The Maryland Collaborative to Reduce College Drinking and Related Problems:

Texas Behavioral Health Institute 2016

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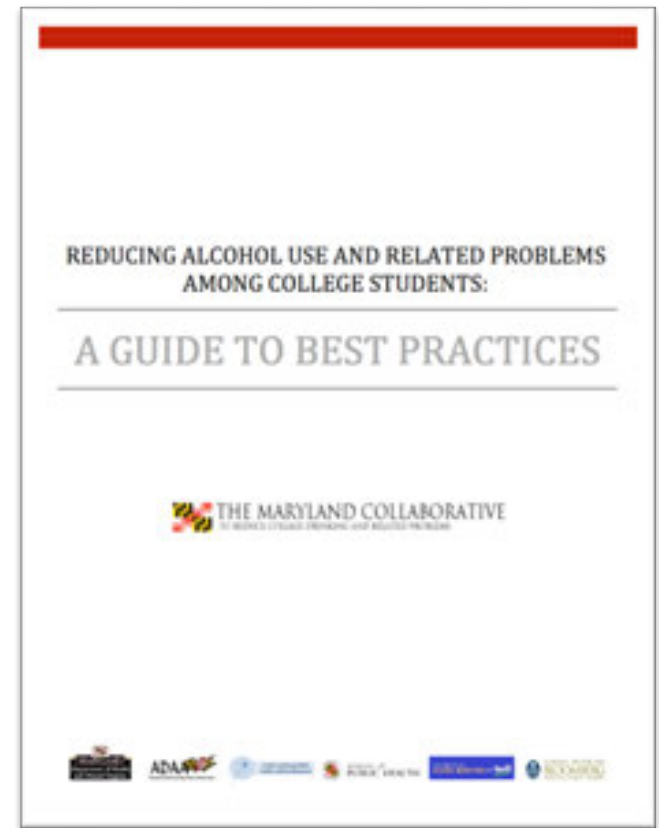
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- University of Maryland, College Park
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Overview

- Two parts:
  - Introduction to the Maryland Collaborative
  - **Case study of how we work to bring about environmental change**

Effective Best Practices Include…

- Social Host Ordinances
- Multi-component interventions with community mobilization
- Restricting alcohol marketing
- Compliance checks for alcohol outlets
- Enforcing false ID laws

REDUCING ALCOHOL USE AND RELATED PROBLEMS AMONG COLLEGE STUDENTS:

A GUIDE TO BEST PRACTICES

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5 Steps to Environmental Change

1. Form campus-community coalitions

2. Identify high-risk drinking "hot spots"

3. Choose a best practice strategy to address those "hot spots"

4. Work together to implement the strategy

5. Evaluate outcomes

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Identified Environmental Strategies

Local Social Host Ordinance

- Frostburg State University
- Johns Hopkins University
- Towson University
- Goucher College
- UMBC
- UMES

Enhanced Enforcement

- Loyola University
- McDaniel College
- Naval Academy

Landlord Lease Agreements

- Allegany College

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Campus Alcohol Policies

- Collected all publicly available policies via web
- Analyzing each campus' alcohol policies for:
  - Clarity
  - Accessibility
  - Effectiveness
- Delphi Panel of experts rating 38 policies and 13 consequences for effectiveness
- Will classify policies according to effectiveness and provide feedback to campuses

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Governance Council Activities

- Presidents of the Maryland Collaborative were instrumental in passing legislation:
  - To ban the retail sale of extreme-strength alcohol (190-proof and stronger) in Maryland
  - To get a 2-year moratorium on the retail sale of powdered alcohol in Maryland

Environmental scans

- Developed nine scanning instruments to collect data in off-campus and on-campus environments that can contribute to high-risk drinking

- Provide detailed information that can be used to identify evidence-based strategies well-suited to address problems and/or support existing policies

