

2016 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

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



4/28/16

Program Director Signature

Date

NOMINATING AGENCY/ORGANIZATION INFORMATION

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

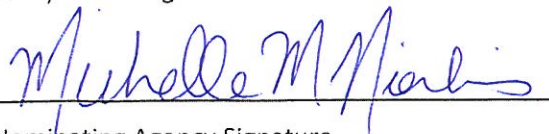
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4/29/16

Nominating Agency Signature

Date

Abstract

The purpose of this 2016 Exemplary Awards for Innovative Substance Abuse Prevention application 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 in late 2011 to early 2013. The application describes the utilization of the Strategic Prevention Framework (SPF) to guide selection, implementation and evaluation of community efforts. The Coalition worked throughout Greenville County with a primary goal 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. Researchers have shown that HVE reduces 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 investigating the sources of alcohol and enforcing underage drinking laws, 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 conducted by the Coalition 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 reduce the harms of underage drinking in communities.

Table of Contents

Philosophy.....3

Needs Assessment.....4

Population Served.....6

Building Capacity7

Strategic Planning8

Implementation9

Evaluation13

Program Management.....16

Philosophy

The focus of this 2016 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 addressed through the Greenville County Enforcing Underage Drinking Laws (EUDL) Coalition. The Coalition was established in 2003, and has developed into a preeminent state leader in reducing underage drinking. The Coalition is supported by a diverse group of dedicated law enforcement and community partners. *The Coalition adheres to a “no illegal use” for individuals under 21 years old by focusing strategies 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 Exemplary Awards 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 largest and most comprehensive providers of prevention and substance abuse services in South Carolina. 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.

The mission of The Phoenix Center Prevention Department is to prevent, delay, and reduce substance use and its negative consequences. The 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 prevention staff has embraced environmental prevention as the 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.

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 (NHTSA). 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. In research and practice, enforcement strategies and public education programs each separately showed promise and were deemed successful in reducing alcohol-related crashes for individuals 20 years old and younger; however, the strategies had not been studied together. In late 2011, federal funding was awarded to The Phoenix Center for work planned through the Coalition. Greenville County became one of four sites selected in the United States.

Needs Assessment

The first step of the Strategic Prevention Framework (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. This SPF 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 agencies and conducted community attitudinal surveys prior to developing a strategic plan to implement the overall program.

TABLE 1 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.

TABLE 1: KEY DATA ASSIMILATED DURING ASSESSMENT PHASE

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 February 2012, a 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 were reviewed. Between July 1, 2010 and June 30, 2011, Greenville city and county law enforcement agencies conducted 1,794 compliance checks, 10 public safety checkpoints, prevented 135 underage drinking parties, and wrote 530 citations related to underage drinking law violations. During the compliance checks, 206 stores sold alcohol to youth. Consequently, the non-compliance or buy rate was 11.5%, which was down from 45% in 2003. Prevention specialists trained 239 clerks and servers in alcohol retail merchant education. South Carolina law requires clerks and servers that sell alcohol to underage individuals to complete retail beverage service education.

In addition to archival data, multiple conferences, monthly Coalition meetings, and face-to-face conversations were conducted to gain the insight about alcohol use and community cultural issues contributing to these problems. Focus groups were held with Coalition partners 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 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 were at 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 were needed to address many of the harms associated with underage drinking. Most Coalition members as well as member organizations had worked with the Coalition since inception in 2003. Therefore, 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. Identification of those individuals at the scene of the transfer, such as a social gathering usually resulted in citations or arrests but it depended on the circumstances. Conversely, when follow-up investigations were required, the follow-up did not always transpire. Training and 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 Coalition guidance implemented 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 an 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. The Coalition membership decided 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

This initiative focused on reducing youth access to alcohol across the entire County of Greenville. 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.

