

# Topics in Campus Threat Prevention

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# Introduction

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Being on campus in this day and age can be both exhilarating and frightening. So much can go right, as we see on a daily basis. And so much can go wrong as numerous threats loom overhead. The safety of students, faculty and staff is a number one campus concern. Many constituents are involved in the threat prevention process—and chances are that you are one of them. We've created *Topics in Campus Threat Prevention* to assist you in this important task as you strive to work knowledgeably and proactively in keeping your campus—and your students—safe.

You'll find four base sections in this initial version of the binder, including:

- The Clery Act
- Alcohol on Campus
- Student Violence
- Protecting Campus Property

That's just to get you started. Six additional topics will be mailed to you throughout the coming year, focusing on pressing campus issues that may pose a threat. We'll send you the most up-to-date information available.

Inside each section, you'll find:

- A Topic Overview that provides the latest information and data on the topic.
- Expert Opinions from campuses everywhere.
- Best Practices that highlight what's happening—and working—on other campuses.
- Training Topics that offer case studies, discussion questions and key presentation points for use with various campus trainees.
- Resources to help you dig deeper into a particular topic.

Our goal is to keep you and your staff up-to-date and prepared for a variety of campus threats. There is proactive work to be done and best practices at other schools from which we can learn. Preparedness training can be invaluable for peace of mind during the calm moments and effective, potentially life-saving action when threats come to life.

We wish you the best as you face both the joys and the challenges of life on campus.

Sincerely,

*The Folks at PaperClip Communications*

# The Jeanne Clery Act

## Topic Overview

The Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act is a key piece of federal legislation when it comes to campus threat prevention. This act, originally known as the “Crime Awareness and Campus Security Act of 1990,” has an impact on virtually every campus in this country and it specifically refers to the threats faced by college students.

On April 5, 1986, Jeanne Clery, a 19-year-old freshman at Lehigh University in Pennsylvania, was assaulted and murdered while asleep in her residence hall room. The killer, a fellow student, entered her hall through a propped open door.

Jeanne’s parents, Connie and Howard Clery, learned that the students at Lehigh had not been told about 38 violent crimes which had occurred on campus

in the three years preceding Jeanne’s murder. This led the Clerys to instigate a crusade to legislate the reporting of campus crimes. They began by working to get a law passed in their home state of Pennsylvania, and then joined forces with other campus crime victims to work toward federal legislation.

The “Clery Bill” (H.R.3344, S.1925, S.1930) was introduced into Congress on Sept. 6, 1989 and was signed into law on Nov. 8, 1990 by President George Bush as Title 2 of the “Student Right-to-Know and Campus Security Act.” The law went into effect on Sept. 1, 1991 and the U.S. Department of Education (DOE) was charged with enforcement.

Since 1990, the law has been amended several times. The first amendments came in 1992. Basic rights were added that schools need to give to survivors of sexual assaults; student-on-student assaults or date-rape survivors were specifically addressed. In 1998, new categories were added to the crime statistics. Now crimes that occur on public property in and immediately adjacent to the campus must be included in the statistics. A geographic breakdown of statistics and a daily public crime log were also added to the requirements. The DOE is now required to centrally collect the crime statistics and make them publicly available.

At this time, the law was also formally named in memory of Jeanne Clery. These amendments were signed into law on Oct. 7, 1998 by President Bill Clinton as part of the “Higher Education Amendments of 1998.”

In 2000, the law was amended again to require universities and colleges to notify the campus community about where public “Megan’s Law” information regarding registered sex offenders on campus could be obtained.

### Basic Requirements

Currently, institutions are permitted to post their statistics on the Internet to meet the requirements of the law. The DOE can fine schools up to \$25,000 for non-compliance.

## Megan’s Law

In July 1994, 7-year-old Megan Kanka was lured into her neighbor’s home, raped and murdered. The neighbor, Jesse Timmendequas, had two previous sex convictions. However, this was unknown to the community residents.

Megan’s mother, Maureen Kanka, began to campaign for a law that required neighbors be notified when sex criminals move into a community after they have served their time in prison.

Within three months, Governor Christie Todd Whitman signed Megan’s Law into effect in New Jersey. This laid the groundwork for a national Megan’s Law to be passed by Congress in 1996.

The requirements about who is to be notified regarding the location of sex offenders varies from state to state as some have stricter requirements than the national law. The national law does not mandate community notification. For more information, visit <http://www.parentsformeganslaw.com/>.

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All post-secondary institutions, both public and private, that receive federal financial assistance are required to comply with The Clery Act. They must report crimes in 10 categories and publish a statistical report of crimes committed in these categories for the past three years.

The report must contain:

- the campus security policies and procedures
- the law enforcement authority status of security personnel, including their working relationship with state and local police agencies
- a description of drug and alcohol abuse, crime prevention and sexual assault education programs available to the campus
- actual campus crime statistics

(source: "Student Media Guide to the Clery Act," Student Press Law Center)

In addition to reporting the crimes in the 10 categories, the statistics must be broken down geographically. The report must indicate whether the crimes occurred:

- on campus
- in a student residence hall
- in or on a campus building or property
- on public property

The amendments of 1998 and 1999 sought to end some of the administrative confusion by clarifying and expanding the geographic reporting areas. *Campus* refers to "any building or property owned or controlled by" an institution. Plus, it also refers to "property within the same reasonably contiguous geographic area of the institution that is owned by the institution but controlled by another person, is used by students and supports institutional students."

*Non-campus building* means "any building or property owned or controlled by a student organization recognized by the institution" and "any building or property owned or controlled by an institution that is used

in direct support of, or in relation to, the institution's educational purposes, is used by students and is not within the same reasonable contiguous geographic area of the institution."

*Public property* refers to "all public property that is within the same reasonably contiguous geographic area of the institution such as a sidewalk, street, other thoroughfare or parking facility and is adjacent to a facility owned or controlled by the institution if the facility is used by the institution in direct support of or in a manner related to the institution's educational purposes."

(source: "Student Media Guide to the Clery Act," Student Press Law Center)

Crimes that occur on privately owned property that is not controlled by the school in any way but is yet visited frequently by students do not need to be reported. Schools do, however, have to report some off-campus crimes. To do so, school personnel must make a "good

### Types of Crimes that Must be Included in the Statistical Report

1. Criminal Homicide (separated into murder and nonnegligent homicide and negligent manslaughter)
2. Sex Offenses (separated into forcible and non-forcible)
3. Robbery
4. Aggravated Assault
5. Burglary
6. Motor Vehicle Theft
7. Arson
8. Liquor Law Violations
9. Drug Law Violations
10. Illegal Weapons Possession

In addition, a hate crime component states that statistics must be maintained for any of these crimes or any other crime that involves injury in which the victim was intentionally selected because of race, gender, religion, sexual orientation, disability or ethnicity.

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faith effort” to obtain crime statistics from local state or police agencies.

Colleges and universities are permitted to use a published map that indicates on-campus, off-campus and public property and then report crime based on this map. The map must be provided to the campus community, however, and must provide an accurate description of the area.

The Clery Act now also specifically dictates which campus personnel must report crimes. Campus security personnel and any “official of the institution who has significant responsibility for student and campus activities” should report criminal acts for inclusion in the report. Colleges and universities are also required to make efforts to attain crime information from local police.

Those who should be reporting crimes include:

- anyone the college designates as someone to whom crimes should be reported
- campus and local law enforcement or public safety
- any official institution who has significant responsibility for student and campus activities
- non-police individuals responsible for campus security

*(source: 2002 Whitepaper “Complying with the Clery Act: The Advanced Course,” The National Center for Higher Education Risk Management)*

Clery, licensed professional and pastoral counselors, and those with medically-conferred confidentiality are exempt from having to report. This leaves, however, a substantial number of people on campus who should be reporting crimes. For example statistics should be collected from student affairs, judicial affairs, student activities, residence life (including student staff), Greek advisors, campus law enforcement, affirmative action, campus health educators, mentors, coaches, orientation leaders, and any other official defined as having significant responsibility for student and campus activities. Even faculty should be reached out to when they take on an advisory role.

Schools must report all this information by Oct. 1 of each year. They are permitted to distribute the information via the Internet as long as the campus community is notified of the report’s availability on-line.

In addition to this annual report, the later amendments require campus and universities to keep a daily campus police log. Institutions are required to keep and maintain a daily log in a written form of all crimes reported. This log must be made physically available to anyone who requests it. Crimes must be added to the log within two days of the initial report being filed. There is no set list of crimes as with the annual report. The log should contain all crimes reported.

### Background

Prior to The Clery Act, colleges were not required to report crime on campus. Until 1988, in fact, only 4 percent of America’s colleges reported crime statistics to the FBI. When the Clerys investigated, after their daughter’s murder, they learned that in 1987 there were at least 31 murders, more than 1500 armed robberies and 13,000 physical assaults on college campuses across the country.

The Clerys proceeded with the simple belief that “crime awareness can prevent campus victimization.” They founded the non-profit organization Security on Campus and began working to assure that the tragic fate of their daughter did not end up as any other student’s fate. They believe strongly that their daughter died because of a lack of knowledge of the dangers present on a college campus.

The Clerys settled a lawsuit with Lehigh in 1988. One of the outcomes of the suit was an agreement that Lehigh enhance the security on its campus. In a letter on the Security on Campus website, the Clerys state that as a result of their lawsuit, “they learned that campus administrators have a duty to protect their students from crime. In addition, we became convinced that such litigation may be the single most effective way to pressure academic officialdom to 1) recognize campus violence

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as the threat that it has become; and 2) do something about it.”

### Tough Questions

“Complying with the Clery Act: The Advanced Course” is a Whitepaper attainable on the Internet and written by John Wesley Lower, Brett A. Sokolow and Douglas F. Tuttle. In the paper, the authors address some of the tougher questions that have come to them during the lifetime of The Jeanne Clery Act. A few of them are highlighted below:

### Unfounded Complaints

Unfounded complaints are handled differently in The Clery Act than they are in the Uniform Crime Reports requested by the FBI. The Clery Act requires a daily crime log be kept, and in this log, crimes that are reported are recorded. The log must include the nature, date, time and general location of the crime and the disposition of the complaint. After the crime occurs, at times, an investigation may ensue that would deem the crime “unfounded” or, in other cases, it may be deter-

mined that the victim fabricated the crime or it did not occur; again this would be “unfounded.” However, in the case of The Clery Act all crimes reported to campus security authorities are recorded. These crimes may

### Clery Act Legislative History

source: Security on Campus.org (<http://www.securityoncampus.org/cngress/cleryhistory.html>)

Year	Title	Provisions
1990 (Nov. 8, 1990)	Student Right-to-Know and Campus Security Act; Crime Awareness and Campus Security Act of 1990, Title II of Public Law: 101-542 (S.580)	Required institutions of higher education participating in federal student aid programs to disclose three years worth of campus crime statistics and security policies.
1991 (April 9, 1991)	Higher Education Technical Amendments of 1991; Section 10, Public Law: 102-26 (H.R.1285)	Changed initial collection of statistics from Sept. 1, 1991 to Aug. 1, 1991 and changed crime statistics reporting period from school year to calendar year.
1992 (July 23, 1992)	Higher Education Amendments of 1992; Section 486(c) of Public Law: 102-325 (S.1150)	Broadened sexual assault reporting, and added required sexual assault policy statements. Specified effective dates of initial collection and dissemination requirements.
1998 (Oct., 7, 1998)	Higher Education Amendments of 1998; Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act, Section 486(e) of Public Law: 105-244 (H.R.6)	Expanded crime categories that must be reported, added geographical breakdown, expanded definition of campus, expanded reporting of hate-crimes, added public crime log, and named law after Jeanne Clery.
2000 (Oct. 28, 2000)	Victims of Trafficking and Violence Protection Act of 2000; Campus Sex Crimes Prevention Act, Section 1601 of Public Law: 106-386 (H.R.3244)	Added notice of where public sex offender registration information about offenders on campus could be obtained.

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never have a law enforcement investigation which means there is no possibility that the disposition of the crime will be unfounded and therefore no justification for deleting the reported offense from the statistical log. There is no requirement listed in The Clery Act for crimes to be investigated and substantiated. The Clery Act is a listing of *reported crimes*, not verified crimes.