- Towson and Annapolis outlets near member campuses scanned by students

Sale
REGULAR PRICE
Clearance 'Sale
SALE PRICE $ 1.00

CERVEZA
XX
DOS EQUIS

HAPPY HOUR
TIL 7PM

STAY THIRSTY, my friends

11-18-10
BACARDI TAKES OVER
MUGSHOT N🍺GHT
BACARDI DRINK SPECIALS ALL NIGHT

$1 MUGS OF BEER $2 MYSTERY SHOTS

BEER SPECIALS
PACIFICO   CORONA
COORS LIGHT $3   MILLER LIGHT
BLUE MOON   HEINEKEN

MIX SPECIALS
42 BELOW   el Jimador
VODKA $5   MARGARITA
REDBULL
AMF $3 BACARDI   LONG
          MIX DRINK   ISLAND

GO BIG OR GO HOME
50 OUNCE PITCHERS
MUST OWN NATIVE LOUNGE TO PURCHASE

HIGHLIFE   MILLER LIGHT $12 BACARDI   42 BELOW
DRAFT   COORS LIGHT   MIX PITCHER   VODKA
            BLUE MOON   REDBULL
            HEINEKEN   el Jimador   LONG
            PACIFICO   MARGARITA   ISLAND
            CORONA

$4 | $12 | AMF $20
PATIO BEIRUT

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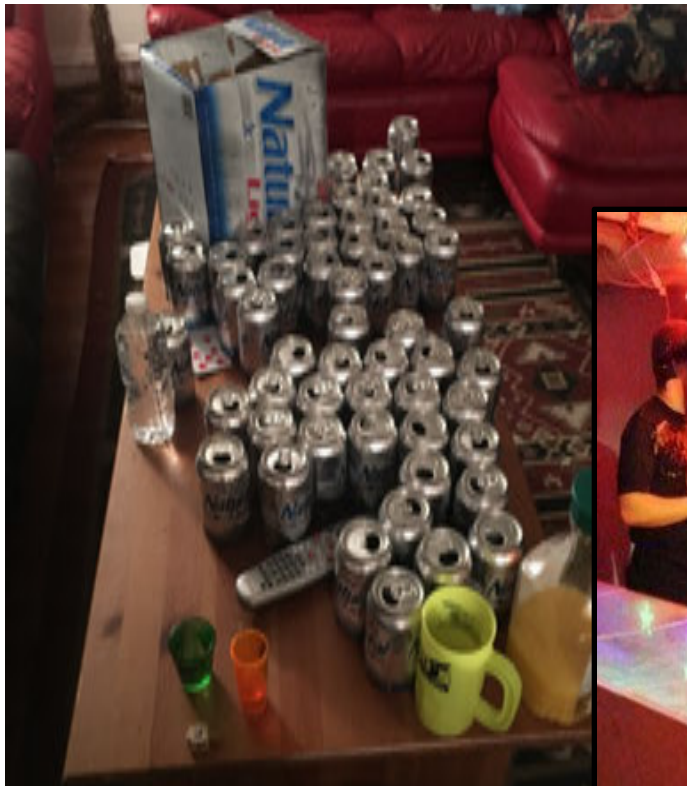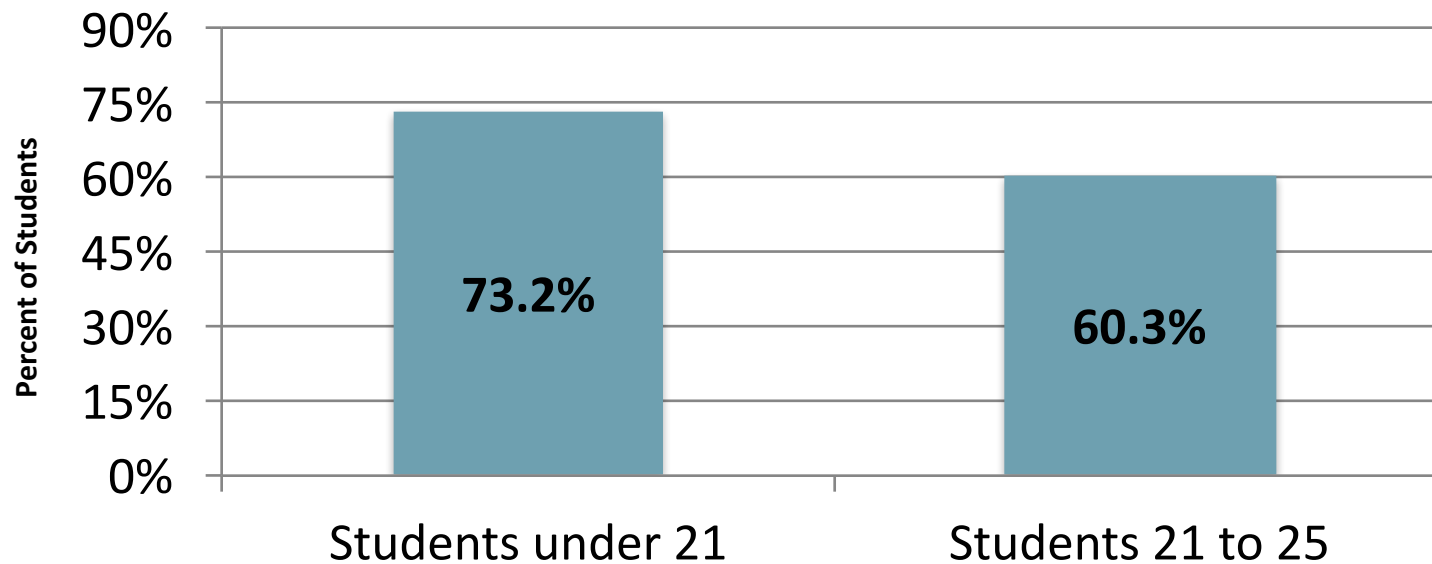
Case Study: Environmental Change