Cultural Diversity

Like many communities, Greenville's demographics are beginning to change. While lacking the diversity of a many other communities in the United States, the county has witnessed an increase of Hispanic residents. As of the 2010 Census, the county is 73% White, 18% African-American, 8% Hispanic and 2% Asian. It is 51.5% female and 48.5% male. It is interesting to note that 7.9% of the population is foreign born which is almost 40% greater than the state average of 4.7%. Compared to the rest of South Carolina it is better educated with 30% of all individuals 25 or higher having a Bachelor's Degree or higher. Fully 24% of the population is under the age of 18 and the area is home to several thousand University, College and Community College students.

The Greenville County School District is largest in the state, serving over 70,000 students spread out across 82 schools and 12 special and early education centers. Economically, Greenville is very similar to the rest of the state with a per capital income of \$25,931 (versus \$23,443 for the state), and a poverty rate of 14.1% (vs. 16.4% for the state). On average, a greater percentage of the population is employed in

Greenville as the area has a 7.4% unemployment rate (vs. 9.4%) according to the U.S. Department of Labor Bureau of Labor Statistics.

To be effective, any community coalition must reflect the individuals it represents. Coalition members knew the overall project strategies would require flexible messaging to find cultural fit. Cultural competency is assured with the fact that the Coalition membership reflects the diversity of the community. The Coalition is currently 82% White, 15% African American and 3% Hispanic. The Coalition has successfully reached out to the Hispanic Community, it will continue to meet with and tailor messages specifically for these groups. Current coalition membership reflects the diversity of the community: it primarily draws from the both the White and African American Communities which make up 91% of the population; it includes youth, adults, parents, professionals, volunteers, and retirees; and it includes members from diverse socio-economic communities/townships throughout the county. Other cultural diversity issues important to the coalition include literacy levels, youth vs. adult messaging, socio-economic status, and faith-based considerations. The Coalition considers each of these identified areas when developing new campaigns and awareness messages. The Coalition has long created separate messages and materials for different audiences. For example, the program used social media and text messaging to specifically target youth populations. The Coalition also tailored the message in the radio campaigns based on the station demographic. All materials and media included a Spanish language component, when applicable.

In addition, Coalition training for members is continuous concerning cultural and diversity issues related to Greenville County. Coalition members as well as Phoenix Center Prevention staff receive regular cultural diversity training as part of their professional development responsibilities. Specialized cultural diversity considerations are provided by media consultants who identify unique cultural elements within the community. Local Entercom Radio media consultants and NHTSA project media consultant, The Tombras Group, provided significant expertise on cultural diversity and community sensitivity related to messages and media campaigns.

Based on the data review and the fact that many Coalition member organizations had county-wide constituencies, the Coalition decided the HVE and Source Investigation campaign would adopt a county-wide focus. The target populations for the underage drinking effort were identified. Certainly, one of the main population groups was individuals under 20 years old or younger. Coalition members, such as law enforcement officers and college and university personnel, identified specific areas of Greenville County to focus enforcement and education strategies. It was essential that Coalition 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 established methods 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 was the 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 the county school system. Phoenix Center prevention specialists are members of GASRO and personnel also have held positions on their board for a number of years. This allowed for a very close partnership, and opportunities to monitor underage drinking issues throughout Greenville County. GASRO members provide tips, assist with underage drinking awareness campaigns, and provide an effective link between the Coalition and the Greenville County School District.

Greenville County 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 Phoenix Center hired the Capacity Coach for the Upstate region and she 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. For the Coalition, planning involved essential members. Once a draft of those plans were developed, the plans were 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 were trained in the nationally recognized SPF process to ensure that coalition efforts were

data driven, evidence-based, outcomes focused, culturally competent, and sustainable. By using the SPF process, many of the Coalition decisions were made simply by following a sound data driven logic model.

As evidenced by the Assessment, Coalition members discovered that alcohol access issues involved more than just retail establishments. 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, 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 (see **TABLE 3** in the Implementation section). 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 and relationships so they could maintain post project efforts 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.