### Forcible v. Non-forcible Sex Offenses

The authors of the Whitepaper are of the opinion that many people are misclassifying sex offenses. They assume the term “non-forcible” refers to sex offenses where physical force is not used such as in some date and acquaintance rape cases. According to the FBI’s National Incident-Based Reporting System (NIBRS) of the Uniform Crime Reporting System (UCR), the source of the definition used for Clery Act, non-forcible sexual intercourse is:

**incest** — nonforcible sexual intercourse between persons who are related to each other within the degrees wherein marriage is prohibited by law

**statutory rape** — nonforcible sexual intercourse with a person who is under the statutory age of consent

According to Lower, Sokolow and Tuttle, most sex offenses that occur on campus are forcible sex offenses which is a broad category. Forcible sex offenses include “any sexual act directed against another person, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent.” This definition is broad enough to include date and acquaintance rape since these are against the victim’s will. Even further, the NIBRS definition is interpreted to cover offenses where the victim is incapable of giving legal consent. As we know, the use of alcohol and other drugs may lead someone to give factual consent without being capable of legally giving consent.

### Procedures for Preparation

The 1998 amendments to The Clery Act added a requirement that institutions explain their procedure for

creating the annual crime report. According to Lower, Sokolow and Tuttle, the disclosure does not need to be too detailed. The authors suggest that colleges and universities include:

- what office is responsible for compiling the information
- who reports crime incident information to that office
- how double counting incidents is minimized
- how crimes are classified
- how crimes are substantiated
- how anonymous reports are addressed
- whether a reporting form is used.

### Federal Bureau of Investigation Uniform Crime Reporting/National Incident-Based Reporting System Crime Definitions

*Excerpted from the Implementing Regulations of the “Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act” (originally the Campus Security Act) originally published in the Federal Register on April 29, 1994 (Vol. 59, No. 82) and November 1, 1999 (Vol 64, No. 210). The following definitions are to be used for reporting the crimes listed in 34 CFR sec. 668.46 (previously 668.47) in accordance with the Federal Bureau of Investigation’s Uniform Crime Reporting Program. The definitions for murder, robbery, aggravated assault, burglary, motor vehicle theft, weapon law violations, drug abuse violations and liquor law violations are excerpted from the Uniform Crime Reporting Handbook. The definitions of forcible and nonforcible sex offenses are excerpted from the National Incident-Based Reporting System Edition of the Uniform Crime Reporting Handbook.*

### Crime Definitions From the Uniform Crime Reporting Handbook

- ➔ Arson — Any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or

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- aircraft, personal property of another, etc.
- ➔ Criminal Homicide-Manslaughter by Negligence — The killing of another person through gross negligence.
  - ➔ Criminal Homicide-Murder and Nonnegligent Manslaughter — The willful (nonnegligent) killing of one human being by another.
  - ➔ Robbery — The taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.
  - ➔ Aggravated Assault — An unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm. (It is not necessary that injury result from an aggravated assault when a gun, knife, or other weapon is used which could and probably would result in serious personal injury if the crime were successfully completed.)
  - ➔ Burglary — The unlawful entry of a structure to commit a felony or a theft. For reporting purposes this definition includes: unlawful entry with intent to commit a larceny or felony; breaking and entering with intent to commit a larceny; housebreaking; safecracking; and all attempts to commit any of the aforementioned.
  - ➔ Motor Vehicle Theft — The theft or attempted theft of a motor vehicle. (Classify as motor vehicle theft all cases where automobiles are taken by persons not having lawful access even though the vehicles are later abandoned including joyriding.)
  - ➔ Weapon Law Violations — The violation of laws or ordinances dealing with weapon offenses, regulatory in nature, such as: manufacture, sale, or possession of deadly weapons; carrying deadly weapons, concealed or openly; furnishing deadly weapons to minors; aliens possessing deadly

weapons; and all attempts to commit any of the aforementioned.

- ➔ Drug Abuse Violations — Violations of State and local laws relating to the unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs. The relevant substances include: opium or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics (demerol, methadones); and dangerous nonnarcotic drugs (barbiturates, benzedrine).
- ➔ Liquor Law Violations — The violation of laws or ordinances prohibiting: the manufacture, sale, transporting, furnishing, possessing of intoxicating liquor; maintaining unlawful drinking places; bootlegging; operating a still; furnishing liquor to a minor or intemperate person; using a vehicle for illegal transportation of liquor; drinking on a train or public conveyance; and all attempts to commit any of the aforementioned. (Drunkenness and driving under the influence are not included in this definition.)
- ➔ Sex Offenses Definitions From the National Incident-Based Reporting System Edition of the Uniform Crime Reporting Program
  - Sex Offenses-Forcible — Any sexual act directed against another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent.
    - A. Forcible Rape-The carnal knowledge of a person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity (or because of his/her youth).
    - B. Forcible Sodomy-Oral or anal sexual intercourse with another person, forcibly and/or against that person's will; or not forcibly against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her tem-

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## Topic Overview & Expert Opinions

porary or permanent mental or physical incapacity.

C. Sexual Assault With An Object-The use of an object or instrument to unlawfully penetrate, however slightly, the genital or anal opening of the body of another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

D. Forcible Fondling-The touching of the private body parts of another person for the purpose of sexual gratification, forcibly and/or against that person's will; or, not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental incapacity.

➔ Sex Offenses-Nonforcible — Unlawful, nonforcible sexual intercourse.

A. Incest-Nonforcible sexual intercourse between persons who are related to each other within the degrees wherein marriage is prohibited by law.

B. Statutory Rape-Nonforcible sexual intercourse with a person who is under the statutory age of consent.

*Source: Federal Register, April 29, 1994, Vol. 59, No. 82; Federal Register, November 1, 1999, Vol. 64, No. 210.*

### And a Few Experts ...

Clery Act reporting can be a massive undertaking for some colleges and universities. Some experts involved in the process have mentioned the challenges they face compiling the crime statistics. They must implore local police and sheriff's department for information. Because of the broad definition of campus security, they also face tracking down and getting information from numerous administrators and staff members. The task can be onerous, according to one expert.

Another challenge lies in some of the questions surrounding the verbiage of the act, including the difference between "student" and "person," and other questions mentioned previously.

You'd be hard-pressed to find any security personnel who would argue, however, that the reporting of crime statistics is not a valuable tool to parents and students. And that is one of the reasons that security offices work so hard to meet The Clery Act requirements.

Robert O'Brien from Ramapo University (NJ) remarked, "The Jeanne Clery Crime Reporting Act has proven very effective in providing statistical reporting of incidents of crimes on all campuses. The investigations performed by the Department of Education have been instrumental in persuading colleges to comply with the act. The Clery family has advocated successfully to gain political power to broach subjects of concern to students and parents of college age persons. The areas of violence against women, alcohol and drug abuse, Megan's law offenders are but some of the areas of concern to this advocate group. I have met and talked with Howard Clery, Jr. who presented a discussion on recommended changes to the law and I found him to be sympathetic to colleges struggling to cope with this act. He was very interested in listening to recommendations to certain parts of the law that could be performed better. I have no problem with the Act and as a college security professional ( and a parent of a college student) I am glad that it exists."

Tim Michener from Rowan University (NJ) said, that "the Clery Act along with the federal regulations defines what is required to be produced by the various institutions. Rowan produces a document similar to other institutions of higher education aimed at meeting those requirements. In my opinion, the Clery Act continues to be effective, especially for college bound students and their parents."

# The Jeanne Clery Act

## Best Practices

The Internet has allowed security offices across the country to institute some excellent Crime Alert Systems. Because it offers instant information, it is an excellent way to keep students and other campus personnel up to date.

### Campus Alerts

While this list is certainly not extensive or all-inclusive, a few of the colleges who have on-line campus alert systems are:

**Ohio State University** — This website features Crime Alert Postings which record information about any suspicious behavior. The posting features date, time, detail, description of the subject. You can check out an example at: [https://www.ps.ohio-state.edu/police/crime\\_alerts/](https://www.ps.ohio-state.edu/police/crime_alerts/). Ohio State also has a Silent Witness program, another practice seen on several websites. This particular program features an on-line form that can be filled out anonymously to report crimes.

**Montana State University** — has a flashing Crime Alert link on their website. On the day we visited, there was no alert issued. MSU also has a silent witness form.

**Oregon State University** — has Crime Alerts distributed by the Department of Public Safety and Oregon State Police. On the day we visited the site, a crime alert regarding vehicle theft was issued. The alert featured a description of the crime plus valuable safety tips that related to vehicle theft and were specific to Oregon State.

**Trinity College (CT)** — has security alerts that are posted in prominent places on campus immediately following incidents involving serious assault if the “incident might represent a threat to the safety of students and employees.” Security alerts are displayed on specifically designated boards on campus and inside campus residence halls. A voice mail message is also distributed to all college phones. According to the college website, Campus Safety Advisories are also distributed on campus. These advisories are to inform the

college community “of the known facts of an incident about which there may be rumors circulating, or to publicize patterns of criminal activity in order to assist members of the Trinity community in preventing further losses.”

### Student Security

Lycoming College, in addition to its own campus alert system, offers a student security program. Student Security aides provide additional safety services for students. The force consists of two divisions: Patrol Officers and Communications Officers.

The Student Patrol Officers provide services such as escorts, lockouts, crowd control and building patrol. They are also capable of addressing campus policy violations when “no threat is immediately present.” The Safety and Security Department calls these student patrol officers extra “eyes and ears.” Their campus patrols deter misconduct and criminal activity, according to the Lycoming website.

The Student Communications Officers are responsible for answering telephone calls, monitoring fire alarms, monitoring radio transmissions and maintaining accurate written communication logs.

(source: <http://www.lycoming.edu/security/stusec.htm>)

### Crime Prevention Unit

Cornell University (NY) is one university that operates an entire Crime Prevention Unit. Their goal is to assist the Cornell community with “improving security and deterring criminal activity.” They operate programs such as Operation ID (engraving student’s personal property) and Key Tag (a key ring tag that requests keys be returned if lost or stolen by dropping them in the U.S. mail, keys are returned to Cornell Police).

The Unit is also involved in outreach programs including tours of police headquarters, booths at campus fairs, presentations, and providing training for several campus departments and groups.

(source: [http://www.cupolice.cornell.edu/crime\\_prevention.htm](http://www.cupolice.cornell.edu/crime_prevention.htm))

# The Jeanne Clery

## Act

## Training Topics & Resources

**T**he Clery Act is an overwhelming piece of legislation with far reaching ramifications to administrators, security officers, students, potential students and parents. Here are a few ideas on conducting training on the topic:

### Do an "If a Parent Calls" Response Drill

Have index cards outlining different campus safety scenarios. Have people work in pairs to determine how they'd respond if a parent called for details on such scenarios. You might want to have campus legal counsel involved to ensure that responses are okay and don't violate students' rights to privacy in any way. You could also do a variation on this "If the Media Calls" and have your campus PR officer involved.

### The Power of "Why"

Students often don't understand why policies and procedures are in place—they just feel put upon and not trusted by the institution. Brainstorm in a large or small group about ways to share the "why" when it comes to policies (their safety!). The group could then decide on 5-10 things to do that semester to get the "why" message out there most effectively so students understand that their safety is number one.

### Do a Crime Awareness Audit

Administrators and public safety people are often quite in tune with what's happening safety-wise. Yet, the average students may not be. What is happening on your campus to raise crime awareness? Do a self-audit to determine where and when students are being exposed to safety messages. Now, what else could be done? What needs enhancement? And what populations (i.e. commuters, non-trads, international students) might need extra attention?

### Fielding Safety Questions at Orientation: A How-to Primer

As a result of The Clery Act, students and their parents are much more aware of crime stats on campus. So, they're likely to have more detailed safety questions during orientation sessions. You could have a

practice run where different people serve as the orientation "expert" while a mock audience throws safety-related questions at them. Once each person responds, then everyone can discuss what they did well and how it could be improved.