- **Hotspots**
  - Identify the environments where excessive drinking is occurring
  - Social vs. Commercial settings

- **Evidence-based Approach**
  - Identify a best practice approach to addressing that environment to reduce and/or prevent excessive drinking

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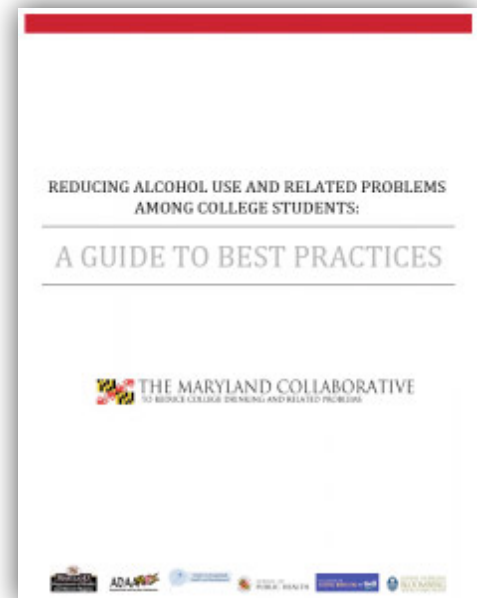
Hotspot for high-risk drinking

Percentage of past-month drinkers who drank at least once in the past month at an off-campus house party. (MD-CAS)

Bar chart — Percent of Students (y-axis: 0% to 90%):
- Students under 21: 73.2%
- Students 21 to 25: 60.3%

Social Host Policies

A tool to reduce college drinking and loud and unruly social gatherings

Why SHO are effective

Theory of Deterrence

1. Swift
2. Certain
3. Severe

Evidence of effectiveness

- Fewer police calls for service related to disturbances

- Adolescents are less likely to drink in large peer groups

How they work

1. Allow law enforcement to write *civil* citations, similar to traffic tickets, to the property owners, property managers and/or hosts of loud and unruly parties;
2. Levy a fine for a first offense and fines increasing in severity for subsequent offenses at the same location;
3. Can enable local governments to recover costs for repeated law enforcement or other emergency service responses to a property.

Three Maryland SHO

June 2015 — **Baltimore City (15-0540)**

Jan 2016 — **Baltimore County (90-15)**

April 2016 — **Princess Anne (2016-1)**

10 Policy Advocacy Steps

1. Develop a policy action statement
2. Engage enforcement
3. Collect data to establish a legal basis
4. Make your case
5. Draft policy language
6. Use media advocacy
7. Mobilize support and provide community education
8. Get the policy adopted
9. Ensure enforcement of the policy
10. Evaluate campaign effectiveness

Step 1: Develop a Policy Action Statement

The <u>Baltimore City Council</u> will pass a civil Social Host Ordinance holding accountable those who host and allow loud and unruly parties to persist.