The Coalition used an action plan to outline goals and objectives for the Source Investigation HVE project. Although there was an initial strategic plan, the Coalition decided a flexible and emerging action plan with containing broad goals and objectives would allow adaptability as community conditions and organizational resources changed. **TABLE 2** depicts the basic Strategic Plan for the Coalition. While the Strategic Plan is based on the logic model developed by the Coalition, the Action Plan was much more comprehensive. The Action Plan was updated monthly as conditions within the community changed or evolved. The Action Plan was multiple pages; therefore, the document length does not allow inclusion in this application.

TABLE 2: STRATEGIC GOALS AND OBJECTIVES FOR SOURCE INVESTIGATION HVE PROJECT

ABUSE PRIORITY	Substance Abuse Consequences	Intervening Variables	Underlying Conditions	Strategies
ALCOHOL USE/ABUSE < 21 YOA	< 21 YOA Alcohol related crashes	Enforcement	Low Enforcement of UDL	Shoulder Taps
	Alcohol Harms - < 21 YOA	Social Access	Low Investigation of Alcohol Sources	Compliance Checks
				Controlled Party Dispersals
				Source Investigation
				Public Education of Enforcement (multiple venues)
				Proactive Merchant Education (RBS)

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 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. **TABLE 3** depicts the number of arrests made and citations written during each two-week wave. In addition, **TABLE 3** depicts the number of enforcement operations conducted during each enforcement wave.

TABLE 3: CAMPAIGN SCHEDULE

ENFORCEMENT WAVE #	DATES FOR ENFORCEMENT WAVE	# OF OPERATIONS	# OF CITATIONS OR ARRESTS
FIRST	April 2012 Prom/Spring Break (Apr. 16 – Apr. 30)	239	129
SECOND	June 2012 Summer Break (Jun. 18 – Jun. 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
	Totals	1,145	251

The term “operation” was used to convey the amount of enforcement activity during the wave, yet 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 this model, Coalition 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 **TABLE 3** 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 through Six occurred the last two weeks of the designated enforcement wave month. The campaign schedule with clear indication of “the next steps” was featured at every monthly Coalition meeting, so members were continuously briefed about immediate past and future actions.

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 NHTSA, the Wake Forest School of Medicine Evaluation Team, and The Phoenix Center were present. Twenty-three individuals representing 12 public sector, non-profit sector, 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; the 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 South Carolina Department of Public Safety, Office of Highway Safety (SCDPS OHS) staff personnel attended 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 kick-off press conference 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 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. Law enforcement officers attended the training and participated in the mock party dispersal, so it showed that law enforcement officers were 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. One key coalition member, Linda L. Cousins, had been working with the Greenville County state senator

on underage drinking laws for a number of years and he learned of the Greenville EUDL Coalition efforts through Ms. Cousins. She is one of the 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 Cousins 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 “ridealongs” 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 ridealong, 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 enforcement 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 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 (AET) 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. 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 or 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 arrested with 31 charges such as *Transfer of Alcohol to a Minor*. Some suspects were also charged with additional charges (4 drug charges and a 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.

Several key community-level changes were achieved in Greenville County through the action of this initiative. Alcohol crashes for individuals under 21 years old 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 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. 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 Coalition collaboration on the research project was successful on several aspects of the planning, implementation, and assessment.

The EUDL Coalition members were integral in the enforcement and education planning. Consequently, several environmental enforcement strategies were employed during the HVE period waves between April 2012 and January 2013. The planning by the entire Coalition 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 represented on the Coalition were keep abreast of the project details but in turn the Coalition 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.