### Worst Case Scenarios

We sometimes lapse into tales of the worst case scenarios (students being murdered, raped, stabbed, etc.) when trying to get through to students about the importance of safety. Have a training discussion about whether or not this is the most effective approach. Does hearing the far-out "what ifs" seem so unreal to students that they disregard the underlying safety messages? Are there ways to share more "typical" stories (burglaries, etc.) that happen more regularly so the "it can easily happen to you" message sinks in more effectively? You might even take it another step and ask a panel of students from a campus cross-section to respond to these types of questions to see what they think!

## Resources

- [www.securityoncampus.org](http://www.securityoncampus.org) — the website of Security on Campus, the non-profit organization founded by the Clerys. It is an extensive resource on every aspect of The Clery Act.
- "Student Media Guide to the Clery Act," Student Press Law Center, download at [www.splc.org/legal-research.asp?id=19](http://www.splc.org/legal-research.asp?id=19)
- "2002 Whitepaper on Complying with the Clery Act: The Advanced Course," by John Wesley, Lower, Ph.D., Brett A. Sokolow, JD and Douglas F. Tuttle, MPA, published by The National Center for Higher Education Risk Management
- <http://www.securityoncampus.org/videos.html> — This section of Security on Campus offers educational videos including "Dancing with Darkness," "Breaking the Silence" and "What Jeanne Didn't Know."

# The Jeanne Clery Act

## Discussion Questions & Case Studies

### Discussion Questions:

- How does your institution advertise to students and their families ways they can access campus crime statistics? Are special provisions made through orientation and admissions?
- The Clery Act publicizes reported crimes rather than verified crimes. Is there a big difference between the two on your campus?
- How do your students take responsibility for their own safety? What more could be done?
- How does your campus handle making information about convicted sex offenders available to the public? Has this caused any problems on your campus?

### Case Studies

#### The Questioning Parent

A parent calls your admissions office, asking to learn more about campus crime. The call is transferred to public safety where the parent proceeds to grill an officer about every nuance possible. It even gets to the point of some personal attacks: “Why don’t the officers do more patrols?” and “Do your officers have training or are they ‘rent-a-cops’?” The officer is attempting to be helpful yet the parent appears to be increasingly agitated. What would be the logical next step in this type of situation?

#### The Propped Doors Epidemic

Door propping is a huge issue on your campus. Residence life and public safety staff regularly find doors propped open by shoes, crushed cans and numerous other items. You’ve tried spreading the message about propped doors being dangerous through your RA staff and some poster campaigns. In knowing that Jeanne Clery was murdered by a man who gained access to her via a propped door, you know that more needs to be done. What might you try to improve the propped door epidemic?

# Protecting Campus Property

## Topic Overview

Protecting the assets of a university through asset management, educational programs, and preventative planning is fundamental for student success and learning. By providing essential property protection measures for campus life, universities can sculpt an environment that allows the educational process to flourish. In the battle to protect campus assets, there are several issues that impact the university's ability to create the premiere environment. Two such issues that threaten campus property are vandalism and theft. These issues generally account for a significant portion of campus crimes, often falling in the top three on a list of campus crimes.

For example:

- **Western Carolina**, a rural campus with just over 7,000 students, had theft (151 incidents) as its number one crime. Third was vandalism (104 incidents) for the 2002-2003 academic year. (<http://police.wcu.edu/stats.htm>)
- In calendar year 2002, the **University of Scranton** (PA), a Catholic university with 4,700 students, had vandalism (99 incidents) as its number one crime followed by theft (65 incidents). (<http://academic.uofs.edu/department/publicsafety/report.html>)
- **University of Kansas** in 2002, with a total population of almost 29,000, had theft (304 incidents) as its most frequent crime with vandalism (180 incidents) as its second most frequent. (<http://www.ku.edu/~kucops/police/psocrimestats2002.htm>)
- **At California State Chico**, with a population of about 16,000, theft and vandalism were one and three in their occurrences with 246 incidents of theft and 66 incidents of vandalism.

### Issues That Threaten Campus Property

#### Vandalism

- ✓ Graffiti
- ✓ Damage
- ✓ Related to alcohol consumption

#### Theft

- ✓ Equipment
- ✓ Furniture
- ✓ Money
- ✓ Documents

([http://www.csuchico.edu/up/html/campus\\_crime\\_statistics.html](http://www.csuchico.edu/up/html/campus_crime_statistics.html))

### Vandalism

Vandalism, legally known as criminal mischief, is a major issue that threatens campus property and impacts the educational environment. "Student vandalism is a complex problem with no easy single solution. Vandalism can take many forms, from trashing dormitories to stealing property to writing graffiti. Student vandalism may be associated with binge drinking, peer pressure, the need to obtain money to buy drugs, hostility toward the school, or a combination of these and other factors."

(<http://www.edc.org/hec/pubs/vandal.htm>)

Several barriers stand in the way of colleges and universities making progress in the fight against vandalism. Damage, graffiti, and drunken nights where property destruction can become sport are often seen as the price a university pays when students are on their own in a new environment. It has been proven that students experiment with alcohol and this correlates strongly with damage to property. A student's view may be that the grounds and facilities belong to the school and there is no connection that funds spent on repair, repurchase, or cleaning is money that is *not* spent in the computer labs or on facility upgrades.

At some institutions, this behavior is addressed only as an issue to be responded to, not prevented. While funds are budgeted to react to the damage, few resources are allocated to the prevention of said damage.

Graffiti and property damage often happen late at night under the cover of darkness. This type of behavior is rarely witnessed so it can be difficult to hold the responsible parties accountable. There are few, if any, clues left at the scene and the vandals must be turned in by peers.

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Students at this point in their development are struggling with moral rights and wrongs. Turning in a peer may not be a comfortable action for students still searching for a sense of belonging.

As students are developing in the college environment, they may choose to express themselves in destructive ways through graffiti or damage. If an issue arises on campus where views are divided and debates are heated, students may act out their opinions and feelings by destroying property to make their case. This avenue of damage not only threatens campus property, it also threatens campus life. Read the following case study and think about the responses your institution would have to this situation.

### Vandalism Case Study

#### Racially motivated graffiti and vandalism

At 2:12 a.m., a call comes in to the University Police department on campus. The caller wants to remain anonymous, but wants to report that a racial slur has been written on a trashcan outside of the English building on campus. Upon investigation, University Police officers found hate speech not only on the trashcan, but also in various locations around the building. University Police dispatch a facilities cleaning crew to the scene and continue their patrol of campus. That night, 23 incidents of graffiti are found on campus.

Actions to take:

- Investigate at once and document through photographs and written reports.
- Initiate clean up procedures immediately with campus facilities personnel.
- Collaborate with departments internally, and call in external officials such as state police or FBI, if necessary.
- Dedicate resources to the University Police department for additional patrols in vulnerable campus areas. Use foot, bicycle and vehicle patrols.
- Start community watch groups on campus.
- Offer a reward for information leading to the iden-

tification of the individual or the people that are responsible for the vandalism

- Inform the community of the incidents in as many ways as possible.
- Send a message to the university that this behavior is not tolerated on campus.
- Publish the monetary amounts spent on labor and materials to clean up the vandalism. Use this figure to educate students about how much vandalism costs the university.
- Coordinate with local agencies, city resources, and non-profit organizations to plan programs on campus to stimulate discussion and learning.
- Make this incident a topic of discussion on agendas from weekly staff meetings to special round tables where university community members gather to talk about this incident specifically. Bring university administrators and student leaders together to formulate responses.

### Vandalism as an Alcohol Related Crime

According to The Higher Education Center for Alcohol and Other Drug Prevention, the relationship between drinking and vandalism is evident, "A study of 12,651 college students conducted in 1991 by the Towson University Campus Violence Prevention Center found that more than six out of ten students who destroyed or damaged property on campuses reported they were drunk at the time. A 1991 study of 4,845 students from 68 colleges and universities found that one in ten students had engaged in vandalism due to alcohol in the past year. Nearly one-quarter of heavy drinking students had engaged in vandalism."

(<http://www.edc.org/hec/pubs/vandal.htm>)

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### Theft

The second major issue that threatens campus property is theft. Whether it is expensive computer equipment, lounge furniture or budget dollars, university assets are easy targets if appropriate tracking programs are not in place.

#### Definitions:

Theft—completed or attempted theft of equipment, property, or cash without personal contact. Incidents involving theft of property from within the university would be classified as theft if the offender has a legal right to be in a facility (such as a campus facility user, roommate, delivery person, or guest). If the offender has no legal right to be in the university facility, the incident would be classified as a burglary. (<http://www.ojp.usdoj.gov/bjs/> )

#### Theft Case Study

##### Misuse of university funds

With the hiring of a new business manager for the department, information about current business practices is uncovered. After a full review of departmental revenue and expense budget lines, the business manager notes that an employee is submitting frequent check requests to a business that doesn't seem to provide the department with a relevant service or product. Upon further investigation into the spending, the business manager finds out that the business does not exist.

Actions to take regarding departmental spending:

- Investigate all suspicious budget activity and document findings.
- Suspend or revoke spending privileges if there is something out of the ordinary.
- Collaborate with other departments

internally, such as payment and procurement, human resources or payroll, to monitor funds.

- Identify vulnerable areas in the billing and spending procedures and close those gaps.
- Require two signatures for a payment or reimbursement. A budget manager or director should be signing off on all expenditures.
- Require all purchases to be accompanied by thorough documentation—receipts, bills, confirmations, invoices, packing lists or similar documents.
- Train the department on expectations, spending practices and consequences for funds that are mis-spent.
- Coordinate spending as a department.
- Monitor purchase and distribution of gift certificates or institute a policy against their use.
- Have a second level reviewer review everything with regard to revenue and expenses.

### Theft Prevention

Teach campus facility users to protect their property:

- The most important theft prevention tool from an office, facility, or residence hall room? Lock the door.
- Make a list of valuables with descriptions and serial numbers. Photograph especially valuable assets.
- Encourage campus community members to report suspicious or dangerous behaviors in people.
- Take all property with you if you leave a public area such as a laundry room or the student union lounge.
- Pay attention to doors—un-prop doors that have been left open intentionally and don't let strangers into locked locations.
- Identify all property using a bar code system or a labeling system of some sort.
- Lock up any valuables when not in use, such as computer equipment, audiovisual equipment, or laboratory equipment.

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### Preventative Planning

When it comes to theft and vandalism on campus, protect campus property by intentionally thinking about

these two threats in every planning process.

Preventative steps for reducing vandalism and theft include the following:

Issue	Planning Opportunity
New Construction	Plan interior and exterior lighting; consider lock and key management, curb appeal, fixed furniture, entryways, cameras, front desks, policies, and pathways.
Student Property	Train and educate students on locking doors and protecting valuables.
University Property	Plan appropriate processes for budget management, asset management, inventory control, operational cycle, and regular facility walk-throughs to check for damage and missing equipment.
Parking	Evaluate patrols, lighting, and identification programs for cars and bicycles.
Space Planning	Update and review public areas, walkways, emergency equipment, alarms, and lighting. Assess space needs based on demonstrated need and availability.
Front Desks	Review key control, building access issues, surveillance, checking of identification and reporting witnessed crimes.
Asset Management	Purchase, repair, inventory, replace, clean, track, store and identify assets.
Contract Management	Review new and current leases; review service and maintenance contracts; and facilitate moves and relocations in a timely fashion.
Budget Management	Reconcile revenue and expenses on a regular basis with a second level review on all processes.
Preventative Maintenance Plan	Implement checks on everything on a cyclical basis: roofs, points of entry like windows and doors, systems like HVAC, electrical and plumbing, prop detection, rounds and facility inspections.
Weather	Chain down trashcans, board up windows, trim trees; have an emergency response plan for when things do happen.
Major Event Protection	Work with event planners since 50,000 people together for a game has a major impact on facilities. Have exit routes planned and mob control tactics in place.