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Step 2: Engage Enforcement

- Include enforcement from the beginning to help:

    - Collect local data
    - Identify local conditions
    - Select policy response(s)
    - Draft policy language

Step 2: Engage Enforcement

Baltimore City +++	Baltimore County ++	Princess Anne +++
Support from upper command, Commissioner's top advisors supportive **Provided testimony at public hearing**	**Support from lower command, Chief was not supportive** **Helped design policy, encouraging community service in addition to fines**	**Support from upper command, Chief was supportive** **Provided testimony at public hearing**

Step 3:
Compile Relevant Data

Compile appropriate data to:

- Substantiate and define the <u>local conditions</u> and its consequences in the community

- Establish an evidence base for the <u>proposed policy solution</u>

- Using both <u>quantitative</u> and <u>qualitative</u> data

Step 3: Compiling Data

Baltimore City ++	Baltimore County +++	Princess Anne +
Qualitative data - Quotes from neighbors - Pictures **Quantitative data** - Data provided by city universities, including neighborhood calls for service - Consumption data	**Qualitative data** - Quotes from neighbors, law enforcement - Pictures **Quantitative data** - Police calls for service from enforcement - Neighborhood complaint, alcohol transports and consumption data form university	**Qualitative data** - Pictures **Quantitative data** - Police calls for service form enforcement - Consumption data for college by university

Excessive Drinking & Consequences

Nuisances and Noise

High-risk drinking Hotspots

Percentage of past-month drinkers who drank at least once in the past month at an off-campus house party. (MD-CAS)

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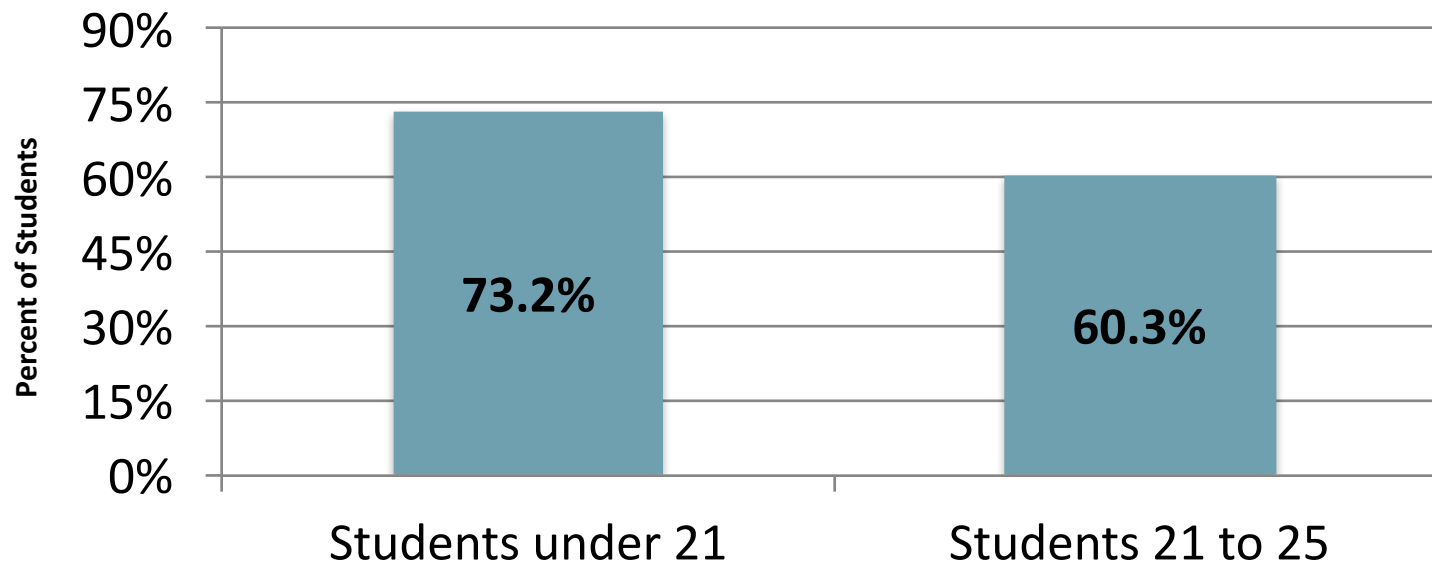
Alcohol-related Consequences

