC project is innovative in several ways. First, to accommodate the leadership culture of the Air Force, the project utilizes both a "top down" and a grassroots prevention effort. The level of engagement in this project has been outstanding.

The second way this project is innovative is how we continually challenged the funders to understand that, for this project to be successful in changing outcomes for underage airmen, it was essential for us to address the drinking behaviors of the adult providers and role models for the young airmen, as well as their peers in the nearby college. After months of deliberation regarding this issue, we decided that the local program coordinator would take personal vacation time to be able to address the educational needs high risk drinking behaviors of the adult providers.

Thirdly, this project is innovative because of the scope, intensity, and duration of the project. Thanks to our strong coalition buy-in and fiscal frugality, we were able to receive an unprecedented three no-cost extensions to our original 3 year grant, which resulted in this project lasting 6 years, from 2009 to 2015. This longevity has allowed us to see measurable outcomes and lay foundations for sustainability both in the areas of prevention education and law enforcement operations.

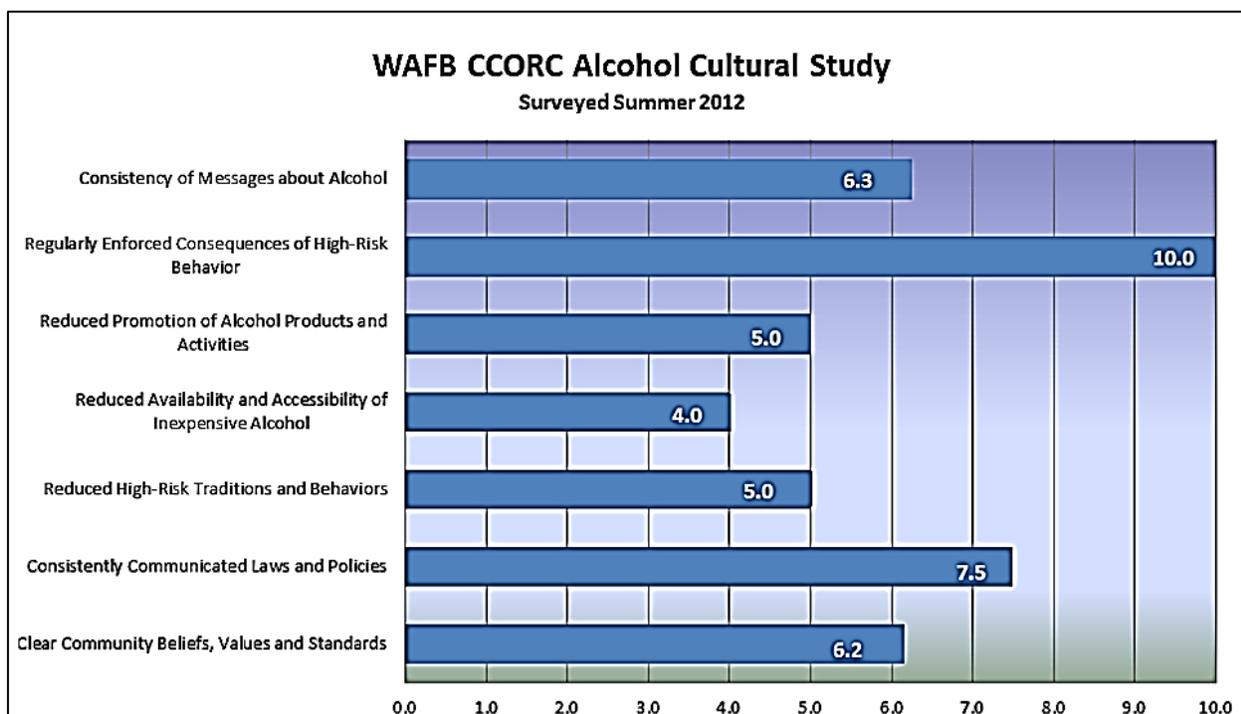
Fourthly, the CCoRC initiative served as a catalyst for multiple partnerships between the University and the Base, further strengthening the sustainability of this effort. From the beginning of the project, higher education was conceptualized as an alcohol free activity; increasing Whiteman's access to campus resources has been a top priority. UCM President Dr. Ambrose, created the concept of the "Whiteman Advantage"—an advantage that individuals stationed at Whiteman Air Force Base have because they are part of the UCM community. Through this concept, Dr. Ambrose established a new Military and Veterans Success Center on campus, a Command Pass which allows active duty military and dependents to attend UCM home sporting events at no cost by using their military ID, a Servant Leadership Lecture series which brings in national speakers to discuss servant leadership with 1200 UCM students and Airmen, a military tuition package which waives several mandatory student fees for our military partners, and the creation of Wing Access which allows our current active duty and veteran students priority enrollment in classes.