The evaluation plan included tracking tickets written and cases made in the 18 months leading up to the beginning of the program period in April 2012. In addition, the evaluation plan covered a review of the ten-month period of the project. Enforcement 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 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

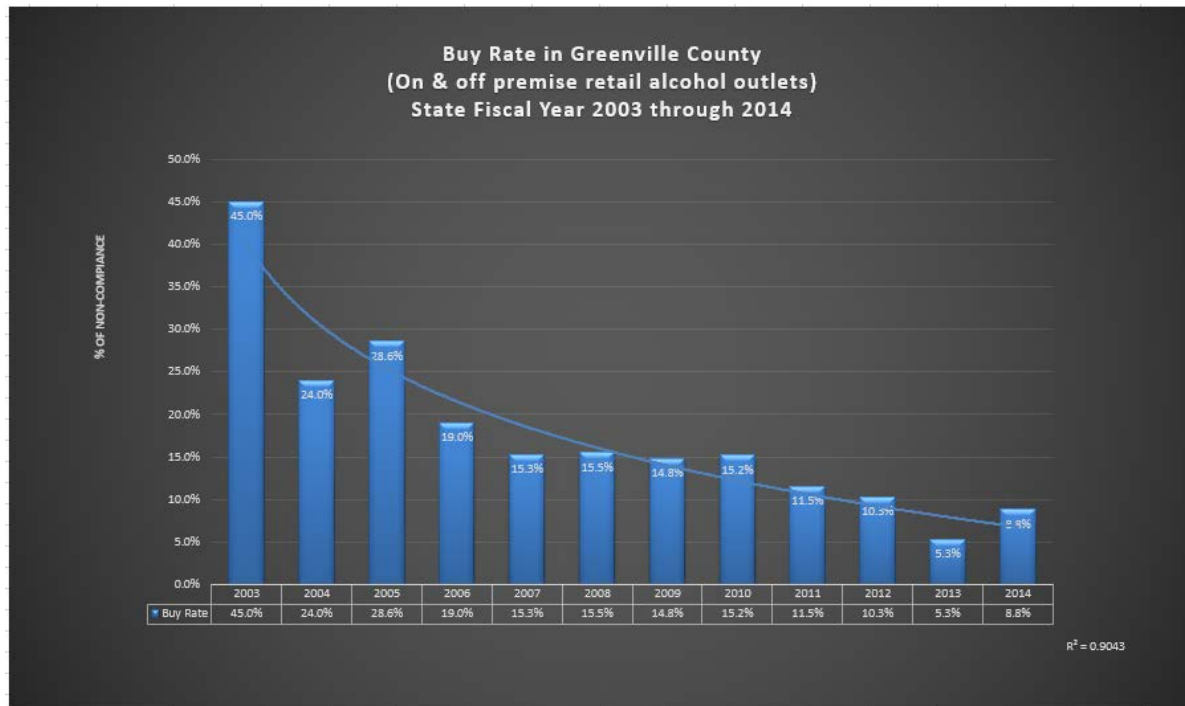
increased especially during the December enforcement wave because of increased enforcement operations and investigations.

The project evaluation team also reviewed 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). 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.

