

**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 Greenville County Enforcing Underage Drinking Coalition

Agency The Phoenix Center

Contact Person Curtis Reece Email cureece@phoenixcenter.org

Address The Phoenix Center, PO Box 1948

Greenville SC 29602

Phone 864-467-3936 Fax 864-467-2729

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



09/02/2015

Program Director Signature

Date

NOMINATING AGENCY/ORGANIZATION INFORMATION

Agency/Organization South Carolina Department of Alcohol & Other Drug Abuse Services

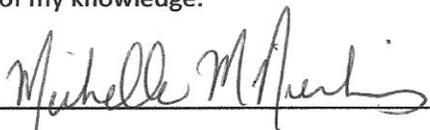
Contact Person Michelle M. Nienhius Email mnienhius@daodas.sc.gov

Address PO Box 8268

Columbia SC 29202

Phone 803-896-1184 Fax 803-896-5557

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



09/02/2015

Nominating Agency Signature

Date

Abstract

The purpose of this application for the 2015 Exemplary Awards for Innovative Substance Abuse Prevention is to discuss community efforts during a National Highway Traffic Safety Administration (NHTSA) demonstration grant led by the Greenville County, South Carolina Enforcing Underage Drinking Laws (EUDL) Coalition. The application describes the utilization of the Strategic Prevention Framework (SPF) to guide selection, implementation and evaluation of community efforts. The Coalition worked in Greenville County to deny alcohol to individuals under 21 years old utilizing a multi-pronged approach. In previous research, high visibility enforcement campaigns (HVE) are an evidence-based approach that has demonstrated effectiveness in the areas of increased seat belt usage and decreased alcohol related crashes. The HVE approach combines multiple waves of strict enforcement with strong media messages occurring at each enforcement wave. The utilization of HVE shows promise to reducing the issues associated with underage drinking and adult provision of alcohol to youth. Source investigation is an environmental strategy aimed at decreasing alcohol access to underage drinkers by concentrating on the sources of alcohol, thereby reducing the accessibility of alcohol to minors. The strategic plan developed by the Greenville Coalition for the grant merged source investigation with HVE waves occurring throughout the project period. The primary evaluation focused on using community-specific monthly times-series data measures to compare pre-HVE mean alcohol crash data to post-HVE mean alcohol crash data. Results indicated that crashes for < 21 year olds decreased 11.8% while the control group (21+ year olds) in alcohol crashes increased 19.4% during the project period. This application discusses additional process and outcome evaluation information. The program outcomes suggest the HVE/source investigation approach holds significant promise to demonstrate these results as well as reducing the harms of underage drinking found in communities.

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Philosophy

The focus of this 2015 Exemplary Awards application is the community impact of evidence-based enforcement and public education on underage drinking issues in Greenville County, South Carolina. The underage drinking problem is being addressed through a collaborative Greenville County community coalition established in 2003. Although the Coalition has been active since 2003, the application reflects the work conducted toward reducing the underage drinking problem in Greenville County, South Carolina from late 2011 through mid-year 2013. The details of the program are explained on the following pages of this award application.

Background

Greenville County is home to The Phoenix Center of Greenville, one of the SC's largest and most comprehensive providers of prevention and substance abuse services. For over 35 years, The Phoenix Center has been the legislated authority on substance abuse in Greenville County. The Phoenix Center is licensed through the SC Department of Health and Environmental Control (DHEC) and is accredited by the Commission on Accreditation of Rehabilitation Facilities (CARF), a nationally recognized authority and promoter of quality behavioral health services, accredits its programs. The Phoenix Center serves more than 5,000 individuals through treatment/recovery services and more than 20,000 in prevention services each year. Throughout its history, The Phoenix Center has received and administered numerous local, state, and federal grants.

The mission of The Phoenix Center's Prevention Department is to prevent, delay, and reduce substance use and its negative consequences. The Phoenix Center's Prevention Department provides a wide variety of school, community, and environmental programs and has been recognized as an exemplary prevention services provider by state and national authorities. The Phoenix Center has embraced environmental prevention as its primary prevention strategy for over ten years. In 2003, The Phoenix Center was selected to be involved in the first community trial addressing underage drinking in SC. This experience allowed The Phoenix Center to benefit from an early involvement with environmental prevention approaches and advanced training through the Pacific Institute for Research and Evaluation (PIRE).

As a result, Greenville achieved one of the first multi-jurisdictional alcohol agreements involving every law enforcement agency in Greenville County, South Carolina. The Greenville Enforcing Underage Drinking Laws Coalition (EUDL) was established in 2003, and today it has developed into a preeminent state leader in reducing underage drinking. The Greenville EUDL Coalition was established by The Phoenix Center of Greenville and is supported by a diverse group of dedicated law enforcement and community partners. ***The EUDL Coalition focuses on consistent enforcement of alcohol laws; holding parents and other adults accountable for youth access to alcohol; and addressing media and other community norms, laws, and policies that encourage underage drinking.***

In 2011, The Phoenix Center applied to become a demonstration site for a project supported by a grant from the National Highway Traffic Safety Administration. The project was meant to demonstrate the effectiveness in limiting access to alcohol for individuals under 21 years old through a combination of high visibility enforcement (HVE) and source investigation. Enforcement strategies and public education programs have each separately shown promise and have been deemed successful in reducing alcohol-related crashes for individuals 20 years old and younger in other research and practice; however, the strategies had not been studied together. In late 2011, funding was awarded to The Phoenix Center for work planned through the Greenville County EUDL Coalition toward denying access to alcohol to individuals under 21 years old and

reducing alcohol crashes for that same population, and Greenville became one of four sites selected.

Needs Assessment

The first step of the SPF is conducting a needs assessment. This step assists in developing a community profile of needs, resources and readiness to address the problems and gaps in service delivery. As with the other four steps of the SPF framework, this step is crucial to determining the extent of substance use, abuse, and dependence as well as associated risk, and protective factors in a community population. The data gathered during this step supports community leaders in focusing prevention efforts. In Greenville, Coalition members gathered data for the assessment from archives at various partner agency and community attitudinal surveys conducted prior to developing a strategic plan to implement the overall program.

The chart shown below reveals data collected by Coalition partners from 2005 to 2011. Key survey data was available from the 2005 and 2010 Greenville-specific Drug Free Communities (DFC), 2011 YRBS Survey, and 2009 Furman University Survey. These data points assisted greatly in the Assessment data collection.