Through CCoRC we implemented over 450 enforcement operations over a 4 year period, and provided 41 alcohol free "Wing It" events for a total of 5,111 Airmen E4 and below. While other programs and communities have implemented enforcement operations and alcohol free activities, one of the most innovative component of this CCoRC program is the four phase, base-wide education plan. This plan, which was only possible due to the approval of the Wing Commander, was comprehensive and customized to each squadron. In phase 1, we conducted a Leadership Summits, one with UCM and Whiteman top commanders and administrators and one with Squadron Commanders and First Sergeants to ensure top down engagement with the project, eliminate mixed messages from of-age potential providers, teach environmental management, and create buy in.

In Phase 2, we instituted a cultural assessment of the base to assess norms. Because we could not locate an assessment designed specifically for the Air Force, Ms. Kiger and Mr. Huffman modified the College Alcohol Risk Assessment (CARA, by Ryan, Colhurst, Segars, 2009) for that purpose. Our modified assessment measured 7 factors, by squadron: Consistency of Messages about Alcohol; Regularly Enforced Consequences of High-Risk Behavior; Reduced Promotion of Alcohol Products and Activities; Reduced Availability and Accessibility of Inexpensive Alcohol; Reduced High-Risk Traditions/Behaviors; Consistently Communicated Laws and Policies; and Clear Community Beliefs, Values and Standards.

To enhance Airmen's confidence their responses would be truly anonymous, data were collected utilizing audience response, "clicker technology", in 30-40 minute sessions. To capture

data from each of the 17 squadrons at Whiteman Air Force base, Mr. Huffman conducted 78 sessions over a 3 month timeframe, with a total of 1,605 participants, or about one-third of the enlisted population. An example of the results for Whiteman Air Force Base as a whole is below. A score of 10 shows a strong understanding or execution of the behavior or belief.



Utilizing these findings, we were able to develop customized environmental intervention recommendations for Whiteman Air Force Base overall, and for each squadron specifically. Mr. Huffman presented these recommendations to each commander and offered his support in implementation. For example, when discussing the lowest score from the assessment for the Base over all, 4.0 on Reduced Availability and Accessibility of Inexpensive Alcohol”, the recommendations were: *Plan to limit underage drinking & overconsumption at official on and off base events. Examples: prohibit “all you can drink” events, 100% ID check, ensure food and a variety of non-alcoholic drinks are available. Ensure alcohol in common areas is secured and not available to underage airmen. When an underage airmen is documented for underage drinking, if the adult provider is enlisted, hold that person accountable as well.*

During Phase 3 of the Education plan, Mr. Huffman utilized vacation time to meet in small groups with all E5 Airmen and above during a Wing Safety Day. During these educational sessions Mr. Huffman framed the problem using Air Force data, shared the definition of responsible drinking utilized by CCoRC, discussed the importance of not providing to underage airmen, discussed the importance of being a role model, and taught harm reduction strategies with a customized BAC calculation exercise.

After meeting with the E5 Airmen, who supervise the target population of 18-26 year olds (E4 and below), Mr. Huffman then worked with the Tucker Leadership Lab in nearby William Jewel College to create a customized high ropes course for underage Airmen. This ropes course was designed combine the Air Force concept of a Wingman (or someone who watches your back) with the idea of bystander intervention, as well as compliance with the law. On a day

long retreat, through a series of exercises the Airmen discussed the impact alcohol has on judgement and how an impaired squadron member can hurt the overall effectiveness of the team. In all, 42 classes and a total of 1000 Airmen completed the high ropes course.

Regarding the number of individuals impacted in the community, all 700 airmen in the target population were impacted. Over the 6 year time frame, approximately 8000 Whiteman personnel, 300 civic leaders, and 100 UCM leaders were educated through this program. In addition, approximately 1000 UCM students attended Wing It activities, and all 13,000 students were impacted from the increased enforcement in our community.

This CCoRC program was customized to our unique community, so other Air Force/university communities could replicate the entire program. Communities who have stand-alone universities or military installations could replicate the coalition structure, the three pronged approach of education, enforcement and activities, and the cultural assessment with environmental intervention recommendations.

## **G. Evaluation**

The Department of Justice Office of Juvenile Justice and Delinquency Prevention contracted with ICF International to serve as external evaluator for this project. As a demonstration project, each test site was paired with a control site, and three years of retroactive data prior to project implementation was collected. The following is a summary of those outcomes.

Goal 1: Through the CCoRC coalition, strengthen and expand partnerships that use research-based and promising prevention practices to reduce underage alcohol use and its negative community effects.