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## Best Practices & Expert Opinions

### Best Practices in Vandalism Reduction

- **Hall Enhancement Funds:** At Western Illinois University, funds not spent throughout the year on vandalism are given to the Residence Hall Association to spend on whatever they would like. "This end of the year incentive has helped reduce vandalism in the residence halls since the inception of the program in the early '90s," according to Kathy Cavins, Ph.D, associate vice president for student affairs.
- **Social Committee Funding:** Similar to the practice described above, the University of California, Davis awards funds to residents. Five times a year Social Committees comprised of hall residents are awarded funds not spent on vandalism. Assistant Director of Residential Services Stephanie Hubbard says that Resident Advisors (RAs) have gotten very creative in communicating this to their residents. For instance, one RA created a bulletin board with the saying, "Money doesn't grow on trees." Each time there is money spent on vandalism on the floor, the RA takes fake money off a tree in the amount that it cost the floor. Funds not spent on the costs of vandalism go directly to the residents for a social program. Residents can spend it throughout the year or save it for an end-of-the-year celebration.
- **Community Collaboration:** In 2000, vandals in the Chicago downtown area began substituting a glass-etching compound for spray paint when it came to creating graffiti. This glass-etching compound writes on a glass surface, such as storefront window or bus window, and burns the gang symbols or tag into the glass. The glass must be replaced at a considerable cost. Upon investigation, it was determined that this etching compound serves primarily as an art supply. The City of Chicago and downtown area universities collaborated in a series of meetings and worked together to educate the community on the areas being

tagged with this substance and to devise strategies for addressing this issue.

- **Banning Club Buses:** Towson University (MD) bans club buses from picking students up on campus and taking them to local bars and nightclubs. With alcohol being linked to excessive noise and vandalism, the students who returned from their excursions were more likely to engage in acts of public disturbance and destruction of property. In addition to banning buses, take complaints about specific nightclubs and bars back to community meetings. At DePaul University (IL), Dean of Students Greg MacVarish brings leaflets and flyers advertising alcoholic beverages to community meetings. This is to show what marketing materials are distributed on campus, often without permission.
- **Peak Time Patrols:** The University of California, Davis employs students to patrol residence halls from 11 p.m. to 3 a.m. The students who patrol the halls, called Cal Aggie Hosts, are trained in conflict resolution, dealing with intoxicated persons, and the policies and procedures of the university. Once trained, the student patrol can confront behavior in the halls having to do with noise, vandalism and alcohol.
- **Peak Time Patrols II:** Colorado University's student patrols take a slightly different focus. These students are on stakeouts around campus in high crime areas. They are equipped with binoculars with night vision capabilities, radios and recognizable clothing. They file no underage drinking reports, but they do report on the behaviors that might be associated with it: theft, vandalism, damage and unauthorized guests. The student patrol also watches to make sure that the safety of students is accounted for while they are on campus. Once destructive behavior is identified, the student patrol reports to University Police who take action on the situation.

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## Best Practices & Expert Opinions

- **High Risk Populations:** Identify high risk populations on your campus and create monitoring groups from within their communities. At Rutgers, Greek organizations patrol their own parties looking for excessive intoxication, sexual misconduct, theft, property damage, vandalism and fighting. Systems are in place to identify the guests at the parties and restrictions exist, such as parties only being allowed on Friday or Saturday nights, guest lists being mandatory, and all IDs being checked.

### Best Practices in Theft Reduction

- **Patrol Programs:** While these exist in many forms across campuses, patrols are an effective tool for having many sets of eyes and ears on campus. Whether it is the RAs doing nightly rounds in the halls, or University Officers on patrol over the entire campus, patrols are an essential component that deters theft. Consider adding patrols where you do not already have them:
  - ✓ Student escorts acting as campus watch personnel
  - ✓ Front desk or information desk attendants as additional security
  - ✓ Train any student staff member working in an office or in a facility to be watchful
  - ✓ Encourage student groups to monitor their environment. Suggest a security-planning component for each program or event that a group puts together.
- **Officer and Educator:** Many campuses have a public safety officer dedicated to education. This person does outreach with the campus to educate about various issues, with theft being one of those issues. Bring this person in to a staff meeting or into a training component for your staff. Get literature on theft prevention for your building occupants.
- **Equipment Registration:** University police departments register bicycles and vehicles on most campuses. This practice discourages theft and increases the chances of recovery if stolen. Apply this to your equipment as well. Register all equipment and keep records of who uses it where. The more specific the records, the easier to maintain control
- **Key Control:** Reduce theft by maintaining impeccable records for keys. Create policies for key use and train all key users from full time employees who take keys home to student staff who use keys for the task at hand only. Create a key expectation sheet that outlines policies for key use and have people read it and sign it when checking out keys.
- **Engravers:** Identify property that belongs to the university and encourage students to mark their property by using an engraver. This program deters theft and helps in the recovery of stolen property. Have public safety team up with departments and students to engrave important valuables.
- **Crime Tip Hotline:** This gives community members anonymity while still allowing them to pass on important information about what is happening on campus. This program increases the number of people willing to make a report if they know that they cannot be identified. Students are often unwilling to hold other students responsible publicly because they believe that they are being a “nark” or “tattle-tale” and that they may face retaliation from their peers. This type of a program encourages civic responsibility while meeting students at their developmental level.

# Protecting Campus Property

## Training Topics

### Priority Response

Staffs need to know what the procedures are when an incident occurs. Develop response levels for various scenarios and run your staff through these scenarios so that they know how to appropriately respond. Review your incidents recorded in the University Police department, in the halls, or in any campus facility. Break these incidents into categories and assign a threat level to typical situations. For example, if your campus has an emergency phone program on campus, or a blue light program, and a piece of equipment has been vandalized, this is a level one threat to the safety and security to campus members. A lower level threat to campus might be if a couch is stolen from the lounge in a residence hall. Assess the level of harm that could come to a community member or the level of liability attached to the threat on campus.

### Major Event Training

Train your staff on how to respond to major crowds. From student union programs to concerts for thousands on campus, major events pose unique challenges when it comes to vandalism and theft. Contact local police, other universities, large venues in the community, and rock concert promotion companies about policing school events. Police departments, schools, large venues and concert promoters have valuable experience with identifying potential problems before they erupt by exercising extensive crowd control measures and by directing and controlling traffic flow. Additionally, they may be able to train your staff on ways of monitoring program attendees for alcohol or weaponry, and for responding to violent behavior by intoxicated/drugged patrons.

### Person-Based Training

Educators have been developing specialized education plans for students for years. Apply this technique to your staff by allowing them to “test out” of mandatory content that they must know and by developing individualized plans for training based on what they have not mastered. Involve the staff member in the cre-

ation of the training plan after the initial assessment. Tie training completion into goal setting and performance evaluations.

### Desk Staff Training

Use a secret shopper program to provide feedback to your desk staff members about issues surrounding vandalism and theft. This is a good way to identify undesirable behaviors that your staff members exhibit on the job site and it provides a good platform for giving them feedback once you have collected all of the results. A secret shopper program may also provide you with consistent information on a process or procedure that is neither effective nor efficient.

### Legal Counsel

Invite a speaker from your legal counsel’s office for hands on training about the law and how it relates to the higher education environment. Pull current or recent case law and have small groups discuss the implications of the case before deciding together on a course of action that protects the student and the university. Have counsel from the university lead the discussions and fill in gaps in knowledge for staff during the training session. This exercise can be used as a comprehensive piece of a longer training or it can be shortened to update savvy staff on current issues.

### Balance the Power

When students have power over other students, it is important to balance this newly acquired power with lessons in not abusing it. Add this component into training when you are training students to confront other students. Add a power struggle scene into a role play session or bring this up in discussion form from an example that you have seen in the past. Remind students to not take acts of vandalism or theft personally. While the effort that goes into a student position is great and their work is a point of pride, they can go too far and take these incidents too personally.

### Flip Cards in an Emergency

Work with your staff to outline the essential steps in an emergency and create a set of cards that can be

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## Training Topics & Resources

flipped through and executed in order. In a situation, this handy resource can be utilized to cover all steps in the precise way that they need to happen. For central desk locations, keep the cards loose so that the desk can serve as a central point of contact for staff members. As staff approaches the desk, a card is given out and recorded. When the person has completed the task on the card, it is returned back to the desk.

### Resources

- APPA Association of Higher Education Facilities Officers • <http://www.appa.org/>
- Building Owners and Managers Association • <http://www.boma.org/>
- International Facilities Management Association • <http://www.ifma.org/>
- National Association of College and University Business Officers • <http://www.nacubo.org/>
- Society for College and University Planning • <http://www.scup.org/>
- Campus Press Watch • <http://www.edc.org/hec/news/campus/>
- American School and University Magazine • <http://www.asumag.com/>
- ACUHO-I Association of College and University Housing Officers-International • <http://www.acuho.ohio-state.edu/>
- IREM Real Estate Management • <http://www.irem.org/index2.html>
- Journal of Property Management • [http://www.irem.org/i06\\_jpm/index.html](http://www.irem.org/i06_jpm/index.html)
- NACAS National Association of College Auxiliary Services • <http://www.nacas.org/>
- Security On Campus, Inc. • <http://www.securityon-campus.org/crimestats/index.html/>
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# Student Violence

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## Topic Overview

Dealing with campus violence is difficult, and unfortunately, something college administrators have to do all too often. Even on the safest of campuses, administrators must work to both prevent and resolve violent incidents involving their students. And schools must struggle with this both on and off campus, among their own students as well as outsiders.

To get an idea of the types of violent incidents that affect our college students today, take a look at some of these recent headlines:

- “Student stabbed at party near UM; victim treated, released; no arrest has been made” (September 30, 2003, *The Baltimore Sun*)
- “Anti-Muslim attacks at U.S. ‘Hallowed Halls of Ivy’” (May 9, 2003, Inter Press Service)
- “Former UNM player sentenced for domestic violence” (September 11, 2003, The Associated Press)
- “2 sexual assaults reported on Virginia Tech campus” (July 8, 2003, *The Collegiate Times* via U-Wire)
- “Two students bashed in head at Rutgers frat melee” (October 14, 2003, *The Daily News*)
- “Campus shooting leaves man critical” (September 25, 2003, WXIA-TV Atlanta, 11alive)
- “SCSU student arrested after police find machine gun” (September 10, 2003, AP)
- “Gunman holes up in building on Case Western Reserve University campus with undetermined number of hostages” (May 9, 2003, “CBS Evening News with Dan Rather”)
- “Student killed; police in East Chicago found the body of a college freshman” (September 3, 2003, ChicagoLand Local Cable News at 11)
- “Two players suspended for beating another student” (October 16, 2003, AP)

- “Violence erupts after Minnesota State, Mankato homecoming” (October 5, 2003, AP)
- “WVU to identify rowdy football fans” (October 23, 2003, AP)
- “Crime increases during game day at U. Alabama” (September 12, 2003, *The Crimson White* via U-Wire)
- “Rare act of random violence stuns college community” (October , 2003, AP)

Obviously, there is no shortage of stories about campus violence. From sexual attacks to shootings, sporting event riots to gunmen taking students hostage, a wide range of violent happenings are visiting our campuses.

Getting discouraged? Overwhelmed? Well, there *are* things college administrators and security officials can do to protect their students and keep their campuses safe — if not make them even safer. After going through some of these ideas, share them with your colleagues and staff. Working together is the best way to create a strong, safe community at your institution.

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## Expert Opinions

Just as there is no shortage of violence on campuses, there is no shortage of unique opinions on how to deal with such incidents—and some of them may be surprising.

### When Alcohol is Involved

According to the National Bureau of Economic Research (NBER), raising the price of beer can cut the number of violent incidents on campus. Through the research of two NBER associates, it was found that even just “a 10 percent beer price boost would cut the number of students engaged in violence each year by around 200,000.”

NBER reports that “one-third of the higher education student population of 1.5 million (in 1999) will be involved in some kind of campus violence,” and violent incidents will only continue to increase as long as alcohol consumption on campus increases.

Strategies like this are something to consider for on-campus events where the sale of alcohol is permitted, such as senior formals and so on. However, of course there are many times when students drink secretly in their rooms, or outside at local neighborhood bars and homes, where college officials are not able to control prices. What can schools do then?

“I’d suggest running mocktail programs and other campus events where alcohol isn’t the focus, and are fun enough to draw students away from the alcohol-focused events,” advised Rena Varghese, a former director of the New York University pre-college summer program. She adds that programs about the dangers of excessive drinking are important too, although sometimes not as well received by students.