Year	Data Source	Value	Findings
2005	Greenville DFC Survey	58.0%	Youth reported using alcohol to intoxication with many consuming on multiple occasions
2005	Greenville DFC Survey	31.0%	Youth reported being drunk or very high from alcohol a few times or less
2005	Greenville DFC Survey	14.0%	Youth reported being drunk or very high from alcohol several times during the month
2005	Greenville DFC Survey	4.0%	Youth reported being drunk or very high from alcohol several times a week
2005	Greenville DFC Survey	3.0%	Greenville youth reported being drunk or very high from alcohol every day or almost every day
2009	Furman Univ. CORE Survey	75.2%	Students reported consuming alcohol in the past year
2009	Furman Univ. CORE Survey	60.3%	Students reported consuming alcohol in the past 30 days
2009	Furman Univ. CORE Survey	14.7%	Students reported consuming alcohol 3 or more times a week
2009	Furman Univ. CORE Survey	48.2%	Underage (<21 YOA) reported consuming alcohol in past 30 days
2009	Furman Univ. CORE Survey	33.3%	Students reported having binged on alcohol past two weeks
2010	Greenville DFC Survey	50.8%	Youth reported using alcohol more than a few sips
2011	Youth Risk Behavior Survey	21.2%	Student road in car by drinking driver, past 30 days
2011	Youth Risk Behavior Survey	8.5%	Student road in car after drinking, past 30 days
2011	Youth Risk Behavior Survey	65.5%	Student lifetime alcohol use
2011	Youth Risk Behavior Survey	16.7%	Student first alcohol use before age 13
2011	Youth Risk Behavior Survey	34.0%	Student alcohol use, past 30 days
2011	Youth Risk Behavior Survey	18.4%	Student reporting 5 or more drinks in a row, past 30 days
2011	Youth Risk Behavior Survey	10.0%	Students reporting alcohol sources were retail establishments (bars, stores, and restaurants)
2011	Youth Risk Behavior Survey	66.3%	Students reporting alcohol sources were from family, friends, and friends

The Coalition knew significant consequences of underage drinking are alcohol related traffic crashes. From April 2011 through the end of February 2012, review of Greenville County traffic crashes revealed the monthly average of alcohol related crashes involving drivers under 21 years old was 36.6 crashes. Unfortunately, the monthly average of alcohol related fatalities with drivers under 21 years old involved was 3.4 fatalities during that same period.

Enforcement and alcohol merchant education data was reviewed. In FY 2011, which began July 1, 2010 and ended June 30, 2011, Greenville city and county law enforcement agencies conducted 1794 compliance checks, 10 public safety checkpoints, prevented 135 underage drinking parties, and wrote 530 citations related to underage drinking. During the compliance checks, 206 stores sold alcohol to youth. This equals an 11.5% buy rate, down from 45% in 2003. Prevention specialists trained 239 alcohol clerks and servers in alcohol retail merchant education. Most of the individuals that completed the classes were required by South Carolina state law concerning alcohol sale to underage confidential informants (youth working with law enforcement).

In addition to archival data derived from state, county, and local organizations, multiple conferences, monthly Coalition meetings, and face-to-face conversations were conducted to gain the insight those community members held. Conversations were held with members of the Coalition that were law enforcement officers, substance abuse prevention specialists, and other key community members involved in public health and public safety efforts. The Phoenix Center sponsors an active youth board and discussions were convened with youth to gain a better comprehension of issues of underage drinking. These activities served as key informant interviews and directed conversations to understand better the issues facing the community.

From discussions with youth, law enforcement, and other community partners as well as analyses of crime, medical, and treatment data, it was learned that underage drinking was related to many serious problems for youth in Greenville County. These harms included homicide, suicide, traumatic injury, drowning, burns, violent and property crime, high-risk sex, fetal alcohol syndrome, alcohol poisoning, and need for treatment for alcohol abuse and dependence. Coalition members reviewed, analyzed and prioritized the data for trends involving issues concerning underage drinkers. The analyses showed evidence that in Greenville County, some individuals under 21 years old consumed alcohol at alarming rates; however, alcohol consumption was only part of the problem. It was evident that access to alcohol was also a problem. Based on 2011 YRBS data that showed youth obtain alcohol from retail alcohol outlets about 10%, retail alcohol sources for underage drinkers was but one alcohol source. Social alcohol sources or alcohol from family, friends, or strangers was over 66%. In other words, compliance checks needed to continue for retail alcohol sources; however, the high availability of alcohol to individuals under 21 years old necessitated law enforcement officers to investigate the alcohol sources and prosecute whenever possible. In addition, public education about the potential health and legal dangers of providing alcohol to underage individuals was paramount. According to research and practitioner experiences, the certainty of consequences changes behavior and not just the severity or swiftness of consequences.

After the Coalition collected and reviewed community data during the SPF Assessment step, it became evident human and financial resources and assets to address many of the harms associated with underage drinking. The Coalition began in 2003 and many of its members as well as member organizations worked with the Coalition since its inception. The Coalition was organized with existing and active subcommittees that represented law enforcement, media, youth, and policy/legislative areas. Much of the Coalition work involved environmental activities that were science-based and proven successful in positive community change. Consequently, the

Coalition had been successful with enforcement operations, merchant education, and public education strategies.

There were areas for improvement. Despite strong enforcement of underage drinking laws such as minor in possession and consumption or sale of alcohol to a minor, investigation of the social sources of alcohol did not always occur. Existing law concerning transfer of alcohol to a minor required identification of the individual providing alcohol was required. Identification of those individuals at the scene of the transfer, such as a social gathering where underage drinking occurred usually happened resulting in citations or arrests, depending on the circumstances. When follow-up investigations were required, the follow-up did not always transpire. Training and possible policy change was needed. In South Carolina, merchant education was only required after a clerk that sold alcohol or a server that provided alcohol to an underage individual was cited. Phoenix Center staff through guidance by the Coalition was implementing proactive merchant education; however, innovative measures were needed to encourage more retail alcohol outlets to participate in educational efforts prior to a violation.

Although the Coalition certainly had vast experience in media efforts, improvements were essential to more members gaining a better understanding of HVE campaigns. In essence, HVE campaigns are about strict enforcement combined with a strong media message meant to affect the public's perception of risk associated with underage drinking. In short, attitude changes were needed for both the youth that consumed alcohol and the adults that provide alcohol to underage drinkers. The social norms that alcohol consumption for anyone under 21 years of age was just a rite of passage commanded transformation. Consequently, Coalition members identified *key risk factors as ready availability of dangerous substances, community attitudes favorable to drug use, and irresponsible alcohol servers and merchants*. The *protective factors involved decreasing accessibility and working with law enforcement to ensure laws and ordinances are consistently enforced across the board*.

Based on their collection, review, and analyses that occurred during the Assessment phase, a problem statement was developed. It was decided by the Coalition that underage drinking was a problem in Greenville County due to tragic health, social and economic consequences that result from the use of alcohol by youth. The local contributing factors were that individuals under 21 years old had access to alcohol through retail alcohol outlets as well as social sources for alcohol.

Population Served

Greenville is located approximately halfway between Atlanta, Georgia and Charlotte, North Carolina along Interstate 85. Greenville, South Carolina is the largest city in the northern region of SC known as the "Upstate." This region includes the cities of Greenville, Spartanburg, and Anderson, which in 2010 had an estimated population of 1,108,419 making the region the largest Metropolitan Statistical Area (MSA) in the state of South Carolina. The 2010 U.S. Census reported that the population of Greenville County is 451,225 with 21.4% of the population in high school. According to the 2010 U.S. Census, 18.1% of the population is black and 8.1% of the population is Hispanic with 7.4% of the population, Spanish speaking.

The Greenville County School District (GCSD) is also the largest school district in South Carolina, serving 70,000 students and employing 8,567 employees spread across 100 schools as well as special and education centers. In addition, the GCSD is the 47th largest school system in the United States. There are a number of diverse institutions of higher education located in Greenville County with 24.2% of the population attending higher education institutions. One of these is Furman University, a private liberal arts university that in 2010 suspended its policy as a "dry" campus.