*Outcomes:* the CCoRC coalition expanded to consist of 4 workgroups and engage over 80 community members, including the Whiteman AFB Wing Commander and the UCM President, Whiteman AFB Command Chief, local bar and restaurant owners, the Knob Noster City Administrator, the Whiteman AFB Security Squadron Commander, the UCM Director of Campus Activities, the WAFB Recreation and Facilities Manager, the Whiteman AFB Dorm Council President, UCM students, the Whiteman AFB Airmen's Council President, the Mayors of Warrensburg and Knob Noster, the Warrensburg School District Superintendent, Johnson County Sheriff, local hospital and local public health agency, the Whiteman AFB Inter-departmental services Chairperson, the Whiteman AFB Education Center Director, the UCM VP of Student Affairs, the president of Warrensburg Rotary Club, the Warrensburg Chamber of Commerce Executive Director, the Warrensburg City Council, the WAFB Fitness Center/Med Group, WAFB Dorm Residents, the WAFB sexual assault response coordinator, the Whiteman AFB Public Affairs Officer UCM Public Relations, WAFB Airmen and Family Readiness, WAFB Tier 2 Representative, WAFBADAPT Technician, UCM Public Safety Director, City of Knob Noster Chief of Police City of Warrensburg Chief of Police, City of Warrensburg Police Corporels, Missouri Alcohol Tobacco Control Special Agent, UCM Public Safety Officers, WAFB JAG Office, Warrensburg Main Street, Inc. Director, UCM Director, Violence and Substance Abuse Prevention, MO Dept. of Public Safety State Grant Coordinator, UCM Local Grant Coordinator/Director of Military and Veterans Services, Whiteman AFB Base Chaplin, Whiteman AFB Top 3 Council President, WAFB First Sergeants Council, UCM Assoc. VP for Student Experience and Engagement

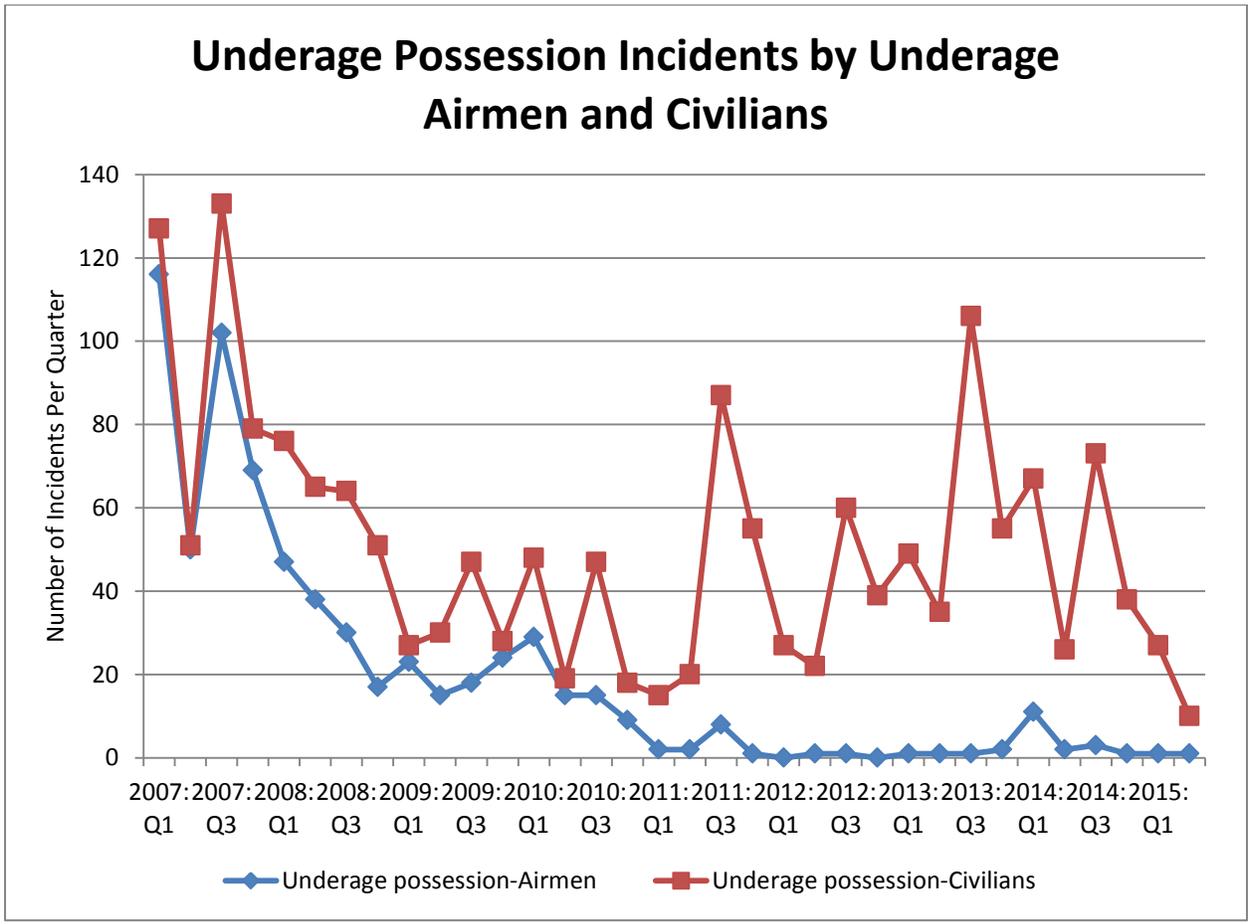
Goal 2: Reduce sales of alcohol to underage youth by working with retail outlets in the community to assure alcohol regulations regarding the sale and service of alcohol are followed.