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.**

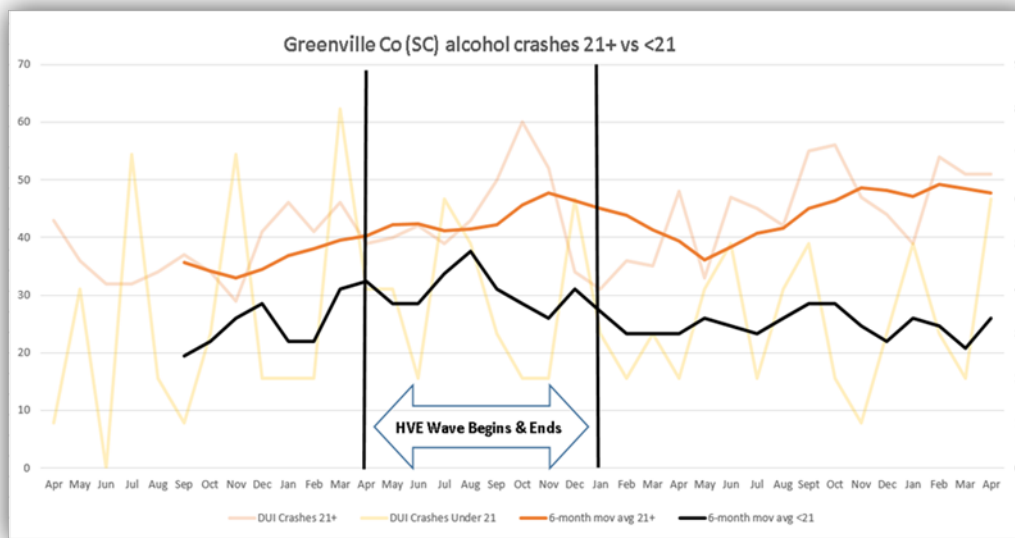
CHART 1 depicts the decrease in buy rate for on premise (bars, restaurants, etc.) and off-premise (convenience stores, groceries, etc.) alcohol outlets. The buy rate is also called the “non-compliance” rate. It is determined by dividing the total number of alcohol outlets checked for underage alcohol 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.

CHART 1: BUY RATE IN GREENVILLE COUNTY



Crash report data from the SCDPS OHSJP indicated a reduction in alcohol related crashes among the focus population (under 21 year olds) in Greenville County. **CHART 2** depicts 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.

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 Cousins, lead the Coalition policy and legislation initiatives. The Greenville County Sheriff's Office assists with Coalition press releases by distributing releases to their county-wide 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.

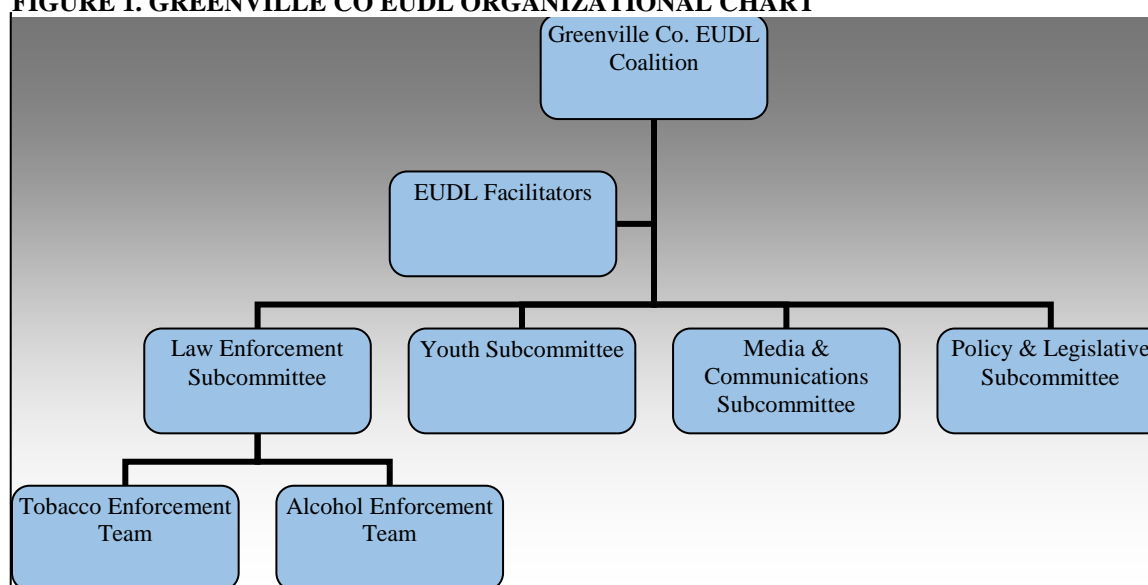
The EUDL Coalition membership is diverse and dedicated to its mission. The average length of service time for coalition members is 11 years with many member being involved with the EUDL initiative since its 2003 inception. The longevity of the Coalition membership is attributed to effective meetings,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