The target populations required for work by the Coalition were identified. Certainly, one of the main population groups was youth or individuals under 21 years old. It was essential that representatives were included in planning so the Coalition could ensure their message was culturally competent. One, Greenville County has a thriving business climate with hundreds of on premise and off-premise retail

alcohol outlets. The Coalition knew that potential retail alcohol providers should be included. Likewise, social providers, such as family, friends, and strangers, needed to understand the consequences for their actions. In general, even adults that would never provide alcohol to anyone over 21 years old might have sway over other adults that do provide alcohol to youth.

Building Capacity

The second step of the SPF concerns building capacity to address the community substance abuse problem properly. The Greenville EUDL Coalition has operated as a true community collaborative from its inception in 2003. Its longevity has provided time to build strong capacity within the community. Local law enforcement officers have been the consistent champions of efforts and have worked together across all municipality boundaries to support environmental alcohol changes. Additionally, community partners, elected officials, and media professionals have become integral parts of the Greenville EUDL Coalition. Cooperation and diverse member relationships have created a sense of coalition ownership that continues in Greenville to this day. EUDL Coalition successes began with the establishment of a comprehensive multi-jurisdictional taskforce agreement. This agreement established a commitment throughout the county to recognize and address underage drinking and the negative consequences that it causes. Along with reducing alcohol sales to minors, the Coalition has also challenged parents to set a standard for zero underage alcohol use. The Coalition has reached out to residents through town hall meetings, community events, and public service announcements. Thousands of residents have attended annual town hall meetings and community forums.

The EUDL Coalition has established ways for residents to report underage and high risk drinking in Greenville County. Residents can call the local crime hotline at 1800-23-CRIME or report online at www.phoenixcenter.org. Coalition members and Phoenix Center Youth Board members have monitored local Facebook pages to intervene when local youth are displayed using alcohol or drugs. Coalition members have also met with the City and County Attorneys to investigate ordinances that might reduce youth access to alcohol.

One invaluable community relationship has been our partnership with the Greenville Association of School Resource Officers (GASRO). SROs are unique because they have watchful eyes and ears on the 70,000 youth in our county school system. Phoenix Center prevention specialists are not only members of GASRO, but personnel also have held positions on their board for a number of years. This allows for a very close partnership, and opportunities to monitor underage drinking issues in our county. GASRO members provide tips, assist with underage drinking awareness campaigns, and provide an effective link between the Greenville EUDL Coalition and the Greenville County School District.

Greenville also has a number of attributes that make it an especially fertile community for this kind of environmental project. In addition to being the lead county for the 13th Circuit AET, The Phoenix Center coordinates the AET operations for two upstate universities (Clemson University and Furman University). In 2010, The Phoenix Center was also selected to house one of four new Prevention Capacity Coaches for South Carolina. These positions were funded initially through a State Incentive Grant coordinated by the SC Department of Alcohol and Drug Abuse Services (DAODAS). The name of this project is the SC Community Action for a Safer Tomorrow (CAST) grant. The Phoenix Center hired Lou Anne Johnson as South Carolina's Region One Capacity Coach. Ms. Johnson's leads Upstate behavioral health service organizations in the federally supported SPF process, addressing DUI and underage drinking prevention in South Carolina.

The development of strong community relationships has been further leveraged by the implementation of; ongoing social media campaigns, consistent law enforcement training on

environmental strategies provided by SC DAODAS, SPF training for coalition members, and data analysis support through PIRE. Finally, The Greenville County EUDL Coalition has been recognized for its capacity to implement effective environmental strategies, and for its determination to improve public health in the Upstate. The Greenville EUDL Coalition was honored by the South Carolina Association of Crime Prevention Officers as the SC Community Coalition of the Year in 2007. It was also recognized as the SC DEA Coalition of the Year at a special presentation at the SC Governor's Mansion.

Strategic Planning

The third step of the SPF concerns the development of a strategic plan to organize and implement strategies meant to tackle the community substance abuse problem properly. Developing plans are paramount to prevention success. Planning should involve essential members of a coalition. Once a draft of those plans are developed, then the plans should be shared with all coalition members and other key stakeholders to best serve cultural, economic, legal, and political concerns. EUDL Coalition Members and Phoenix Center staff are trained in the nationally recognized SPF process; ensuring that coalition efforts are data driven, evidence-based, outcomes focused, culturally competent, and sustainable. By using the SPF process, many of the coalition's decisions are made simply by following a sound data driven logic model.

As evidenced by the Assessment, Coalition members quickly discovered that alcohol access issues involved more than just retail establishments. Recent SPF trainings challenged coalition members to "dig deeper"; getting to the core community issues. Continued needs assessment analysis revealed that a significant number of underage individuals obtained alcohol from social sources (family, friends, and strangers). Needs assessment data also confirmed that underage alcohol consumption caused a significant number of alcohol related traffic crashes (deaths, serious injuries, and property damage). This evidence suggested that increased source investigations were a needed strategy, along with consistent compliance checks and public education (media messages informing the public it is not only illegal to provide alcohol to minors but also unhealthy for the community).

Coalition members developed goals and objectives (outlined in Implementation Section), selected measurable outcome goals, and discussed community and cultural issues important to this project. It was decided that the coalition would conduct six enforcement waves in Greenville County starting in April 2012 and concluding in January 2013. The coalition also aimed to decrease its underage alcohol buy rate and reduce alcohol-related crashes involving youth. Members planned for sustainability by establishing project systems/relationships so they could maintain post project and address other community issues (i.e. DUI, youth access to marijuana, etc.) With a strategic plan in place, coalition members finalized project goals and objectives and began to plan for implementation.

Compliance Checks - Successful implementation required the Phoenix Center to utilize a program coordinator, collaborate with Law Enforcement, students, prevention staff and other community organizations. Working with Law Enforcement through a coalition effort is central to the completion of this objective. Alcohol Compliance partners were developed using the existing law enforcement relationships of the EUDL Coalition. AET Operations were coordinated during monthly coalition meetings held at the Phoenix Center. Operations were completed and AET forms submitted to the AET Coordinator monthly. The Phoenix Center staff/partners notified merchants of their status once compliance checks are completed and at that time, Phoenix Center staff/partners offered establishments Merchant Education training. The Coalition tabulated compliance check data quarterly, and then used to monitor progress and effectiveness. Underage informants were recruited by law enforcement, police cadet programs, as well as through Phoenix Center contacts/volunteers. Yearly AET Operations Training and national as well as regional training conferences were utilized to formulate and implement innovative best practice environmental operations. The Coalition depended on local law enforcement and Phoenix Center

volunteers for our underage informants. The Phoenix center provided staff support and coordinated coalition meetings. Monies to support the initiative were sought through corporate sponsorships, grants, and local donations. Additionally, funds were generated from fee-based merchant education classes in the community.

Shoulder Taps – As with compliance checks, the Phoenix Center utilized the AET Coordinator to collaborate with law enforcement, students, prevention staff and other community organizations. Should taps, or third party alcohol transfers, required an under 21 individual, working with law enforcement, to approach strangers in the parking lot of alcohol outlets. The cooperating individual asked strangers to purchase alcohol for him or her. The cooperating explained that because of being under 21 years old, he or she was not able to purchase the alcohol legally. Media outlets were recruited to publicize to add a HVE component. Shoulder Tap Operation partners were found using the existing law enforcement relationships of the Coalition. The recruitment of underage informants/partners, operational training, and program support resources were consistent with the compliance check outline listed above.