“A lot of students will feel like they’re being preached at, so I think it’s key to balance those programs with the social ones so they subconsciously get the same message that they don’t need alcohol to have fun,” Varghese said. “Sadly, a lot of them also won’t see the connection between unwanted sexual activity or violence until they hear about it from someone they

believe, like one of their peers, so encouraging victims to speak to students is often more successful, although a little harder to arrange,” she added.

### Taking a Stand Against Violence

At the University of Nebraska-Lincoln, the Women’s Center has a few ideas of its own. The Center, as well as some co-sponsors, present a week’s worth of anti-violence activities each year. This year’s “Week Without Violence” theme was “How will you take a stand?”

The events are free, with both the public as well as campus members participating in activities. Brochures, art, purple domestic violence ribbons and T-shirts designed by participants for the Clothesline Project—for remembering victims and coping with violence—are all part of the weeklong programs.

“The event provides a chance for students, faculty, staff and community members to take a stand against violence in our community,” program assistant Michelle Zych told the *Daily Nebraskan*. “We need to recognize why violence is there and stop it.”

### Addressing Culturally-Based Causes

That task is a major one, admittedly. Yet some campus officials have strong opinions on one major factor: culture.

“Our aim is to address culturally-based causes of violence and the resolve is to prevent violence rather than clean up after it,” said Susan Allen, director of the Women’s Center at Kansas State University and a participant in the school’s third annual Non-Violence Rally this past September.

At the rally, students can get information from and sign up to join the Nonviolent student group, as well as larger off-campus groups like the Equal Justice Organization.

“We have to treat violence as a community problem and not just an aberration that happens to one person. We have tried to isolate the problem with the perpetrator and say he is an aberration. But, it’s a culture prob-

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## Expert Opinions

lem that either is committed to stop that kind of behavior or not,” Allen said in an article in the *Kansas State Collegian* last month, adding that “a community-wide effort” on campuses can have far-reaching effects as students go on to reduce violence long after college.

“That’s the beauty of students. We hope this group of students will want to change the culture and become more active participants of making that happen. We think by offering the awareness and information, people can arm themselves in nonviolence facts. Our strong belief is it will work if people want it to,” Allen said.

There are more than a few things in our culture that need to be “changed,” as Allen alluded to, or at least recognized as obstacles to fostering a non-violent campus community. According to Christopher Rodgers, the director of residential life for judicial affairs at Fordham University’s Rose Hill Campus in New York, this is especially true among college-age students since they are still so impressionable during this formative stage in life.

In an article at [reslife.net](http://reslife.net), Rodgers said it is indeed popular entertainment that most affects young students. And, unfortunately, “the most popular entertainments are sometimes the most violent,” he reported. This leaves them with few role models “for the kind of conflict resolution those of us within higher education require of them,” he concluded.

Rodgers stressed that it is often primarily the larger, mainstream culture that establishes social norms. And unless campuses address these issues, “instances of mass student violence are an illustration of the tendency of students to step in and create their own cul-

ture where their institutions have failed them,” Rodgers said.

But how can campus officials begin to address such widespread cultural issues affecting the rates of violence on campus? Can hosting programs and rallies really make that much of a difference?

“When in doubt, you have to try your best to promote anti-violence events and groups. You *will* affect

change, even if you can’t immediately see it, and at the very least, you’ve done your part to show that your school won’t be silent about such a major issue,” said Aaron Crosby, a former employee of the Office of Residence Life at Hunter College in New York City.

“Our aim is to address culturally-based causes of violence and the resolve is to prevent violence rather than clean up after it.”

Susan Allen,  
director of the  
Women’s Center  
at Kansas State  
University

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## Best Practices

**N**eed some proof of successful programs and policies that you might be able to institute at your school? Take a look at some of the “Best Practices” at a few different institutions around the country.

Talk to any college official and you’ll find that their school does, of course, have some sort of violent incident procedure in place in accordance with the law and their institution’s needs. For example, your school may require certain documentation if a student reports being attacked. You may have a rule stating that the on-call campus administrator must escort such students to the police or the hospital after this type of incident. Perhaps your school must always have campus security guards or police officers available at all times to escort students to their residence halls during late-night hours, or anytime they feel unsafe.

All of those examples are great starting points. But beyond those more common ideas, what else can we do on our campuses to affect positive change when dealing with violence? Perhaps aligning yourself with proactive programs, rather than reactive ones, is the key.

That’s the direction the **University of Oklahoma** is headed in, according to an article in the *Oklahoma Daily* (July 2003). In the article, women’s studies senior Elizabeth Kvach discussed some results she found in studying the way schools deal with rape and sexual assault.

“You can set up supports groups and safety phones on campus, but it doesn’t do anything about the root of the problem,” Kvach said, adding that she found most programs to fall into this reactive category. She said being proactive may be more difficult, but definitely possible through a few different measures.

“It has to come from men taking the initiative themselves. I don’t think change is going to occur unless men take ownership for what is occurring within the male population on campus,” Kvach explained. She also stresses increasing general awareness on vio-

lence, which is often dismissed if victims think it was their fault for being drunk, provoking it somehow, and so on. Kvach notes, though, that some schools are wary of doing this because they fear their school’s image will be ruined.

“It’s a public relations thing,” Kvach said, adding that schools should be more open to discussing issues.

At **Stevens Institute of Technology** in New Jersey, Campus Police Sergeant Collins agrees.

“I’d rather send my daughter to a school where there may be a higher incidence of reported, known cases of attacks, but are handled swiftly and effectively, than one who is seemingly safer but with a little investigation, you can find out that they have brushed serious incidents under the carpet so they look better,” he said.

Some quick ways to avoid that major pitfall? Back at the **University of Oklahoma**, one campus project, “the Prevention Advocacy Project,” intends to have men and women work together when it comes to fighting sexual assaults.

“We will be training male peer educators to lead discussion among the men in our community,” said project co-director Suzette Dyer. She said they would also conduct surveys to test attitudes on sexual assaults, develop focus groups of men for campaign feedback, and institute prevention programs as well as counseling for victims.

Other schools and organizations support programs like this one, especially the idea that men are a crucial, yet often overlooked, aspect in crime and the prevention of it on campus.

At **California State University Northridge**, dozens of male students walked a mile in high heels last spring to protest violence.

In April 2003, student activists from around a dozen universities and colleges within the state of Massachusetts alone gathered at **Boston University** (MA) for the Campus Action on Sexual Violence (CAOS) Conference. According to the website

# Student Violence

## Best Practices

for Jane Doe Inc., one of the conference's planning organizations, "this year's event was a joint effort by the Men's Initiative for Jane Doe Inc." along with the Boston Area Rape Crisis Center and themselves. Their groups agrees with "encouraging male involvement in the movement."

"Sexual assault was once solely considered a 'women's issue.' No one is spared the pain caused by sexual violence. Only by collectively confronting the underlying issues of power and control can we move forward in this movement," said Dave Chandrasekaran from the **Tufts University** (MA) Campus Violence Prevention Project and the Men's Initiative for Jane Doe.

At **St. Edwards University** in Texas, "masculinity without violence" was the focus of a September 2003 conference held there by SafePlace and reported in the *Daily Texan*. This effort to educate men on their role in preventing abuse and violence was entitled "ManPower: Strength Without Violence" and featured former NFL quarterback Don McPherson, the Mayor of Austin, and Bob Jensen, a professor and activist from the University of Texas. It was sponsored by a local rape crisis center and a battered women's shelter, and included how pornography can factor into violence against women.

"My presentation looks at how masculinity and sexuality are constructed for and by the mass market. The whole idea of this conference is that if society is going to change its problems with sexual violence, men are going to have to change," Jensen said.

One idea, then, could be to encourage your staff and students to get involved in events and groups like these. Perhaps your school could even host such events directly on your own campus.

Keep in mind that conveying these messages can also be done in creative ways, with themed plays, exhibits, movies, and so on. This has been working at the **College of Santa Fe's** Garson Theater Company through their "Laramie Project."

The project is named after Laramie, Wy., which was the scene of gay college student Matthew Shepard's hate-crime death in 1998. In the *Santa Fe New Mexican* (August 2003), the play was reported to "offer a voice" that "doesn't judge anyone."

Some might suggest theme housing, with one residence hall floor, building, or campus area devoted to crime and violence awareness and prevention. At **Texas State**, the Residence Life Office has done this on one floor of their College Inn building.

The "Men Against Violence Floor", also known as MAV, is described at the school's website as "a peer education team whose mission is to reduce the frequency and severity of violent acts among students, faculty and staff at Texas State and the surrounding communities through education and awareness campaigns."

Some of the floor's programs include Acquaintance Rape, Dating Violence, Alcohol 101, Diversity, Anger Management, Hate Crimes and Sexual Harassment. Many of the floor's residents are involved with other student groups, plus they volunteer to bring these programs to local junior high and high schools, as well as juvenile detention centers.

Another great tactic to consider is instituting new committees on your campus whose sole purpose it is to address violence in its many facets. It's what **Northwestern University** is doing when it comes to addressing hate-crime violence policies with campus officials as well as students.

"Our purpose is to among other things keep open communication between students and the administration, and to bring swifter and concrete action in response to the hate crimes," said sophomore committee member Rabeah Sabri in a *Daily Northwestern* article in July 2003. Sabri is a close friend of a fellow student who had been one target of a number of racial epithets found on campus property last year.

The committee was formed when the campus black student alliance, For Members Only, asked the student government to create a hate-crime task force. Students

# Student Violence

## Best Practices & Case Studies

there are happy with their work so far and are currently researching other schools' hate-crime policies.

"I feel things are moving and that the environment is set so the task force can proceed with ease in developing a system that will help students deal with hate crimes," said a junior on the committee.

Committees linkin your school's administration with the student body are great tools. Not only can this open communication, as is the goal at Northwestern, but it also makes students feel invested and included in the policy-making process. The administration is also more closely connected to the reality of the student experience. This is a way to get students to stand up to violence on their own and to better understand the job campuses are up against, as well as for schools to get a better idea of what goes on that is often not reported or discussed until something big happens.

"It's really easy for students or parents to complain that the school didn't do enough to prevent crimes if

they're not involved in the process from the inside," says Maclean Carr, a graduate of Tulane University in New Orleans. "That way they see what *has* been done, and they might understand more that there's only so much you can do but that the school did have procedures in place. Plus, it also set up the idea of a community watch, where students

realize what they can do themselves," he added.

To be honest, it is true there are limits to non-violence efforts. However, the number of limitations can decrease as various parts of your school unite in this effort, and most importantly, are *on the same page* when it comes to policy. For example, if your school's campus has unclear rules or allows different areas of campus to handle violence-related judicial situations at

their own discretion, students will get the message there is no uniform stance on violence. They will either get the impression that the school doesn't feel the issue is important enough, or that even if it does, it's too much for the administration to tackle. To avoid not only looking incompetent but creating situations where certain parts of your school are considered more unsafe than others, or certain campus officials more "tough" than others, creating a clear, consistent policy at your school is crucial.

Training your staff is the next important step—this includes everyone from Resident Assistants to full-time administrators to your campus safety officials. For more suggestions in this area, please read on.

## Case Studies

### Bringing New Professionals Into the Loop

There are several new professionals on campus this year, in both residence life and on the public safety force. All are enthusiastic and skilled; that's not the issue. As the head of the campus Incident Response Team, you're concerned that they need to be brought "into the loop" in order to be fully functioning, effective members of this team. Knowing that time and resources are limited, where would you choose to begin? And why?

### Performing an Incident Triage

A student was attacked at an off-campus part and seriously injured. When you get word of this incident, the person reporting it to you mentions that there's a possibility this was an act of bias-related violence. You want to respond effectively and compassionately to the variety of issues involved. What are these issues? And how might you triage them to deal with the most important first?

At **California State University Northridge**, dozens of male students walked a mile in high heels last spring to protest violence.

## Training Topics

When training campus staff on dealing with violence, there are a few key points that need to be remembered.