The subcommittees are 1) Law Enforcement Subcommittee, 2) Youth Subcommittee, 3) Media and Communications Subcommittee, and 4) Policy and Legislative Subcommittee. The Law Enforcement subcommittee is comprised of law enforcement officers from every law enforcement agency in Greenville County. This subcommittee includes multi-jurisdictional Alcohol and Tobacco Enforcement Team and the teams are responsible for concerted enforcement operations to reduce youth alcohol, tobacco, marijuana, and other drugs abuse.

The Youth subcommittee is responsible for coordinating youth prevention activities that complements Coalition enforcement and education initiatives. The subcommittee includes Greenville County Youth Board and volunteers from county high schools. The Media and Communications subcommittee is responsible for designing and coordinating Coalition press releases, PSAs, HVE campaigns, and other branding and messaging initiatives. The Policy and Legislative subcommittee is responsible for addressing local as well as state policy to reduce youth substance abuse. This subcommittee assisted in passing changes to the South Carolina underage drinking laws in 2007 and on the local level in working to institute county business regulations to govern local alcohol retailers.

FIGURE 1 depicts the organizational chart for the Coalition. 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 Finance Manager and the Coalition Facilitators 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 Coalition media partners (TV, radio, billboard, etc.) provide in-kind advertising that allows for strong and effective community messaging and HVE campaigns.

FIGURE 1. GREENVILLE CO EUDL ORGANIZATIONAL CHART



The Coalition AET receives an annual allotment of \$36,500 from the DAODAS to implement countywide underage drinking enforcement strategies. **TABLE 4** depicts the budget for the Coalition Source Investigation HVE project. 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, and contractual (\$49,500), travel and training (\$38,500), and Administrative and Oversight expenses (\$10,000).

TABLE 4: BUDGET FOR AET & NHTSA PROJECT (DEC. 2011 – DEC. 2013)

13TH CIRCUIT AET FUNDS FROM DAODAS (GREENVILLE COUNTY)	\$36,500	\$21,600	Part-time AET Coordinator
		\$8,000	Law Enforcement Stipends
		\$6,900	Training Expenses
NHTSA GRANT FUNDS	\$179,000	\$45,000	Law Enforcement Stipends
		\$36,000	Grant Coordinator Contract
		\$49,500	Supplies, Materials, & Contractual
		\$38,500	Travel & Training
		\$10,000	Administrative & Oversight expenses
TOTAL AVAILABLE FUNDS	\$215,500.00	\$215,500.00	Project Expenses

Conclusion

This application highlights an innovative community initiative that resulted in significant community level changes in Greenville County. Greenville County EUDL Coalition Members successfully integrated high visibility enforcement (HVE) and routine source investigations into its existing underage drinking enforcement efforts. These initiatives outlined in this application have continued to the present day and established a higher standard of program effectiveness among Greenville law enforcement and community partners. The Greenville EUDL Coalition and AET partners continue to conduct comprehensive enforcement strategies on a monthly basis to reduce youth access to alcohol. HVE campaigns also continue and are implemented during high risk time periods. The establishment of source investigations training and practice in Greenville County have also been adopted and expanded throughout South Carolina via the SC Alcohol Enforcement Team (AET) network.

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. Sustainability is built into the Coalition processes to maintain existing efforts continue despite grant changes, political priorities, and staff transitions. Coalition members, facilitators, and subcommittee leaders work together to ensure that the vision, mission and objectives are sound and sustainable. Greenville County's innovative efforts to reduce underage drinking are now being applied to DUI prevention, marijuana prevention, and prescription drug abuse prevention. Thank you for the opportunity to showcase our local innovative community strategies and compete in the National Exemplary Award Program. It's an honor to be considered among the other great community programs that are saving lives across our country.