

**Memorandum of Understanding  
Among the  
U.S. Department of Justice,  
Office of Justice Programs,  
Office of Juvenile Justice and Delinquency Prevention  
and  
U.S. Air Force  
and the  
U.S. Department of Health and Human Services,  
National Institutes of Health,  
National Institute on Alcohol Abuse and Alcoholism**

**I. PURPOSE**

This Memorandum of Understanding (MOU) formalizes an agreement among the U.S. Department of Justice (DOJ), Office of Justice Programs (OJP), Office of Juvenile Justice and Delinquency Prevention (OJJDP); U.S. Air Force Medical Field Operations Agency, Community Behavioral Health Division (referred to as USAF in the remainder of the document); and the U.S. Department of Health and Human Services (HHS), National Institutes of Health (NIH), National Institute on Alcohol Abuse and Alcoholism (NIAAA). This MOU documents agreements among OJJDP, USAF, and NIAAA regarding the programmatic and evaluation support provided with Fiscal Year 2006 funding for the Enforcing the Underage Drinking Laws (EUDL) Discretionary Program: Initiative to Reduce Underage Drinking.

This MOU is to formalize a partnership among OJJDP, USAF, and NIAAA. OJJDP will provide funding to support the implementation of the community component specifically related to the prevention of underage drinking component of the larger Air Force Culture Of Responsible Choices (CORC) program (see attachment for a description of the program) in a minimum of one community and a maximum of five communities in each of up to four states over a 36-month period. CORC is a program designed for the entire USAF population, 90% of whom are 21 or older, and therefore aspects of CORC underscore the importance of responsible drinking for this age group. For underage persons (which represent 10% of the Air Force but account for 40% of the alcohol-related incidents) there is zero tolerance in the Air Force for alcohol consumption and DUI infractions. For this demonstration effort, USAF will provide other resources in lieu of

funds (e.g. Headquarters USAF Substance Abuse staff [AFMSA/SGOF] time) to support implementation of the individual and military installation components of CORC, as it relates to underage drinking, on selected USAF installations. Headquarters USAF will also provide underage alcohol-related incident data (without personal identifiers) to NIAAA for evaluation purposes. Implementation of the community component of the CORC program focusing on underage drinking will be a collaboration between communities implementing EUDL programming and USAF installations in selected states. NIAAA will provide an initial \$50,000 to engage the partners in an evaluation planning process. This will include a specific statement of the desired outcomes to be evaluated, a review and assessment of data to be used, and the data collection process. After the evaluation design is completed as agreed to by the partners, an addendum will be added to this MOU to set out the process of how NIAAA will perform the evaluation. It is anticipated by the partners that NIAAA will provide up to \$500,000 for an evaluation to be performed via grant or contract. The focus of this evaluation will be on the underage drinking prevention component of CORC in selected communities and USAF installations in up to four states over a 48-month evaluation period, which includes additional time for NIAAA to complete data analysis and publish reports of the findings. NIAAA will develop an evaluation design in collaboration with USAF and OJJDP that will determine the effectiveness of the CORC interventions specific to preventing or reducing underage drinking and related problems on military installations and in their collaborating communities. While USAF will implement the broader plan for CORC, the community-based activities supported by funds and resources for this project will only be directed to activities that are specific to prevent underage drinking. Nothing in this MOU will commit the USAF to activities or expenditure of resources otherwise prohibited by law, regulation, or policy.

OJJDP seeks to reduce the availability of alcoholic beverages to and the consumption of alcoholic beverages by underage USAF persons (those younger than 21 years old) in communities. OJJDP proposes to accomplish this reduction by implementing research-based and promising practices to enforce underage drinking laws and prevent and reduce underage drinking. This will be done in collaboration with the USAF installations implementing the CORC program, with a focus on the CORC component dealing with the prevention of underage drinking.

USAF seeks to reduce the availability of alcoholic beverages to and reduce the consumption of alcoholic beverages by underage military persons (those younger than 21 years old) on USAF installations and the surrounding communities. USAF proposes to accomplish this reduction by implementing the underage drinking component of CORC. The USAF's ideal goal is to have zero incidents of underage drinking in its active duty population.

NIAAA seeks to conduct research resulting from evaluation of program outputs and outcomes based on data provided by the USAF installations and communities engaged in implementing CORC which aims to reduce the underage drinking problem among underage USAF personnel. NIAAA research efforts also strive to collaborate with state and local institutions, organizations, agencies, and programs that are engaged in

addressing underage drinking and to disseminate research findings to youth development workers, healthcare providers, researchers, policymakers, and the public.