Consequence	Percent of students
Had a hangover	64.3%
Blacked out (forgot where you were or what you did)	33.6%
Performed poorly on a test/project and/or missed a...	23.9%
Rode in a car driven by someone who had been...	20.3%
Had unprotected sex	15.2%
Got hurt or injured	13.9%
Drove a car when you had been drinking alcohol	13.1%
Physically injured yourself	9.4%
Damaged property	8.3%
Got in trouble with residence hall staff or other...	7.9%
Got taken advantage of sexually	6.9%
Drove a car or other vehicle while drunk	5.8%
Got in trouble with campus police	3.8%
Physically injured someone else	3.1%
Got in trouble with off-campus police	2.9%
Had sex with someone without their consent	0.8%
Arrested for DWI/DUI	0.7%

Percent of students

Step 4: Making Your Case

Create an *Issue Brief* that:

- Describes the problem and its impact on the community

- Identify costs to community if problem is not resolved

- Explain how the proposed policy addresses community concerns

- Identifies ways for community members to get involved

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Document 1: Baltimore County Social Host Ordinance

- Most of the alcohol young peopl[e]... drinking occasions. [1]
- Nearly half of Maryland college s... and under 21) binge drank during... similar to the national average.[2]
- Binge drinkers do so often: appro... students who drank in the past m... drinking 1-to-4 or more times in a...
- Among past month drinkers, their... number of drinks is 8 for males an...

Overview

Excessive alcohol use among underage and college students is a serious public health issue. Despite the minimum legal purchasing age of 21, young people aged 12 to 20 drank 11% of the alcohol consumed in the U.S. in 2002.[3] Youth who begin drinking before the age of 15 are five times more likely to have an alcohol problem.

including dependence, motor vehicle crashes or violence, later in life than those who wait to drink until they are 21.[4] The younger a person is when they start drinking, the greater their risk for excessive drinking in college.[5] While we have made great progress in reducing drinking among high school students in recent years,

there has... in reduci... college s... CDC def... alcohol u... age drin... pregnan... drinking.... refers to... drinks for... more for... two hou...

Access & Availability

Young people across the nation report alcohol is easy to get from social settings (noncommercial sources of alcohol, often private parties), as well as bars and liquor stores,[6] and the same is true in Maryland: over 90% of college students reported that alcohol was either easy or very easy for someone under 21 to obtain.[7] Reducing young people's ease of access to alcohol, in both social and commercial settings, is a critical step to addressing excessive drinking among college students.

Document 2: The Baltimore City Safe and Quiet Neighborhoods Ordinance

The Problem: Loud and Unruly House Parties

Crowds blocking the street and sidewalk, public urination, vandalism, loud music playing all hours of the night, littering, sexual assaults and fights – these are some of the problems neighbors in Baltimore City experience as a result of loud and unruly house parties. These quality of life issues and resulting decreased property values are major sources of frustration for residents living in neighborhoods with party houses.

Nearby residents are not the only ones whose health and safety are compromised as a result of these parties. Too often, young people engage in excessive drinking, which can lead to a range of alcohol-related problems, including sexual assaults, drinking and driving and violence[1] as well as other consequences such as blackouts, vomiting and alcohol poisoning.

In Maryland, students who drank at an off-campus party in the past month were more than 1.5 times as likely to ride with a drinking driver, be taken advantage of sexually, have unprotected sex, or have sex with someone without their consent, compared to those who did not drink at an off-campus party.[2]

"On our way to church this morning, my wife and I were struck by the sight of several bright red plastic cups strewn in the street.... it was clear that serious drinking is taking place in that house by the beer bottles and cans that were strewn all over the front porch and steps...

Many student tenants have had a history of drunken, sloppy behavior that have made life difficult for those of us who simply want a quality life in a quiet neighborhood."