- 1. Be clear and consistent in outlining your school's specific protocol.** Without details, handouts for them to keep, and repeated review, your staff will not be as confident in handling these difficult situations and that can cause major problems down the line. This is especially true with student staff such as Resident Assistants, who are not official crime experts the way your campus security officers are. Also, since they won't deal with these incidents as often as they do lock-outs and so on, the few times they may encounter violence and be one of the first ones on the scene, it's likely that they won't instinctively know what to do.
- 2. Maintain regular communication with other departments at your school**—campus police or security, student life, residence life, the counseling office and so on. Otherwise you may miss important links in the chain, both before and after incidents happen. Make sure everyone knows each other's role in violent crimes on campus and how they are to be handled.
- 3. Show non-judgmental, unbiased treatment of all parties involved** in a violent incident throughout your judicial investigation. You don't want to come off unfair and suffer the consequences later on, either through lawsuits or poor student and staff morale.
- 4. Follow up with any and all parties, witnesses, and staff involved** in violence on campus to make sure they are coping. Refer them to necessary help as needed.
- 5. Seek help for yourself if you need it!** This is especially true after a program you instituted fails or a tragic event occurs at your school.
- 6. Host frequent non-alcoholic, anti-violence events.**
- 7. Foster student-administration discussions on campus safety issues.**
- 8. Network outside your school and area through conferences, calling other schools and organizations,** and reading up on these issues. This is the only way to open up your mind and see things from different perspectives. This helps you come to the best conclusions for your school.
- 9. Talk to technology professionals at your school and in the industry.** Don't forget that finding technical ways to improve security on campus will help fight violence on your campus as well. This could mean looking into installing ID card swipes and/or fingerprint scanners at each building entrance, video cameras on residence hall floors, and so on.
- 10. Come back and review your policies and prior incidents regularly.** No one system or rule is perfect and the best prevention method is regularly looking at your school's procedures to see if updates are needed, if your programs are working as intended, and what more could be done to protect your students and keep your campus as safe as possible.

So, still wondering if you can make crucial changes that will have lasting effects? According to psychologist Dr. Nancy Steele in her article entitled "What is Violence?" there are some upsides despite the uncertainties when coping with attitudes towards violence.

"I like to think that most people still have choices about their future behavior and are able to make changes in themselves. As long as we proceed in a careful and responsible manner there is a great deal of work that can be done that will provide better protection and safety to a larger number of people."

# Student Violence

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## Resources & Discussion Questions

### Resources

- Campus Action on Sexual Violence • <http://www.caosconference.org/>
- The National Center for Victims of Crime • <http://www.ncvc.org>
- Violence and Personal Safety Issues in Higher Education • <http://www.acpa.nche.edu/corcouns/PI/violrscs.htm>
- Campus Violence: The Facts on Student Violence • <http://www.ndcaws.org/projects/campusviolence/campusviolence.asp>
- The Campus Violence Prevention Program • <http://cvpp.ucdavis.edu/>
- Security on Campus, Inc. • <http://www.securityon-campus.org/>
- The Center for the Study and Prevention of Violence • <http://www.colorado.edu/cspv/>
- What College and University Campuses Can Do To Make A Difference • <http://toolkit.ncjrs.org/files/fullchapter7.pdf>
- “Making Colleges and Universities Safe for Gay, Lesbian, Bisexual, and Transgender (GLBT) Students and Staff,” report available from The Governor’s Commission on Gay and Lesbian Youth, Room 111, State House, Boston, MA 02133, Phone: 617-727-3600 X312
- *Violence on Campus: Defining the Problems, Strategies for Action* by Allan M. Hoffman (Editor), et al, May 1998
- *Campus Violence: Kinds, Causes, and Cures* by Leighton C. Whitaker, Jeffrey W. Pollard (Editor), April 1994
- *Campuses Respond To Violent Tragedy: (American Council on Education Oryx Press Series on Higher Education)* by Dorothy Siegel

### Discussion Questions

Here are some questions for use during trainings, committee meetings, roundtable discussions and personal reflection:

- What is the act of violence against students that most terrifies you? Why?
- What violent incidents have you dealt with that turned out relatively well? What was it that led to a positive resolution in these cases?
- In dealing with a hate-related incident, what role would your department play? What are the roles of other involved parties?
- Dealing with the media is a key component of handling violent incidents. Has your staff been trained on institutional protocol regarding media contact? Do you have a clear picture of what your response should be if a reporter calls you out of the blue?
- Think about a mistake that you or someone else made in handling a violent incident. What was the result of this mistake? What was learned for future cases?
- How do administrators, officers and others involved with handling violent incidents debrief? Is there an official process? What services are available to help these folks get counseling-related assistance, if needed?

## Topic Overview

For many years, alcohol has been cited frequently by college and university administrators as a threat to campus life. Research bears out that high-risk alcohol consumption creates many negative consequences, which threaten a students' ability to succeed while also damaging the campus environment.

### Student Consequences

According to recent research by Hingson et al (2002) on the consequences students experience as a result of their own drinking, the costs of underage and excessive drinking are high. Among college students age 18 to 24 years of age, the following problems occur annually:

- 1,400 deaths from alcohol-related unintentional injuries and motor vehicle crashes
- 500,000 students unintentionally injured while under the influence
- 600,000+ physical assaults on students by other students who were drinking
- More than 70,000 instances of sexual assault or date rape
- 400,000 students engaged in unsafe sex
- More than 100,000 students reported being too drunk to know whether they had given consent for sexual activity
- Over 150,000 students developed health problems due to their own drinking
- Approximately 2.1 million students drove impaired
- An estimated 5% of students were involved with local police or campus security personnel, with about 110,000 arrests occurring for alcohol-related violations.

Additionally, the connection between academic problems due to alcohol consumption is well documented. Numerous studies suggest that alcohol consumption plays a major role in student dropout rates, perhaps in part because students who consume higher levels of alcohol tend to have lower grade point aver-

ages. According to national survey results reported by the Higher Education Center for Alcohol and Other Drug Prevention in January 2003, students who maintain an A average consume a little more than four drinks per week, while students with grades of D or F consume almost 10 drinks per week.

Other indicators of this connection reported by the Higher Education Center include:

- 21.6% of students who drank reported falling behind in their school work due to their own alcohol consumption
- 33.1% had missed class as a result of their own alcohol use in the past year
- 23.4% reported performing poorly on a test or assignment

Consequences for students are not limited to primary problems as a result of one's own drinking. Students may also experience secondary problems due to another student's drinking, which may also impact their life on campus. According to research conducted by the Harvard School of Public Health in 2002, a few of the most prominent problems include:

- 60% of students had sleep or studying disrupted
- 47.6% had to take care of a drunken student
- 29.2% had been insulted or humiliated
- 20.5% of female students had experienced an unwanted sexual advance, sexual assault or acquaintance rape
- 19% had a serious argument or quarrel
- 15.2% had property damaged.

### Campus & Community Consequences

Alcohol also poses a serious threat to the entire campus environment. A campus may experience some or all of the following problems if alcohol concerns are not addressed effectively:

- The campus can be viewed by various stakeholders as avoiding the issue; campus image may be tarnished and community relations affected.

## Topic Overview

- Campus costs continue to rise due to ongoing vandalism, increased liability, etc. Neighbors may experience damage to their property or negative interactions with intoxicated students.
- Time and energy of campus personnel such as police, judicial officers, student life professionals, residence life staff, and others are increasingly spent addressing alcohol problems, rather than focusing on other issues of concern or in supporting positive activities.
- Students continue to experience primary and secondary negative consequences; student health decreases and retention rates may drop over time.
- Misperceptions of student behavior continue to be spread throughout the community, supporting problem behaviors and perpetuating stereotypes of students to the broader public.
- Admissions may struggle with attracting prospective students if a “party school” reputation develops, particularly if the campus is cited in national publications as a party school.
- Any existing sense of community and quality of life on campus erode over time, resulting from the majority feeling that they have to tolerate the misbehavior of the minority.
- Existing prevention efforts become fragmented and collaboration decreases across departments and constituencies, which can lead to failed prevention programs.
- Resources and efforts on current activities may be seen as wasted;

fewer resources allocated for productive prevention efforts in the future.

### Completing the Biennial Review

Under the requirements of the federal Drug-Free Schools and Campuses Act (DFSCA), institutions of higher education are to complete a Biennial Review of their Alcohol and other Drug Prevention Program in even-numbered years. The process provides campuses with an ideal opportunity to examine their current alcohol and other drug prevention program and make recommendations for improvement.

According to the Higher Education Center for Alcohol and other Drug Prevention, for an institution of higher education (IHE) to create a prevention effort that complies with federal regulations, the program must:

1. Prepare a written policy on alcohol and other drugs.
2. Develop a sound method for distribution of the policy to every student and IHE staff member each year.
3. Prepare a biennial review report on the effectiveness of its alcohol and other drug programs and the consistency of policy enforcement.
4. Maintain its biennial review report on file, so that, if requested to do so by the U.S. Department of Education, the campus can submit it.

While the process for completing the review is up to each IHE to determine, the report may be too cumbersome for an individual or single office to compile. Therefore, it is common practice for the Biennial Review to be completed by an existing alcohol and other drug committee or task force. If such a body does not exist, a committee representing the various departments responsible for alcohol and other drug prevention should be called together.

Failure to comply with the DFSCA Regulations can have serious consequences for an IHE. The Secretary of Education may choose to terminate all forms of federal financial assistance, including individual financial aid such as Pell grants. To assure compliance, the Secretary of Education selects a representative sample of IHEs for review each year.

The next Biennial Review must be completed by October 1, 2004. Detailed guidelines for completing the Biennial Review of Alcohol and other Drug prevention programs are available at no charge from the Higher Education Center for Alcohol and other Drug Prevention.

## Topic Overview

- A growing sense of fatalism on alcohol issues pervades the campus environment and the community.

The fact is many campuses have been unable to develop and implement an effective research-based prevention effort that creates lasting change. And the solution, like the problem, is rather complex.

“Effective prevention is comprehensive, intensive, relevant, focuses on positive messages, and involves students in key roles,” states Alan Berkowitz, Ph.D., a campus consultant on alcohol and other drug prevention efforts and editor of *The Report on Social Norms*. “It is very hard to do truly comprehensive prevention in which different partners and stakeholders collaborate to create interventions that are mutually reinforcing and synergistic.”

In spite of the difficulty of implementing comprehensive prevention efforts, a greater array of research-based methodologies and strategies are available today than ever before. These strategies can be of great assistance in reducing the threat alcohol poses to a campus if applied with forethought, planning, and consistency.

The remainder of this report focuses on what threats exist to creating an effective prevention effort, the research and resources available to support campuses in their work in addressing alcohol, and training topics which various campus groups may benefit from being exposed to. It is hoped this information will assist your campus in taking steps in a more productive direction with its alcohol prevention efforts.

### **Threats to Creating an Effective Prevention Effort**

While many campuses recognize the negative impact alcohol abuse has on the campus environment, they may struggle to implement an effective prevention program. In the past, many prevention efforts may not have had a significant or lasting impact on student drinking behaviors.

This lack of success may be due in part to a focus on short-term solutions to immediate problems rather

than on long-term solutions that create cultural or environmental change. Working within an environmental management framework, campuses can create lasting change through education, early intervention, policy and enforcement, and other environmental support strategies; however, these are a complex set of approaches which all too often do not exist.

As noted in the National Institute on Alcohol Abuse and Alcoholism (NIAAA) “Call to Action: Changing the Culture of Drinking at U.S. Colleges”, a lack of success in prevention efforts reinforces the idea that student drinking is impossible to overcome, which poses perhaps the greatest threat to a campus’ efforts. This lack of success can result in administrators becoming demoralized and reducing the likelihood that adequate resources will be devoted to further prevention activities.

However, seeing alcohol as an unsolvable problem is not the only hazard to effective prevention programs. Other threats include:

#### ➔ **Lack of visible, ongoing leadership from the president and senior administration on alcohol issues**

A president may not wish to take a public stance on alcohol issues because it acknowledges a problem exists on his or her campus or perhaps because it will attract negative publicity. Due to the fact that alcohol abuse is a problem shared by virtually all institutions of higher education, acknowledging that it is an issue is a positive step towards creating change, which will support the basic educational mission of the institution.

According to “Be Visible, Be Vocal, Be Visionary” by the Presidents Leadership Group of the Higher Education Center for Alcohol and other Drug Prevention (1997), it is also critical for the president and other senior administrators to be at the forefront of alcohol prevention efforts, rather than delegating the task. By expressing clear expectations and standards for addressing alcohol issues, the president can ensure that the issue is made a priority. Visible leadership may also

## Topic Overview

help improve the public image of the university as willing to address the tough issues proactively.