## **II. BACKGROUND**

Through the FY 2006 Enforcing the Underage Drinking Laws (EUDL) Discretionary Program: Initiative to Reduce Underage Drinking, the U.S. Department of Justice, Office of Justice Programs (OJP), Office of Juvenile Justice and Delinquency Prevention (OJJDP), seeks to reduce the availability of alcoholic beverages to and the consumption of alcoholic beverages by underage persons (those younger than 21 years old) who are in the USAF. OJJDP proposes to accomplish this reduction by implementing research-based and promising practices to enforce underage drinking laws and prevent underage drinking.

Alcohol consumption among underage Airmen has been selected because of the high risk of dangerous behaviors associated with this drinking pattern in underage persons. The need for effective environmental approaches to prevent underage drinking in populations where there is high occurrence and minimal environmentally focused prevention is essential.

The partnership among OJJDP, USAF, and NIAAA grew out of preliminary evidence suggesting that community and base cooperation can reduce underage drinking and its accompanying negative community effects such as driving violations, public drunkenness, domestic violence, sexual assault, thefts, and other negative behaviors. Therefore, OJJDP, USAF and NIAAA are interested in establishing partnerships between communities and USAF installations to implement and evaluate "best" and "most promising practices" that will reduce underage drinking by addressing the individual, military, and community domains.

The partnership among OJJDP, USAF, and NIAAA will result in OJJDP providing support for community-based program implementation in partnership with adjacent USAF installations interested in linking with the effort. Pending successful completion of the initial project evaluation assessment, NIAAA will evaluate the process and program outcomes of this FY 2006 EUDL Discretionary Program: Initiative to Reduce Underage Drinking. NIAAA through its grantees or contractors provide a mechanism for timely evaluation of best-practice interventions to prevent or reduce underage drinking.

The USAF will implement CORC on their installations in early-to-mid 2006. Communities supported by EUDL funds under the FY 2006 EUDL discretionary program, in partnership with USAF installations, will address CORC components specific to community interventions for underage drinking. CORC has been based on a pilot program at F. E. Warren Air Force Base with a 68% reduction in underage drinking and a 64% reduction in alcohol-related incidents. In addition, the USAF will provide relevant data to support the evaluation of the program and work collaboratively with OJJDP and its EUDL grantees to provide appropriate training and technical assistance.

This demonstration initiative will be independently evaluated. Since 2004, OJJDP has partnered with the National Institutes of Health, National Institute on Alcohol Abuse and Alcoholism (NIAAA) to better understand underage alcohol-related issues through evaluation of EUDL discretionary programming in rural communities. NIAAA is committed to carrying out research in partnership with OJJDP and USAF. Under this new EUDL community and USAF installation initiative, NIAAA will, upon successful completion of the initial evaluation assessment phase, evaluate the programming that aims to reduce the underage drinking problem in populations that include underage Airmen.

The FY 2006 appropriation law identifies \$6,640,000 for training and technical assistance, evaluation and demonstration programming. OJJDP is utilizing a percentage of the discretionary funds to support strategies designed around evidence-based programs most likely to reduce access to and consumption of alcoholic beverages by minors in community settings. Further, OJJDP is seeking evaluation of such programs to help guide EUDL programs in every state and other community-based programs that are addressing underage drinking.

Underlying the agreement to collaboratively contribute to the EUDL discretionary program in selected rural communities were principles that include:

- A. Communities and USAF personnel can benefit from increased understanding of the underage-drinking problem.
- B. Whenever possible, these communities and USAF installations should rely on evidence-based programming that has been evaluated in settings that are similar to their communities and installations.
- C. Community-based efforts should be collaborative and cross-disciplinary and must include leadership at all levels on USAF installations participating in the component to prevent underage drinking within CORC.
- D. Law enforcement and the justice system have a critical role to play in addressing underage drinking and related issues.
- E. To improve program outcomes for underage USAF personnel and the community environment, collaborative law enforcement, training, technical assistance, and evaluation efforts are essential. For example, Security Forces personnel would receive training on additional enforcement strategies related to underage drinking laws.

### **III. STATEMENT OF ACTIVITIES BY THE PARTIES**

#### **A. Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice**

1. OJJDP will develop the FY 2006 EUDL Discretionary Program Solicitation in collaboration with the USAF.
2. OJJDP will receive and coordinate the peer review of all applications under this program. Further, OJJDP will include USAF and NIAAA in the application review process.
3. OJJDP will identify staff that will be part of an interagency team to meet on a quarterly basis to discuss program and evaluation progress with USAF and NIAAA.
4. OJJDP will share with USAF and NIAAA any and all state and community reports related to this program.
5. OJJDP will coordinate all training and technical assistance, whether financial or programmatic, with DOD/USAF and NIAAA.
6. OJJDP will task the selected communities to collect data related to community efforts to support the performance measures determined by the Department of Justice and the underage drinking component of CORC.