Controlled Party Dispersals – Controlled party dispersals are meant to provide a safe and effective method to “break up” an underage party by ensuring no adult driver that is released from the party is impaired or that any youth driver has consumed alcohol is placed on the road once the underage drinking party is dispersed. Intelligence for these operations was gathered from social networking sites, SROs, university partners, website hotline, and community informants. Monthly reporting as well as coordination of this enforcement operation was coordinated through the AET Coordinator and the Coalition.

JCAET Media and Awareness – This aspect of the plan was meant to address public education of the target population for the program. Phoenix Center staff coordinated alcohol awareness and AET media campaigns throughout Greenville County. Staff and Coalition members were utilized to seek and conduct underage drinking awareness presentations. The recruitment of partners, operational training, and program support resources was consistent with Coalition guidelines.

Implementation

The fourth step of the SPF involves selecting and implementing evidence-based strategies proven effective in research settings and communities. If planning reveals the roadmap, then implementation is the journey. Implementation involves continued assessment to ensure fidelity

<i>Enforcement Wave #</i>	<i>Dates for Enforcement Wave</i>	<i># of Operations</i>	<i># of Citations or arrests</i>
First	April 2012 – Prom/Spring Break (Apr. 16 – Apr. 30)	239	129
Second	June 2012 – Summer Break (June 18 - June 30)	229	31
Third	August 2012 – High School Football (Aug. 20 – Aug. 31)	231	20
Fourth	October 2012 - Halloween/High School Football (Oct. 18 – Oct. 31)	222	14
Fifth	December 2012 – New Year’s (Dec. 17 – Dec. 31)	90	42
Sixth	January 2013 – Parties/ Rural Gatherings (Jan. 18 – Jan. 31)	134	15
CHART 1	Totals	1,145	251

to the written action plan and the plan is adapted when deemed appropriate by coalition members.

The Greenville County EUDL Coalition program conducted six enforcement waves in Greenville County starting in April 2012 and concluding in January 2013. The waves occurred the last two weeks of every other month starting in April; however, the last enforcement wave (Wave # 6) began two weeks after the end of Enforcement Wave # 5. **Chart 1** depicts the number of arrests made and citations written during each two-week wave. In addition, Chart 1 depicts the number of enforcement operations conducted during each enforcement wave.

The term “operation” was utilized to accurately convey the amount of enforcement activity during the wave to have a common term for counting multiple, different enforcement actions. The term might be misleading without a description. An operation consisted of one officer contact with a potential violator. For instance, one compliance check at a retail alcohol outlet would have resulted in a ticket to the seller if he or she sold alcohol to an individual that was under 21 years old. Conversely, if the seller complied with the South Carolina underage drinking law, no ticket was issued. This enforcement activity was counted as one operation, although typically ten to fifteen alcohol outlets might be visited in an eight-hour period. Similarly, if an officer contacted multiple underage drinkers at a party dispersal and found that four individuals under 21 years old possessed alcoholic beverages, the officer would write a ticket for each of the violators. This enforcement action would be counted as one enforcement operation with four tickets.

The HVE campaign model combines enforcement activity and media efforts about the enforcement during the enforcement wave. Following the HVE model, Greenville County law enforcement agencies stepped up underage drinking enforcement operations during each wave. However, during most of the demonstration project period and as personnel resources allowed, law enforcement continued to conduct some level of enforcement activity. Therefore, source investigation and other underage drinking cases were continuous throughout the campaign. The enforcement conducted during the enforcement waves is contained in Chart 1; however, there were more than 1,885 enforcement operations conducted during the campaign period from April until January 2013. The operations resulted in 354 tickets or arrests.

Enforcement waves began in April 2012 and ended in January 2013. Enforcement Waves One

<i>Operation</i>	<i>Apr-12</i>	<i>May-12</i>	<i>Jun-12</i>	<i>Jul-12</i>	<i>Aug-12</i>	<i>Sep-12</i>	<i>Oct-12</i>	<i>Nov-12</i>	<i>Dec-12</i>	<i>Jan-13</i>	<i>Overall</i>
on premise	44	11	3	19	34	10	65	22	6	10	224
Off premise	152	218	168	26	156	209	233	117	57	118	1454
Subtotal	196	229	171	45	190	219	298	139	63	128	1678
Case (OffP)	11	5	0	3	11	2	6	3	3	2	46
Case (OnP)	12	14	11	4	4	9	6	3	8	9	80
Subtotal											126
Cases	23	19	11	7	15	11	12	6	11	11	
Party Patrols	1	4	2	1			1	1			10
Cases	3	5	2	1			13	4			28
Shoulder											
Taps			26							21	47
Cases			5							1	6
Parking Lot	5	2	4	4	2		2	3			22
Cases	6	2	4	4	4		2	4			26
Source											
Investigation	6		2	5		3	3		29	2	50
Cases	7		2	4		4	4		29	2	52
Underage											
Drinking											
Investigation	7	7	7	13	13	4	7	4	10	1	73
Cases	9	9	18	13	19	11	11	5	15	1	111
Vacant											
Field/											
Homesite			1	4							5
Cases			1	4							5

CHART 1B: Operations by Enforcement Wave in Greenville County

through Six occurred the last two weeks of the designated enforcement wave month (please see *Chart 1* for specific dates for each enforcement wave). **Chart 1B** depicts enforcement operations for each enforcement wave and enforcement that occurred in off-months and weeks not designated as enforcement waves. Enforcement activities that resulted in actual arrests or citations are designated as “cases”.