Baltimore City Resident

A Possible Solution:
A Safe and Quiet Neighborhoods Ordinance

COMMUNITIES ACROSS THE COUNTRY have responded to these problems with local ordinances to support safe and quiet neighborhoods. Also known as "social host ordinances," in Baltimore City such an ordinance can:

- Allow the police to write civil citations, similar to traffic tickets, to the property owners, property managers and/or hosts of loud and unruly parties;
- Levy a $500 fine for a first offense, and a $1,000 fine for subsequent offences within a 12 month period;
- Do away with the burdensome administrative requirements of the current Neighborhood Nuisance law;
- Make law enforcement's job easier, making the law more effective, and making neighborhoods safer, healthier, and more enjoyable for all.

Document 3 (partial)

... Parties . . .

...d college students is a serious ...mong college students have ..., risky sexual behaviors, and

...underage drinking, drinking by ...nge drinking" refers to having ...r more for females, in about

...t alcohol is easy to get from ... alcohol, often private parties), ...

...5 students reported that alcohol ...Reducing young people's access ...l settings, is a critical step to ...llege students.

...1 and 55% between ...n off-campus party

Step 5: Policy Language

Draft policy language

- Research similar policy examples from other communities
- Tie to local conditions
- Clarify legal basis
- Compile supporting documents (case law, etc..)
- Control the language
- Work with the City Attorney/County Counsel

Step 5: Policy Language

Baltimore City +++	Baltimore County +++	Princess Anne +++
- Provided model language - City bill drafter inserted into Baltimore City code	- Provided model language to legal public health expert who integrated into Baltimore County code - County bill drafter did final touches, amendments	- Provided model language to legal public health expert who integrated into Princess Anne's code - Town Attorney did final touches, amendments

Step 6: Work with Media

- Framing for Content
  - Messaging and core values
    - Accountability for students and property owner,
    - Safety of students
    - Protection of tax payers
- Framing for Access
  - Op-eds, letters to editor, news releases, news conferences

Step 6: Work with Media

Baltimore City +	Baltimore County +++	Princess Anne ++
- One print news story	- Two print stories - One editorial - Two TV stories	- Four print news stories

Step 7: Community Organizing

Community organizing involves a "top down" and "bottom up" approach that includes:

- Engaging policy makers and "influencers" using a Power Analysis
- Mobilizing "grasstops" support & providing community education

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Power Analysis

Assess the Individuals Who Can Give You What You Want

Who has the power to adopt your policy?

Who are the most important individuals?	Who must you talk with before you approach the him/her?	How do you influence them if they are elected officials?	What is the self-interest of each?	Who will approach this person?

Step 7: Community Organizing

Baltimore City +++	Baltimore County ++	Princess Anne ++

- **Top-down approach**
  - University support
  - Neighborhood support
  - BCPD support
  - City administration supportive
	- **Bottom-up approach**
	  - Strong neighborhood support, led organizing
	  - University neutral
	  - County administration opposing
	  - BCPD neutral
		- **Top-down approach**
		  - University staff led organizing to bring policy solution to city leadership
		  - City leadership, police carried it
		  - Minimal community support
		  - University ambivalent

Step 8:
Get the Policy Adopted

- Collaborative members prepare presentation to decision makers

- Use the talking points and "frame" developed in the issue brief and used in the media advocacy

- Know which decision makers support or oppose your policy before making presentation

Step 8: Policy Adoption

Baltimore City +++	Baltimore County ++	Princess Anne ++

- **Passed June 2015**
  - 2 years to adopt
 	
- **Legislation**
  - $500 for 1st offense, $1000 for 2nd and sub
  - 12-month look back period for enhancement
  - Holds host and landlords accountable
  - Can give warning, but don't have to
  - Affirmative defense
	- **Passed January 2016**
	  - 3 years to adopt
	  - 2 introductions (8/15, 12/15)
	
	- **Legislation**
	  - $500 for 1st offense, $1,000 for 2nd and sub offense
	  - 24-month look back period
	  - Tied to rental permit
	  - Holds host and landlords accountable
	  - Must give warning first to host and landlord
	  - Affirmative defense
	  - Only in 2 geographic areas by universities, only for 6-unit dwellings or fewer, 2-year pilot program,
		- **Passed April 2016**
		  - 3 years to adopt
		