➔ **Decentralized responsibility for prevention efforts**

Prevention programs are too often fragmented, with many functional areas charged with various activities. These departments operate separately, perhaps rarely consulting each other on how to more effectively address alcohol issues, let alone collaborating to develop a comprehensive plan.

Forming a task force or working group, which has ongoing responsibility for prevention efforts, will help greatly in ensuring that prevention efforts are attended to in an organized fashion. In addition, having a dedicated alcohol and other drug prevention coordinator creates a point person for oversight of such activities. The existence of such a position should not preclude the need for a larger body due to the complexity of the issue.

➔ **Lack of a strategic plan for prevention activities, including procedures for evaluation**

With the frequent fragmentation of prevention efforts, responsibility is diffused and accountability tends to decrease. Without a clear definition of a mission and goals for prevention efforts, it is therefore difficult to determine if there is any progress on addressing alcohol issues.

Since most efforts on campus are driven by a strategic plan, it is logical that alcohol prevention activities should be no different. The development of a strategic plan will help to address the need for coordination and collaboration on prevention, improve communication on relevant concerns, and take evaluation into account.

➔ **Lack of a strong research base on which to formulate a strategic plan**

Ideally, a campus will routinely collect data that indicates the extent of the alcohol problem and the con-

sequences students are experiencing, as well as data on attitudes and perceptions about alcohol use, including those held by faculty and staff. Without such data, it is difficult to develop a strategic plan that will have clearly defined goals and to measure progress towards achieving objectives.

➔ **Using non-research based approaches to prevention**

A campus may be accustomed to using the same prevention approaches “because the students like it” or “we’ve always done it this way.” in spite of the fact that those approaches are not effective. Depending on the culture of the campus, tradition can be difficult to break with, even in the face of mounting pressure to address alcohol issues.

Due to greater attention to alcohol issues on campus and a significant increase in studies on the effectiveness of various prevention activities, a range of research-based prevention efforts are available to campuses today. Even traditional activities may be able to be altered to be more supportive of larger prevention efforts.

➔ **Inconsistency in policy enforcement and judicial sanctioning**

In order to send a clear message that the campus will not tolerate policy infractions, campus security should work in conjunction with other personnel with enforcement responsibilities to consistently enforce the alcohol policy. The policy should also be reviewed on a regular basis to ensure it is consistent with state laws and campus practices.

In addition, the judicial affairs office and judicial board should review how sanctions have been administered in the past to ensure fairness and consistency. Where appropriate, mandatory minimum sanctions could be considered, as well as parental notification policies and educational sanctions, which encourage students to make more responsible decisions.

# Alcohol on Campus

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## Topic Overview

➔ **Ignoring the need to work with the local community or at the public policy level**

Any campus is greatly influenced by the town and state in which it is located and also exerts an influence of its own. In spite of this, an institution of higher education (IHE) may attempt to resolve its alcohol issues without looking beyond its own walls for assistance. Local stakeholders may not feel there is an incentive to work with the university, leaving the problem in the hands of the IHE.

In its environmental management framework, the Higher Education Center for Alcohol and Other Drug Prevention cites the need to work at the campus level, the community coalition level, and the public policy level. These three areas of effort complement one another and synergistically create an environment that does not support high risk drinking by students.

Once invited to the table, local business owners, area residents and other community stakeholders may be willing to collaborate with a campus to address problems that affect their lives. The campus benefits by building stronger community relations and creating a supportive off-campus environment for their prevention efforts, as well as fostering a positive public image.

➔ **Lack of involvement from students**

Since student drinking behaviors are the focus of prevention programs, student involvement in all areas of prevention is not only logical, but necessary to help them feel invested in the process and desired outcomes.

In addition to serving on committees and coalitions, students may wish to participate in peer education groups, to be involved in research with faculty, and to advocate at the public policy level for legislation which supports campus prevention efforts.

➔ **Lack of involvement by faculty members**

One group that has traditionally been left out of campus prevention efforts is faculty members, even though they are in a unique position to identify and help students with alcohol problems.

According to "How to Reduce High Risk College Drinking: Use Proven Strategies, Fill Research Gaps" (2002), faculty members may be helpful in initiating and developing a strategic plan by conducting research, incorporating alcohol issues into new or existing courses, and working on campus committees or coalitions.

In addition, they may also be able to:

- Use alcohol-related incidents on campus as teachable moments
- Speak out and encourage debate on alcohol issues
- Support the development of interpersonal and intrapersonal skills which assist students outside the classroom
- Effectively refer at-risk students to appropriate resources
- Monitor how they personally discuss alcohol issues and role model alcohol use socially

While these threats combined could stymie even the most dedicated campus personnel, the research and resources available today can help campuses greatly in developing prevention efforts which will overcome these challenges. These efforts can create lasting change in student drinking behaviors and in the campus environment if applied conscientiously. (See "Effective and Promising Prevention Activities")

## Best Practices

In 1998 the National Advisory Council of the National Institute on Alcohol Abuse and Alcoholism established a Task Force of college presidents, alcohol researchers, and students to review the existing research literature on college drinking as a basis for implementing and evaluating alcohol prevention programs.

Their final report, "A Call to Action: Changing the Culture of Drinking at U.S. Colleges", supports the use of a "3-in-1 Framework" which is designed to simultaneously target three primary audiences: (1) individual students, including high-risk drinkers; (2) the student body as a whole; and (3) the surrounding community.

The research examining the effectiveness of various alcohol prevention strategies is incomplete and often inconsistent; periodically strategies have not been evaluated specifically for application to college-age drinkers. In spite of these limitations, the Task Force reviewed various preventive interventions that were potentially useful and grouped them into three "tiers" according to their effectiveness as determined by the results of available research-based studies.

### **Tier 1: Strategies Effective Among College Students**

First tier strategies have been shown to be effective among students who are considered alcohol-dependent drinkers or problem drinkers, and among students whose drinking patterns place them at increased risk for developing problems. Strong evidence supports the effectiveness of the following strategies:

- simultaneously addressing alcohol-related attitudes and behaviors by correcting commonly held myths about alcohol's effects while teaching students how to cope with stressors without resorting to alcohol
- using survey data to counter students' misperceptions about their fellow students' drinking practices and attitudes toward excessive drinking
- increasing students' motivation to change their drinking habits, for example by providing nonjudgmental advice and evaluations of the students' progress.

Prevention programs that combine these three strategies have proven effective in reducing alcohol consumption among college students .

### **Tier 2. Strategies Effective Among the General Population That Could Be Applied to College Environments**

The strategies in Tier 2 have proven successful in populations similar to those found on college campuses. Measures include

- increasing enforcement of minimum legal drinking age laws
- implementing, enforcing, and publicizing other laws to reduce alcohol-impaired driving, such as zero-tolerance laws
- increasing the prices or "sin" taxes on alcoholic beverages
- instituting policies and training for servers of alcoholic beverages to prevent sales to underage or intoxicated patrons

Campus-community coalitions are of particular value in developing and implementing these strategies.

### **Tier 3. Promising Strategies That Require Research**

According to the Task Force, Tier 3 strategies make sense intuitively or show theoretical promise, but a dearth of comprehensive evaluation indicates that additional research is needed to test their usefulness in reducing the consequences of student drinking.

Strategies that show promise include:

- increasing the severity of penalties for violating campus alcohol policies
- enhancing awareness of personal liability for alcohol-related harm to others
- establishing alcohol-free residential living areas
- restricting or eliminating alcohol-industry sponsorship of student events while promoting alcohol-free student activities

# The Jeanne Clery Act

## Best Practices

- conducting social norms campaigns to correct exaggerated estimates of the overall level of drinking among the student body

### Profile

#### **A New Campus Response • University of Rhode Island**

In 1993 and 1994, the University of Rhode Island (URI) was named the Number 1 party school in the nation by the Princeton Review. Research indicated that student binge drinking rates were significantly higher than national averages—67% vs. 44%. By 1995, President Robert Carothers was tired of the impact alcohol was having on his campus. He publicly acknowledged alcohol as a serious threat to URI and started on the path to creating a new campus response.

Initially, efforts focused on clarifying the campus alcohol policy, which could then be clearly articulated and consistently enforced. Some of the strategies included the banning of alcohol at all university-sponsored events, increasing the responsibility for enforcement by resident assistants, and holding individuals and student organizations strictly accountable for policy violations.

The campus also focused on several high-risk events, including First Week and Homecoming, which traditionally were laden with alcohol-fueled problems. Successes in providing a wider variety of alcohol-free activities and reducing problems helped spur further support for prevention efforts.

#### **Early Success, New Allies**

Dan Reilly, director of substance abuse prevention services in URI's Office of Student Life, indicates that these early successes helped bolster support from new allies and helped reduce the perception that alcohol is an unsolvable problem. "There is a pitfall in staying with this mindset. There are multiple solutions to problems; sometimes it takes working around a perceived problem to create a success," Reilly states.

Identifying key players who could be helpful to URI's prevention efforts provided some occasional surprises. Local realtors who rent property to off campus students became strong prevention allies when they began to set expectations for their tenants' behavior.

The President, the Vice President for Student Affairs and

#### **Additional Activities That Support Prevention Efforts**

There are other activities that can help support an environment dedicated to alcohol prevention. These actions may help in sending the message to stakeholders that the campus is taking prevention seriously and supporting students in making low risk decisions related to alcohol:

- Examine course schedules to ensure a full class week, in order to reduce 3- or 4-day weekends.
- Provide educational outreach on how to intervene effectively with students who may have an alcohol problem. Target students, faculty and other university support personnel.
- Provide educational workshops on various aspects of the alcohol issue throughout the year and at developmental levels appropriate for different students.
- Discuss alcohol and hazing concerns with athletic teams and Greek organizations; hold them accountable for any violations of alcohol and hazing policies.
- Restrict alcohol promotions and advertising on campus and in campus publications.
- Monitor Greek and other student organizations that host social events to ensure compliance with alcohol policies and laws.
- Participate in National Collegiate Alcohol Awareness Week, National Alcohol Screening Day, and other relevant health observances.
- Create effective employee assistance programs.

## Best Practices

the Dean of Students continue to be visibly involved in prevention. Representatives from a wide variety of campus departments serve on the task force and town gown coalitions. Many faculty members have participated in the campus task force over the years, supporting efforts with campus-based research on various aspects of the alcohol issue. Both local law enforcement and campus security are willing to be active partners in seeking solutions.

### Student Involvement

Student participation has also helped a great deal in building an effective prevention program. Examples of involvement by URI students include:

### Additional Activities That Support Prevention Efforts

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- Restrict alcohol promotions and advertising on campus and in campus publications.
- Monitor Greek and other student organizations that host social events to ensure compliance with alcohol policies and laws.

- Participate in National Collegiate Alcohol Awareness Week, National Alcohol Screening Day, and other relevant health observances.
- Create effective employee assistance programs. Peer education groups present educational workshops on health and safety issues
- URI 101, a first year experience course, incorporates student-led presentations which correct misperceptions about alcohol and marijuana usage as well as how many sexual partners URI student have had.
- RAM Choices and RAM Goals are student led groups that advocate for responsible alcohol management with athletes and Greeks respectively.
- Students serve on the town-gown coalition to represent the voice of those living in off campus residential areas and on the campus task force.
- Prevention personnel gather student input both formally and informally on an ongoing basis.

### More Keys to Effective Prevention

Additional keys to URI's success have included educational outreach throughout the year, ongoing evaluation and data collection, a strong on-campus task force and an ongoing town-gown coalition to address off campus issues. Multiple strategies work together to create a more seamless and supportive environment.

"This issue (of alcohol) is a little like a balloon. If you squeeze it in one place, it's likely to pop out someplace else," says Reilly. He indicates that the environmental management framework, as described by the Higher Education Center for Alcohol and Other Drug Prevention, provided URI with a multidimensional foundation so "pop outs" could be addressed more easily.

### Recent Success

The response of URI students to a recent campus incident indicates a great deal of progress has been made. After a Red Sox loss to the Yankees during the 2003 playoffs, a significant number of students nearly rioted in the streets, resulting in police involvement and

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## Best Practices

student arrests. The next day, a number of concerned student leaders gathered support from more than 120 students representing over 30 organizations to create teams to make rounds of the campus that evening.