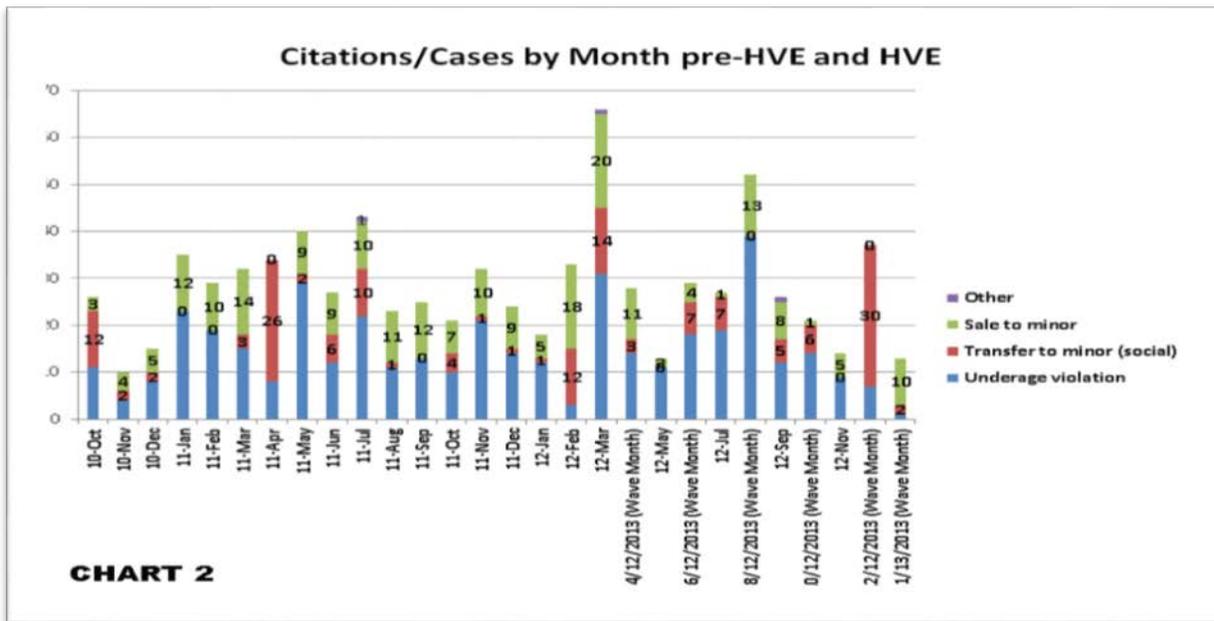
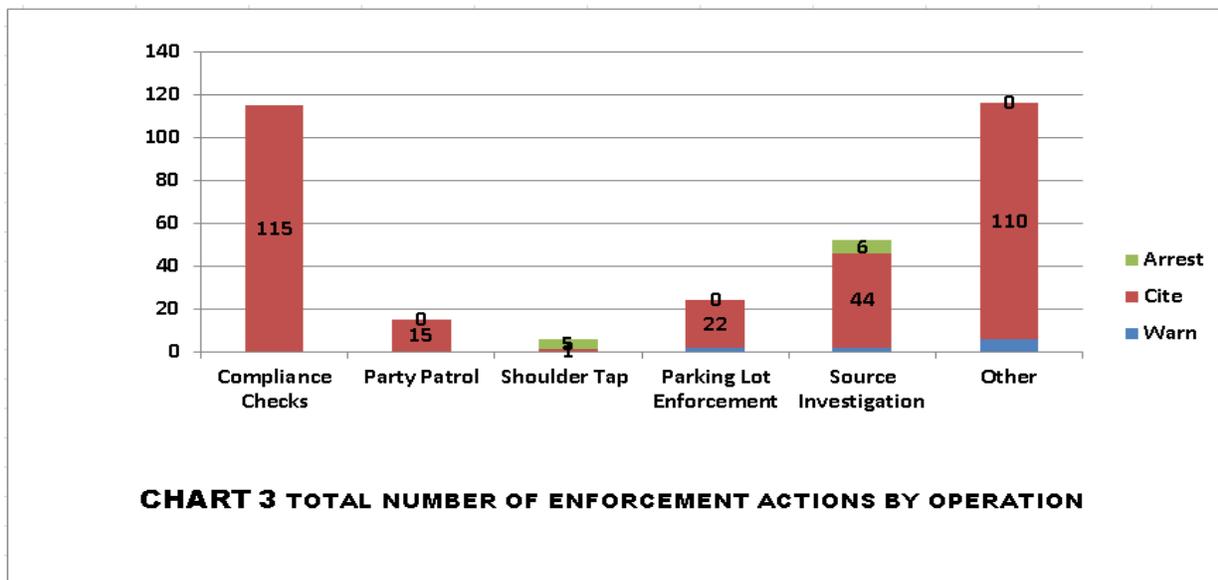
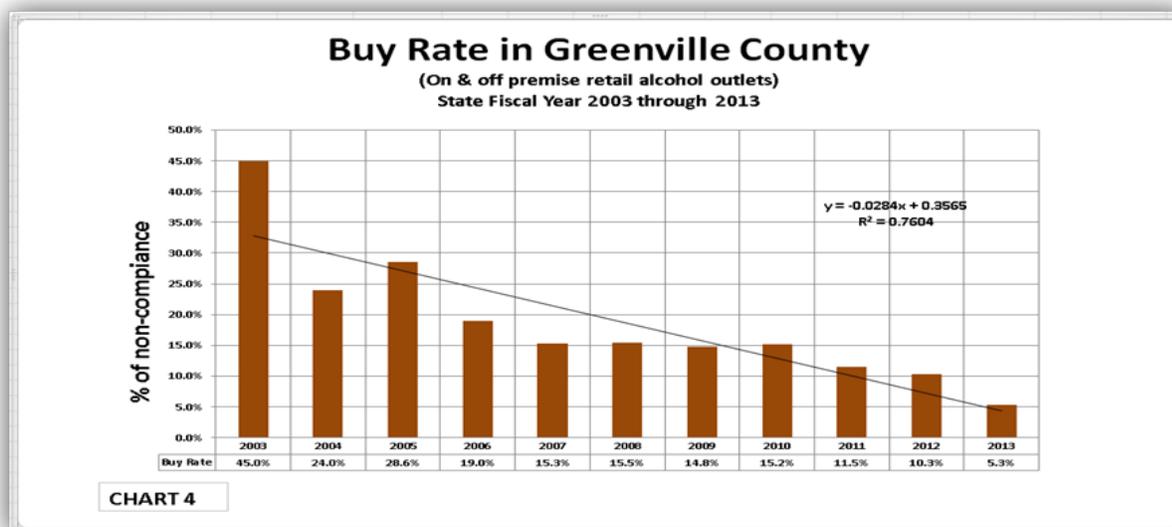


Chart 2 depicts tickets written and cases made in the 18 months leading up to the beginning of the program period in April 2012. In addition, the chart covers the ten-month period of the project. As shown in the chart, actions concerning underage drinking enforcement occurred prior to the beginning of the project. Greenville County law enforcement agencies have participated in statewide underage drinking



enforcement activities since 2007 and several years prior, in cooperation with the Greenville County Enforcing Underage Drinking Laws (EUDL) Coalition. Generally speaking, the number of “sale to minor” cases decreased through each enforcement wave resulting in a lower overall buy rate by the end of the six enforcement waves. Transfer to minor cases generally increased especially during the December enforcement wave because of increased enforcement operations and investigations. Prior to the project, compliance checks were the mainstay enforcement activity. Source investigation training was held in March 2012 and over time; law enforcement officers began focusing efforts on the sources of alcoholic beverages other than compliance checks at retail alcohol outlets. **Chart 3** depicts the array of enforcement operations that occurred in the 18 months leading up to the project period (October 2011) until the conclusion to enforcement activity at the end of the project period (January 2013).

CHART 4 depicts the decrease in buy rate for on premise (bars, restaurants, etc.) and off-premise (convenience stores, groceries, etc.) alcohol outlets. The buy rate is also called the “non-compliance” rate. It is determined by dividing the total number of alcohol outlets checked for underage alcohol sales into the total number of alcohol outlets that actually sold to the undercover underage buyer working with law enforcement. The state fiscal year (FY) runs from July 1 through to the end of June 30 the following year. FY 2012 began on July 1, 2011 and ended June 30, 2012. FY 2013 began July 1, 2012 and ended June 30, 2013. The HVE began in April 2012 (FY 2012) and ended January 2013 (FY 2013). Even though the



campaign ended in January 2013, it appears that during the remainder of FY 2013 alcohol outlets in Greenville County continued to have a low buy rate.