Outcomes: 2 trainings were provided to approximately 80 retail owners and their employees. Conducted 267 compliance check over a 4 year period utilizing underage airmen and UCM students as covert underage buyers.

Goal 3: Reduce the amount of Alcohol Related Incidences (ARI, e.g. minor in possession, providing alcohol to minor, open container, DWI) through increased alcohol enforcement operations throughout the base and community.

Outcomes:

- 100% reduction in alcohol related traffic incidents among under 21 (from 2 pre to 0 post)
- 87% reduction in alcohol related traffic incidents among 21 and over (from 15 pre to 2 post)
- 44% reduction in alcohol related emergency room visits among under 21 (from 14 pre to 7 post.) Interestingly, we also saw an increase in ER visits among 21 and over, from (56 pre to 61 post). We are unsure whether this is due to increased risky behavior or increased recognition of potentially problematic levels of consumption.
- 99% reduction in open container violations among under 21 (from 212 pre to 1 post).
- 93% reduction in underage possession (from 617 pre to 40 post).



Goal 4: Review, change and better enforce community alcohol ordinances

*Outcomes:*

- After review of local base procedures, Whiteman AFB implemented a 100% id check policy at all on base alcohol outlets. And, to ensure the effectiveness of this procedure, compliance checks are conducted randomly on a monthly basis.
- As evidence of increased enforcement of alcohol ordinances, the number of violations for contributing to the delinquency of a minor went up, from 3 pre to 14 post.

Goal 5: Reduce the amount of DUI/DWIs involving underage airmen through increased DUI/DWI enforcement.

*Outcomes:* DUIs among underage airmen went up, although only from 3 pre to 5 post. It is unclear whether this increase is due to increased enforcement or increased drinking and driving.

Goal 6: To implement innovative education and alternatives to alcohol.

*Outcomes:*

- provided 41 alcohol free “Wing It” events for a total of 5,111 Airmen E4 and below
- provided 42 high ropes alcohol education classes to 1000 airmen

**H. Program Management:** The CCoRC initiative was funded by a US Department of Justice Enforcing Underage Drinking Laws demonstration grant, subcontracted to the University of Central Missouri from the Missouri Department of Public Safety in the amount of \$750,000. This funding was used over 6 years to hire a full time Local Project Coordinator and a half time Program Assistant, as well as to fund the trainings, alternative activities and operational expenses for the project, as outlined below in the 3 year budget.

Overtime for Law Enforcement	\$51,124
Personnel	\$259,063
Training and coalition meetings	\$49,851
Supplies/operational costs	\$221,956
Equipment	\$20,047
Indirect Costs	\$92,532
Used for salary and supplies during no-cost extension	\$55,427
<b>Total</b>	<b>\$750,000</b>

In addition, many coalition members were able to contribute in kind donations in terms of volunteer hours, facilities and equipment, and food.

To support sustainability, 4 years into the grant, Mr. Huffman became employed half time by UCM as the Director of Military and Veterans Services. Now that the grant is ending as of September 30, 2015, his job description is being adjusted to reflect 40% of his time allocated to ongoing CCoRC initiatives. In addition, this year UCM President Dr. Ambrose allocated \$20,000 in ongoing funding to employ an administrative professional to continue CCoRC efforts.

The UCM Director of Violence and Substance Abuse Prevention (VSAP), Ms. Kiger, served as project director for the grant. She and the local program coordinator, Mr. Huffman, provided

administrative support to the CCoRC coalition, which is chaired by the 509<sup>th</sup> Bomb Wing Commander and the UCM President. To ensure effective communication and coordination among program staff and administration, Mr. Huffman served as an ex-officio member of all work groups and implemented all educational programs.