Their goal was to reduce the likelihood that more inappropriate celebrations would occur. They focused not on the students who potentially could instigate another riot, but rather on the students who would normally join in the fray later on. By being a visible presence on campus and checking in with students to see that they kept celebrations safe, the student leaders eliminated a repeat incident.

“It was great to see students take charge of a situation that many people didn’t expect them to and in a manner that would give the best results,” states Jeremy Costa, a senior who helped coordinate the response. Costa is a Zeta Beta Tau member and the InterFraternity Council president. “We just didn’t want the campus to be known for these types of incidents.”

### Profile

#### **Twelve Feathers Program • Southwestern Indian Polytechnic Institute (NM)**

Southwestern Indian Polytechnic Institute (SIPI) is a two-year institution enrolling only tribal members from over 100 different Native American communities. The Twelve Feathers Program focuses on culturally appropriate prevention and intervention efforts in order to address the needs of high-risk students within this unique population.

The main goals and objectives of this program are to educate the SIPI community of the dangers of using and abusing alcohol and drugs, through classroom courses, large and small support groups, and individual

and group counseling. Activities are designed to assist students in taking responsibility for their choices and to empower them to become role models and campus leaders.

Helping students to gain an awareness and understanding of their tribal traditions and culture are keys to the program; learning Native American arts and crafts and participation in tribal ceremonies are part of this process. Students may also participate in adventure-based activities such as rope climbing or river rafting, build problem-solving skills and self esteem in safe environments, and develop skills in working with a team.

Success rates have been high since SIPI began addressing alcohol and other drug problems with the Twelve Feathers program. Enrollment has increased by nearly 400% and retention rates have risen to over 80% (compared to a drop out rate of 50-90% for Native American students at mainstream colleges).

### **Recommendations for Successful Prevention Efforts**

Based on their research of campus-based prevention efforts, the Promising Practices: Campus Alcohol Strategies Project offers recommendations that may assist universities in implementing more successful prevention efforts.

1. Integrate alcohol abuse prevention efforts into the fabric of the institution.
2. Ensure that efforts are clearly defined and well grounded.
3. Create a comprehensive and long-term perspective.
4. Design campus initiatives to be multi-targeted and broad-based.
5. Allocate appropriate resources and staff commensurate with the task.
6. Build program connections on and off the campus.
7. Collaborate with other professionals to reduce the feeling of being “alone”.
8. Conduct and use ongoing evaluation.
9. Clearly define normative messages and market initiatives.
10. Solicit support from the top and the bottom of the campus hierarchy.

The Promising Practices Sourcebook and related materials are available at no charge from the Promising Practices Project at [www.promprac.gmu.edu](http://www.promprac.gmu.edu) or by phone at 703.993.3697.

# Alcohol on Campus

## Training Topics, Discussion Questions, Resources & Case Studies

One of the essentials to an effective campus-wide prevention effort is ensuring that participants understand this very complex issue, particularly as it applies to their area of responsibility. Offering training for various campus groups can also be helpful in gaining buy-in and support for prevention activities as they may be more able to see how they can have an impact. Several possible areas to provide training include:

### Technical Assistance

Many campuses feel they can undertake the work of developing a prevention strategy without outside assistance. The fact is, technical assistance from outside consultants can be of great benefit. A readiness assessment can be a first important step, as well as training in the environmental management framework, environmental scans, and strategic plan development and execution.

### Current Campus Research Results

Honestly sharing the results of campus surveys that look at student consumption rates, attitudes and perceived norms will help to paint an accurate picture of

## Discussion Questions

- How would you describe the campus alcohol policy in a nutshell?
- What is your sense about utilizing a social norms marketing campaign on campus? How might it be effective/ineffective?
- Addressing the alcohol issue on campus and all the surrounding factors can be time and energy-consuming? How are staff members on the front lines recognized and rewarded for their work? Could better efforts be made?
- What have you found to be some of the most effective methods for getting students to examine their alcohol-related behaviors? What is it about these efforts that makes them work?

the current situation. It may also be helpful for participants to understand how the characteristics and culture of a particular campus contribute to high risk drinking behaviors. This may also lead to discussion on how our understanding of student culture can lead to harmful misperceptions and stereotypes.

### Current Research-based Methodologies for Prevention

Choosing to focus on the use of prevention methods, which have a strong research base, will be most helpful in creating an effective prevention program. Helping participants understand these methodologies may provide them with the perspective on how these techniques fit into a larger prevention effort. A few topics that could be included would be building effective campus-community coalitions, the benefits of curriculum infusion, conducting effective media advocacy campaigns, and social norming efforts.

According to Dr. Alan Berkowitz, a campus consultant on alcohol and other drug prevention efforts and editor of *The Report on Social Norms*, a social norms focus should be an essential part of any training on alcohol issues so that participants are aware of the positive health of the campus communities. He also states that once normative data is shared, “(we) can then talk about the dangers and damage of alcohol within that context, i.e. we can frame the issue accurately and not collude with the unfair portrayals of our students in the media.”

### Interventions and Referral Skill-building

All members of the campus community can benefit from learning how to make effective referrals for students who may have a problem with alcohol. “One of the most critical skills students in particular can have is to know how and when to intervene with friends, roommates, or the person next door. In addition, they need to know the differences between an alcohol user, an abuser, and an alcoholic” states Randy Haveson, a professional speaker and consultant on alcohol and other drug issues. Increased referrals may assist students in reduc-

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## Training Topics, Discussion Questions, Resources & Case Studies

ing alcohol problems before they become a barrier to success.

### "Broken Window" Theory

Campus Security personnel in particular may benefit from discussions on what Dan Reilly of the University of Rhode Island calls the "broken window" theory. "This looks at how reducing the minor incidents — such as broken windows — on a day to day basis will ultimately contribute to reducing the severity and frequency of major incidents," Reilly states. He indicates that this increase in addressing minor incidents helps students understand that if a major problem were to arise, campus security would be certain to respond as readily as they would to a simple broken window.

### Updates on Policy Changes

Keeping the campus community updated is important to reducing frustration with changes. It also assists with minimizing the potential for backlash, particularly from students who are impacted the most by policy changes. Establishing regular methods for sharing updates with students before changes are implemented may help in creating support for policy changes within the student body. It can also be helpful to work with student leaders who can provide updates to their constituents and overcome misperceptions about the policy development process.

## Case Studies

### The Tour Detour

As you are walking on campus one day, you hear a student admissions rep giving a tour to prospective students. You overhear her telling students that the alcohol policy on campus may seem very strict but it's not really enforced much at all. The group chuckles and she continues on with the tour. You are troubled by this message being passed along to prospective students and their families. How might you respond?

### Are Your Efforts Making a Dent?

Your department has recently been talking about new strategies to employ in addressing alcohol concerns on campus. During one of these discussions, your alcohol and other drug educator takes a surprisingly negative tone, saying, "There's no way that'll work." You pull him aside after the meeting and ask him what's going on. He tells you that he's losing heart, that it seems like, no matter what your department does, it does nothing to help combat the alcohol problem. You sense a real surge of compassion fatigue has overtaken him, making him feel hopeless about his prescribed role on campus. What might you do?

## Resources

### Websites

College Drinking: Changing the Culture, National Institute on Alcohol Abuse and Alcoholism • [www.collegedrinkinglearningprevention.gov](http://www.collegedrinkinglearningprevention.gov)

U.S. Department of Education's Higher Education Center for Alcohol and other Drug Prevention • [www.edc.org/hec/](http://www.edc.org/hec/)

A Matter of Degree National Policy Office: Alcohol Policy Solutions • [www.alcoholpolicysolutions.net/](http://www.alcoholpolicysolutions.net/)

Promising Practices: College Alcohol Strategies • [www.promprac.gmu.edu/](http://www.promprac.gmu.edu/)

Interassociation Task Force on Alcohol and other Substance Abuse Issues • [www.iatf.org](http://www.iatf.org)

National Social Norms Resource Center • [www.socialnorm.org](http://www.socialnorm.org)

Core Institute for Alcohol and Drug Prevention • [www.siu.edu/coreinst](http://www.siu.edu/coreinst)

College Alcohol Study, Harvard School of Public Health • [www.hsph.harvard.edu/cas/](http://www.hsph.harvard.edu/cas/)

National Clearinghouse for Alcohol and Drug Information • [www.health.org](http://www.health.org)

## Training Topics, Discussion Questions, Resources & Case Studies

### Relevant Journal Articles

Hingson, R.W., Heeran, T, Zakocs, R.C., Kopstein, A., and Wechsler, H. Magnitude of alcohol-related mortality and morbidity among U.S. college students ages 18 - 24. *Journal of Studies on Alcohol*. 63(2):136 - 144. 2002.

Wechsler, H.; Lee, J.E.; Kuo, M.; Seibring, M; Nelson, T.F.; and Lee, H. "Trends in College Binge Drinking during a Period of Increased Prevention Efforts: Findings from 4 Harvard School of Public Health College Alcohol Study Surveys, 1993 – 2001." *Journal of American College Health* 50: 203 – 217, 2002.

### Higher Education Center Publications

*Note: The following reports are available for download and purchase from the Higher Education Center for Alcohol and Other Drug Prevention at [www.edc.org/hec/](http://www.edc.org/hec/).*

*Alcohol and Other Drugs on Campus: The Scope of the Problem. InfoFacts/Resources, Higher Education Center for Alcohol and Other Drug Prevention. June 2003.*

*Alcohol and other Drug Prevention on College Campuses: Model Programs. U.S. Department of Education Safe and Drug-Free Schools Program. November 2002.*

*Be Vocal, Be Visible, Be Visionary: Recommendations for College and University Presidents on Alcohol and other Drug Prevention. President's Leadership Group, Higher Education Center for Alcohol and other Drug Prevention. 1997.*

*College Academic Performance and Alcohol and other Drug Use. InfoFacts/Resources, Higher Education Center for Alcohol and Other Drug Prevention. January 2003.*

*Complying with the Drug-Free Schools and Campuses Regulations: A Guide for University and College Administrators. Higher Education Center for Alcohol and Other Drug Prevention. Funded by the Department of Education.*

*Drug-Free Schools and Communities Act, and Drug-Free Schools and Campuses Regulations,*  
<http://www.edc.org/hec/dfsca/>

### NIAAA Publications

*Note: The following reports are available for download and purchase from the National Institute on Alcohol Abuse and Alcoholism at [www.collegedrinkingprevention.gov](http://www.collegedrinkingprevention.gov).*

"A Call to Action: Changing the Culture of Drinking at U.S. Colleges". National Task Force on College Drinking of the National Advisory Council on Alcohol Abuse and Alcoholism. April 2002.

"High Risk Drinking in College: What we Know and What We Need to Learn." Final Report of the Panel on Contexts and Consequences. National Task Force on College Drinking of the National Advisory Council on Alcohol Abuse and Alcoholism. April 2002.

"How to Reduce High Risk College Drinking: Use Proven Strategies, Fill Research Gaps". Final Report of the Panel on Prevention and Treatment. National Task Force on College Drinking of the National Advisory Council on Alcohol Abuse and Alcoholism. April 2002. National Institute on Alcohol Abuse and Alcoholism. Changing the Culture of Campus Drinking: Alcohol Alert, No. 58. October 2002.

Fleming, M. "Clinical Protocols to Reduce High Risk Drinking in College Students: The College Drinking Curriculum for Health Care Providers". National Task Force on College Drinking of the National Advisory Council on Alcohol Abuse and Alcoholism. October 2002.

Saltz, R, and DeJong, W. "Reducing Alcohol Problems on Campus: A Guide to Planning and Evaluation". National Task Force on College Drinking of the National Advisory Council on Alcohol Abuse and Alcoholism. April 2002.

### Other Resources

A Matter of Degree Advocacy Initiative: Case Histories in Reducing High-Risk Drinking Among College Students. The National Program Office of A Matter of Degree at the American Medical Association. October 2003.

Twelve Feathers Program website,  
<http://kafka.sipi.tec.nm.us/subabuseedu.htm>