Media Efforts and Results Implementation

The first listed activity was not a media activity but it set the course for successful earned media endeavors throughout the HVE campaign. On November 30, 2011, a kickoff meeting involving key stakeholders in the demonstration project was held at The Phoenix Center. Greenville EUDL Coalition members and personnel from the National Highway Traffic Safety Administration (NHTSA), the Wake Forest School of Medicine Evaluation Team, and The Phoenix Center were present. Twenty-three individuals representing 12 public, non-profit, and private sector organizations attended the meeting. NHTSA, Wake Forest, and The Phoenix Center staff conducted presentations outlining the main points of the project. Consequently, everyone left the meeting with the knowledge necessary to gain a clear

understanding of the enforcement and public education plans. In addition, the representatives of the partner organizations pledged overwhelming support for the project. This meeting was crucial in painting the vision for the project especially as it related to media activities and successful implementation of the plan. In late January 2011, a Facebook page was set up to support social media awareness for the campaign project prior to the official kickoff of the enforcement waves. The page name was *Underage Drinking. Adult Consequences in Greenville County, South Carolina*. The Coalition immediately submitted a copy of the campaign video, produced by The Tombras Group titled *No Worries*, as well as information about the overall purpose of HVE and public education. Advanced notice was provided for the kickoff press conference that was held April 16, 2012. ***Every notable event that occurred during each enforcement wave or between enforcement waves was announced on the Facebook page.*** As a part of the strategic enforcement and public education plan presentation, the Facebook page was discussed at every monthly Coalition meeting. As a result, the number of “Friends” of the campaign Facebook page increased each month. This amplified the extended reach of education about the campaign activities.

The first enforcement wave press conference held on April 16, 2012 was well attended by community, state, and federal partners. Curtis Reece, Prevention Director with The Phoenix Center served as Master of Ceremonies for the press conference. Adam Brickner, the Executive Director at The Phoenix Center; Major Shea Smith, Public Information Officer with the Greenville County Sheriff’s Office; and Michael George, NHTSA Grant Coordinator with The Phoenix Center were speakers at the event. They explained the components of the April HVE Wave. Belinda Jackson, NHTSA Region 4 Program Manager in South Carolina and staff personnel from the South Carolina Department of Public Safety, Office of Highway Safety attend the press conference. Michelle Nienhius with DAODAS joined the press conference to show support for the Greenville-NHTSA HVE campaign. Ms. Nienhius serves as the state EUDL Coordinator with the South Carolina Alcohol Enforcement Teams (SCAET-underage drinking enforcement and education). In addition, Katie Ballard, NHTSA HQ Impaired Driving Division and COTR for the NHTSA HVE Project attended the press conference.

In lieu of a press conference announcing the kickoff for Wave #2, the EUDL Coalition co-hosted a Fake ID and Controlled Party Dispersal Training for law enforcement officers. The training was co-hosted with Furman University, where the training was held. Media outlets sent reporters and camera operators to the party dispersal module of the training. This gave an opportunity for the Coalition to offer information about end-of-school and summer activities that students attend that might include alcohol and underage drinking. Since law enforcement officers attended the training and participated in the mock party dispersal, it showed that law enforcement was interested in making the community safer by preventing alcohol access for youth. In addition, it emphasized the consequences for teenagers and young adults less than 21 years old participating in underage drinking parties.

State Senator Phillip Shoopman sponsored Senate Resolution 1584 recognizing the local work of the Greenville EUDL Coalition, and the South Carolina Senate adopted it on June 6, 2012. Coalition members were invited to the South Carolina State House to be recognized during the reading of the Resolution. The Resolution highlighted the continued work of preventing underage drinking in Greenville County in general and pointed out that Greenville County had been selected as one of the four demonstration sites selected in the United States to work on HVE and investigation of alcohol sources. It should be noted that one key coalition member, Linda Leslie, had been working with a state senator from Greenville County on underage drinking laws for a number of years and he learned of the Greenville EUDL Coalition efforts through Ms. Leslie. She is one of but a couple coalition members that represent the at-large Greenville County community and not a public, private, or non-profit organization. The Senate Resolution was formally presented to the Greenville EUDL Coalition in September 2012. It was included in the press release announcing the beginning of Enforcement Wave # 4 in October 2012.

Two media activities should be highlighted not just because of “hits” during one particular enforcement wave but because they were ongoing throughout the campaign and were considered innovative to draw more media attention about the community efforts. One, the traditional idea of “Letters to the Editor” was extended in the online environment. Linda Leslie submitted letters and op-ed pieces for each enforcement wave. These works were uploaded to social media for additional coverage. Two, media outlets were offered media “ride-alongs” for every enforcement activity. It was noted that even if a particular media outlet did not announce the beginning of the enforcement wave, its staff participated in a ride-along at some point during the two-week enforcement wave. At the media ride-along, law enforcement officers were sure to tie the enforcement activity to the prior media release, especially because each media release tied the enforcement activity and enforcement wave to the overall campaign project.

Another innovative community operation implemented by Coalition members involved Craigslist, the popular online advertising source. The Craigslist operation is an enforcement operation where the police set up a party advertised on Craigslist, that invites individuals to a fabricated party. The “party” is established by a deputy working online as an under 21-year-old female and, posing as the female, the deputy invites individuals to the party with the idea that the individual will provide alcoholic beverages. The deputy states upfront that “she” is underage but requires alcohol for entrance to the party. Case law outlines how officers are to avoid entrapping individuals into doing something that they would not otherwise be disposed to do. Therefore, where and when this enforcement operation is conducted, it does not violate anyone’s rights.

As planned during the Fifth Enforcement Wave, the Alcohol Enforcement Team conducted a Craigslist operation. The law enforcement officers collaborated with an apartment management company to acquire use of an unrented apartment in a gated community. As discussed earlier, one officer assumed the identity of an underage female and advertised a party in which the female solicited alcoholic beverages for New Year’s Eve party. The message on Craigslist directed people interested in attending the party to send a text message to the undercover officer. The message stated that the party needed alcoholic beverages and subsequent follow-up emails/texts were crafted to encourage participation in the party without crossing the line to entrap the individual. Twenty-two subjects responded. Ultimately, those subjects did bring alcohol to the party. The subjects were arrested and processed in an adjoining room away from community volunteers staging the fake party. Twenty-one individuals were charged with 31 charges such as *Transfer of Alcohol to a Minor*. Some suspects were also charged with additional charges (4 drug charges and 1 gun charge). Local FOX News reporters attended the operation and covered the event. Reporters filmed arrests and interviewed law enforcement and community volunteers. The footage was aired as an *In-depth Story* in February 2012. The level of media attention allowed reach to a large portion of Greenville. It engaged community members on the issue of underage drinking prevention by reducing social alcohol sources.

The Phoenix Center secured a variety of donated billboards and live radio PSAs to promote the Greenville HVE project. The billboards included an image of high school/college-aged students and featured the copy, “Are You Making Real Friends or Drinking Buddies?” These billboards also included the Underage Drinking Adult Consequences text and logo. Six billboards were featured around Greenville County during the August enforcement wave and six were featured around Greenville County during the December enforcement wave. Radio PSAs were aired on Entercom Radio stations *B93.7* and *93.3 The Planet*, during the High School Game of the Week Campaign. During October, Phoenix Center staff and youth leaders announced the High School *Game of the Week* and promoted the Greenville HVE Project on four separate occasions.