		- **Legislation**
		  - $500 for 1st offense, $1000 for 2nd and sub
		  - 12-month look back period for enhancement
		  - Holds host and landlords accountable
		  - Can give warning, but don't have to
		  - Affirmative defense *lose if you have 3 or more offenses in 12 months

Step 9:
Ensure Policy Enforcement

- <u>Analyze</u> potential barriers to enforcement after policy is passed

- <u>Collaborate</u> with law enforcement to develop potential solutions to barriers in order to ensure that the policy will be implemented and enforced after passage

- <u>Determine</u> ways to bolster enforcement efforts with Collaborative and community support

Step 9: Ensure Policy Adoption

Baltimore City +++	Baltimore County +++	Princess Anne +++
- Engaged enforcement early, invested to enforce - Multiple meetings with enforcement to discuss implementation strategy - Tracking appeals through courts	- Engaged enforcement early, invested to enforce - Held meetings with precinct captains to discuss implementation - Created spreadsheet to help track cases - Report quarterly	- Engaged enforcement early, invested to enforce - Meetings need to be held to discuss tracking cases - Just went into effect recently

Step 10: Evaluation

- Evaluate campaign effectiveness
    - Passage of policy
    - Implementation & enforcement of policy
    - Collaborative cohesiveness & momentum for future policy work
    - Change in norms & community discussion about alcohol-related problems
    - Foundation built for additional alcohol policies

Step 10: Evaluation

Baltimore City +++	Baltimore County	Princess Anne
40 citations issued first 7 months 24% reduction in calls for service Anecdotal evidence from community members	TBD Must prove effective to keep ordinance	TBD

Lessons Learned

- **Data are key, but only foot in the door**
- **Must have community support, multiple stakeholders**
  - University, parents, schools, law enforcement, churches, neighborhood associations, etc.
- **Allies and opposition change**
- **Relationships, relationships, relationships**
  - Luck = Preparation + opportunity
- **Flexible and creative**
- **Last man standing**

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Barriers

- Access to legal expertise and technical advisor
- Policy adoption experience
- Relationships with community, enforcement, etc.
- Political will
  - City/County leadership, enforcement, etc.
- Powerful interests
  - Landlords, property owners

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El Paso SHO

Letters: 'Social host' ordinance is good step for El Paso

(Photo: Thinkstock.com)

f 30 | **CONNECT** | **TWEET** | **in** LINKEDIN | **COMMENT** | **EMAIL** | **MORE**

'Social host' ordinance is good step for El Paso

I graduated from high school in El Paso in 2010, and in my four years there, I watched too many of my peers be in danger at house parties where alcohol was easily available.

Too many parents turned their heads and hoped disaster would not happen. I think that El Paso can do better.

We were the first city in Texas that passed a smoke-free law and now we have the opportunity to pass the first civil "social host" ordinance in the state. I was so proud to be at the City Council meeting on April 19 when the council made it clear that they want a civil ordinance in El Paso.

No young person wants to lose one of their friends to an alcohol-related crash, fall or poisoning. I want to believe that I live in a city that does the right thing for its young people. I hope the city will pass this ordinance soon.

Noe Acosta

East Side

7:04 p.m. MDT May 21, 2016

(Photo: Getty Images / iStockphoto)

f 94 | **CONNECT** | **TWEET** | **in** LINKEDIN | **COMMENT** | **EMAIL** | **MORE**

El Paso social host ordinance good idea

I am very pleased and proud of a City Council that recently voted unanimously to direct the city attorney "to research and implement a civil social host ordinance."

I am especially pleased that community partners have come together to protect the public health and safety of our youth to reduce underage drinking and to help in being the first to pass the social host ordinance in the state of Texas.

This opportunity will increase awareness about the dangers of house parties and assure parents that our youth are safe in parties that they attend. As a parent who experienced firsthand the trauma of having a child go through the ordeal of an underage drinking incident at a house party, I want assurance that parents are aware that they are responsible for making positive choices when youth are in their homes.

I do understand that as parents we are responsible and we cannot send mixed messages to our developing youth. We need to make our community aware that we do have an underage drinking problem because it is happening in our back yards.

Julie Priego

Central El Paso

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Thank you!

www.marylandcollaborative.org