Evaluation

The fifth step of the SPF involves evaluation meant to monitor programs and determine the effectiveness of the efforts to address the community substance abuse problem. Evaluation should answer the questions of 1) whether the program made a difference (outcomes) and 2) whether it was implemented as planned (process). As such, evaluation is a part of program cycle of continued assessment, planning, capacity building, and evaluation.

One problem that occurred was that high schools slated to be a part of the post program surveys were not able to participate at the last moment due to unforeseen events. This created a challenge for data collection from high school students and their parents. While it created a challenge for evaluation, it did not spell failure for program evaluation. As discussed in more detail later in this section is that alcohol crashes for youth were reduced and the buy rate at retail alcohol outlets dropped to the lowest it had been since the beginning of record-keeping for compliance checks in Greenville County.

Some of the work of the coalition has been supported by state and federal grant funding. Nationally, grant funding to local communities through states to increase enforcement and public education of the legal mandatory drinking laws. Schneider and Ingram (1990) discussed the use of policy tools such as grant programs to implement public policy. High Visibility enforcement (HVE) is seen as an example of deterrence theory, which implies that it is the certainty and swiftness of consequences that changes behavior among violators in communities. In large part, it was the belief that strict enforcement combined with strong public education messages that encouraged the Coalition members to explore underage drinking enforcement and public education to decrease alcohol access to underage teenagers and young adults. Research from multiple sources indicated that enforcement of underage drinking laws combined with community involvement worked together to enhance implementation efforts.

Community coalitions, citizens in various capacities, non-profit organizations, and county as well as municipal agencies are working together to reduce alcohol access to underage youth. Research has pointed to collaboration as one of the main strategies of successful reductions in underage drinking within communities. The collaboration in Greenville on the research project was successful on several aspects of the planning, implementation, and assessment. The speakers will cover these aspects in detail in the presentation.

The EUDL Coalition members were integral in the enforcement and education planning. Consequently, several environmental enforcement strategies were employed during the HVE period waves starting April 2012 and ending January 2013. The planning was a key component of ensuring cultural competency. The monthly discussions and email updates provided to the coalition membership ensured that not only the organizations representation were keep abreast of the project details but in turn those representatives informed their constituency of the plans. The earned and paid media advised county citizens of the impending enforcement waves and press releases submitted after each wave confirmed citizens and coalition members were educated about the enforcement and education opportunities during the waves, too.

One successful enforcement strategy meant to keep alcohol out of the hands of individuals under 21 years old was compliance checks. Law enforcement officers utilize underage individuals as undercover informants and check the compliance with underage alcohol sales. Law enforcement teams visited alcohol retail outlets and the underage informant attempted purchases at those outlets. If the informant purchased alcohol, the sales clerk (off-premise sales) or alcohol server (on premise sales) was ticketed. The buy rate percentage or non-compliance rate is the ratio of the outlets where sales were completed to the total number of alcohol outlets visited. The buy rate in 2013 after the HVE ended was 5.3% while the 2011 buy rate was 11.5%. This

represents a 53.9% decrease in the buy rate prior to the HVE period to post HVE period. *See Chart 1 in this section.*

Crash report data from the South Carolina Department of Public Safety, Office of Highway Safety and Justice Programs indicated a reduction in alcohol related crashes among the focus population (under 21 year olds) in Greenville County, South Carolina. Community-specific monthly times-series measures were used to compare pre-HVE mean alcohol crash data (10 months prior to the HVE period) to post-HVE mean alcohol crash data (10 months after the HVE period). Alcohol related crashes for < 21 year olds decreased 11.8% while the control group (21+ year olds) in alcohol crashes increased 19.4%. The 21 year old and older individuals were considered a control group because the HVE focused on alcohol access to the under 21 year olds. **See Chart 2 in this section.**

This program was successful and it is testament to the positive potential of hard work by community leaders within a collaborative effort. As a final note, the NPN Committee selected representatives from Greenville County to present on this program at the upcoming NPN Conference November 2015. The speakers will share lessons learned from challenges encountered and solutions discovered during the HVE – source investigation underage drinking program and maybe provide information that will offer insight for this program being replicated in other communities across the United States.

Chart 1: Buy Rate in Greenville County

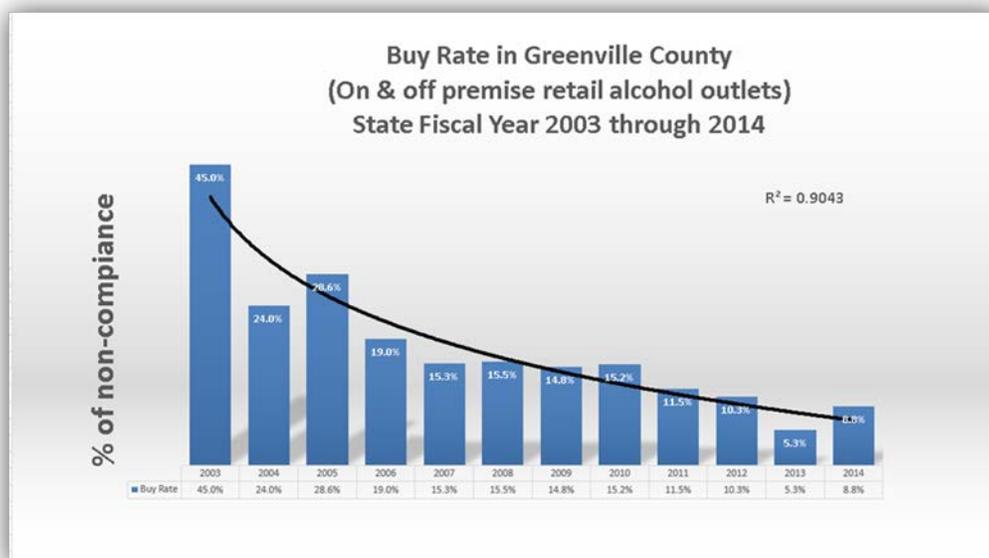
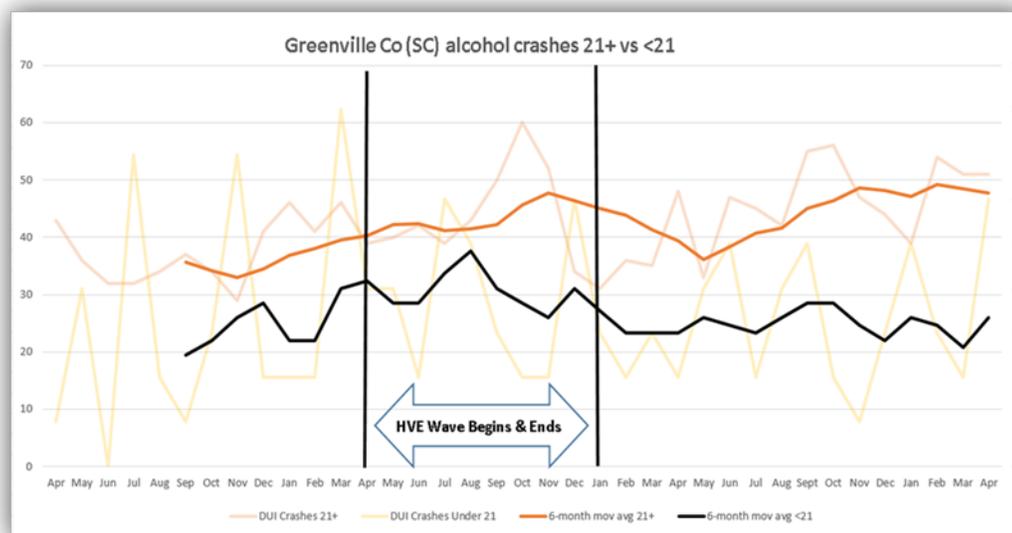


Chart 2: Greenville County Alcohol Crashes for over 21 and under 21

Program Management

The Greenville EUDL Coalition was established by The Phoenix Center of Greenville and is supported by a diverse group of dedicated law enforcement and community partners. The EUDL Coalition focuses on; consistent enforcement of alcohol laws, holding parents and other adults accountable for youth access to alcohol, and addressing media and other community norms, laws, and policies that encourage underage drinking. The EUDL Coalition consists of volunteers only. Coalition members are responsible for the day-to-day operations to include scheduling coalition meetings, facilitating subcommittees, corresponding with the public, monitoring action plans, recruiting volunteers, conducting needs assessments, as well all other functions that sustain the coalition. The following are a couple of examples of how the coalition functions. Coalition members representing The Phoenix Center hosts meetings and serve as the financial agent for the group. Various members volunteer to take monthly minutes for the Coalition. The Phoenix Center staff copy and distribute meeting minutes. Coalition member and attorney, Linda Leslie, leads the coalition policy/legislation initiatives. Likewise, the Greenville County Sheriff's Office assists with coalition press releases by distributing releases to their vast media contacts. Other coalition members share resources from their particular area of expertise (youth, law enforcement, state government, etc.). The Phoenix Center Prevention Manager, Curtis Reece, assumes the role of regular coalition "Facilitator". However, in his absence, other members assume this role creating a shared sense of coalition ownership.

The EUDL Coalition's membership is diverse and dedicated to its mission. The average length of service time for coalition members is 11 years. Most members have been involved with the EUDL initiative since its inception in 2003. The coalition attributes the longevity of its membership to effective meetings, active engagement, mission focused and goal oriented, collaborative partnerships and community engagement, training and education, celebrating successes and member recognition. To strengthen the coalition's effectiveness, the coalition is divided into 4 categories: law enforcement, media, youth, and policy/legislative. Currently, much of the coalition's work occurs within their four standing sub-committees.

The law enforcement subcommittee is comprised of law enforcement officers from every law enforcement agency in Greenville County. The committee includes multi-jurisdictional

Alcohol/Tobacco Enforcement Teams and Narcotics Officers that conduct concerted environmental operations to reduce youth alcohol, tobacco, marijuana, and other drugs use. Matt Smith, the Alcohol Enforcement Team Coordinator for Greenville County, coordinates this committee. He and this team are responsible for the significant reductions in youth access to alcohol and tobacco throughout Greenville and surrounding counties. Matt also serves the Greenville County Sheriff's Office as a community patrol officer.

The Youth subcommittee is responsible for coordinating youth prevention activities to compliment coalition initiatives. This committee includes representatives from the Greenville County Youth Board; a group of high school student leaders who work to prevent youth substance use in Greenville County. The Youth subcommittee has also worked closely with the former DFC grantee by sponsoring an annual Youth Video Contest that highlights the dangers of youth substance use. Youth committee members have starred in radio/television prevention PSAs, coordinated annual Prom Promise campaigns, and hosted annual SAMHSA town hall meetings on underage drinking.

The media/communications subcommittee is responsible for designing and coordinating coalition press releases, PSA's, High Visibility Enforcement campaigns, and other branding/messaging initiatives. This committee included representatives from community media sectors (MADD, local radio, marketing firms, and law enforcement public information officers) and was instrumental in the success of the 10-month NHTSA high visibility enforcement campaign conducted in Greenville County. Committee members coordinated significant amounts of earned media for each seasonal enforcement waves during this NHTSA demonstration site project. Media committee members also produced a local radio PSA that earned a regional Addy Award for excellence in radio advertising.

The policy/legislative committee is responsible for addressing state and local policy to reduce youth substance use. This committee assisted in passing the SC Prevention of Underage Drinking and Access to Alcohol Act of 2007, a bill that made sweeping changes to South Carolina's underage drinking laws. In this one bill, the state instituted keg registration, made youth "consumption" illegal, mandated education/intervention programs upon conviction of "sale to a minor" charges, and raised fines and length of driver's license suspensions for multiple offenses. Locally this committee has worked to institute county business registrations that regulate local alcohol retailers. They also assisted with the passing of a local tobacco ordinance restricting smoking in bars/restaurants in Greenville. Lastly, they successfully passed a local ordinance banning bath salts, K2 and other synthetic drugs in Greenville. The committee is currently working to pass a state bill to mandate merchant education statewide. The bill is named Alli's law, in memory of the committee chairperson's daughter who was killed in a car crash after being served alcohol underage in Greenville.

The Coalition is not a legal entity, so the Phoenix Center provides financial administrative services and serves as its fiscal agent. The Phoenix Center advises the coalition on its financial matters but decisions regarding the expenditures of funds are made collectively within the coalition following Robert's Rules of Order. The Coalition adheres to the Phoenix Center's financial policies and procedures, which are accredited and audited annually by DAODAS and CARF. The Phoenix Center's Finance Manager and the Coalition's Facilitator meet regularly to review budgets and discuss Coalition growth and sustainability efforts. The Phoenix Center has provided substantial in-kind contributions to the Coalition including, office space, copy, resource materials, training funds, and advertising funds. In addition, the coalitions media partners (TV, radio, billboard, etc.) provide in-kind advertising that allows for strong and effective community messaging and HVE campaigns.

The Coalition's AET receives an annual allotment of \$36,500 from the DAODAS to implement countywide underage drinking enforcement strategies. These resources fund a half time AET Coordinator (\$21,600), law enforcement stipends for environmental operations (\$8,000), and training expenses (\$6,900). The Coalition was awarded NHTSA demonstration-site grant funds to implement HVE and

Source Investigations strategies to reduce underage drinking in 2011-2013. NHTSA programmatic funds under this grant totaled \$179,000 and included funding for law enforcement operations (\$45,000), a grant contractor (\$36,000), project supplies/materials/contractual (\$49,500), travel/training (38,500), and Admin/Oversight expenses (\$10,000).

Coalition members, facilitator, and subcommittee leaders work together to ensure that the vision, mission and objectives are aligned and that the group's internal and external communication is sound. Coalition Members and Phoenix Center staff are trained in the nationally recognized SPF process; ensuring that coalition efforts are data driven, evidence-based, outcomes focused, culturally competent, and sustainable. By using the SPF process, many of the coalition's decisions are made simply by following a sound data driven logic model. Members review community data, prioritize community problems, vote on environmental strategies, and delegate activities and tasks to implement strategies and evaluate for effectiveness. Skilled facilitators and committee leaders follow the SPF process, maintain organizational checks and balances, and provide consistent and effective coalition communication.