#### **B. U. S. Air Force, U.S. Department of Defense**

1. USAF (AFMSA/SGOF) will collaborate with OJJDP and NIAAA on the development of the solicitation.
2. USAF will take part in the initial review of applications for OJJDP funding under the FY 2006 Enforcing the Underage Drinking Laws Discretionary Program: Initiative to Reduce Underage Drinking
3. USAF will identify staff that will be part of an interagency team to meet on a quarterly basis to discuss program and evaluation progress with OJJDP and NIAAA.
4. USAF will provide relevant baseline data to NIAAA and OJJDP and continue to collect and share the data during the life of the program for purposes of the evaluation. Data will include information about alcohol related incidents in underage Airman. All data shared with NIAAA and OJJDP will be stripped of any personal identifying information prior to release.
5. USAF will participate in joint enforcement trainings and enforcement efforts with EUDL enforcement not otherwise prohibited by law, regulation, or policy. USAF

will not become involved in civilian law enforcement activities unless permitted by law, regulation and policy.

6. USAF will collaborate with the national EUDL training and technical assistance provider.
7. USAF will provide a forum for NIAAA to present the program evaluation design to senior military personnel, as needed.

**C National Institute on Alcohol Abuse and Alcoholism, National Institutes of Health, U.S. Department of Health and Human Services**

1. NIAAA will conduct an initial project evaluation assessment to determine the feasibility of proceeding with a more detailed process and outcome evaluation of the full project.  
Pending successful completion of the initial project evaluation assessment,
  - 1.1. NIAAA will identify staff that will be part of an interagency team to meet on a quarterly basis to discuss program and evaluation progress.
  - 1.2. NIAAA will include OJJDP and USAF in the development of an evaluation design based on data collected by USAF and the communities involved in the Initiative to Reduce Underage Drinking.
  - 1.3. NIAAA will provide evaluation support to the successful applicants selected by OJJDP for award and the collaborative USAF installations.
  - 1.4. NIAAA will analyze USAF and community data using an epidemiological approach and prepare an evaluation report.
  - 1.5. NIAAA will share any and all evaluation reports related to this program with OJJDP, USAF, and other relevant, interested parties.
  - 1.6. NIAAA will coordinate all monitoring activities and site visits to the selected states, communities, and/or USAF installations with OJJDP and USAF.
  - 1.7. NIAAA will provide evaluation technical assistance to the selected communities and USAF installations through the national EUDL training and technical assistance provider and OJJDP. Technical assistance will include the provision of semi-annual summary findings to communities which can be used for performance measure reporting to OJJDP. The summary findings will also be provided to the USAF installations. These findings will also serve to help determine training and technical assistance needs at the community and installation levels.

- 1.8. NIAAA will provide evaluation findings via publications and reports.
- 1.9. NIAAA will coordinate evaluation activity and share information with USAF and OJJDP, selected communities, USAF installations, and other relevant, interested parties.

#### **IV. INTERAGENCY PROGRAM AND POLICY TEAM**

The following individuals are delegated the authority by their agency heads to serve on the Interagency Program and Policy Team:

The address information for the following OJJDP representatives is the same for all:

Office of Juvenile Justice and Delinquency Prevention  
Office of Justice Programs  
U.S. Department of Justice  
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The address and fax information for the following USAF representatives is the same for all:

Air Force Substance Abuse Program  
Air Force Medical Support Agency--Office of the Surgeon General  
5201 Leesburg Pike, Suite 1501  
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Fax (703) 681-6913 DSN 761

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[christopher.robinson@pentagon.af.mil](mailto:christopher.robinson@pentagon.af.mil)

Christine Hunter, Maj, PhD, USAF, BSC  
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Milton H. Cambridge, Ph.D.  
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The address information for the following NIAAA representatives is the same for all:

National Institute on Alcohol Abuse and Alcoholism (NIAAA)  
National Institutes of Health  
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5635 Fishers Lane  
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Rockville, MD 20852B1705

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Bethesda, MD 20892-9304

#### **PERIOD OF PERFORMANCE AND COMMITMENT OF RESOURCES**

OJJDP will award up to \$3,600,000 to up to four states (up to \$900,000 to each state), based on FY 2006 appropriated funds, for a 36-month period of performance. During the period of performance, each grantee state will implement, through a minimum of one and maximum of five selected communities, a EUDL evidence-based program in collaboration with the USAF Culture of Responsible Choices (CORC) program. The USAF will not provide any funds but will provide resources to support implementation of the individual and military components of the USAF CORC program. For the purposes of this collaborative effort, the focus will be on the CORC components related to preventing underage drinking. The joint EUDL/USAF program will be based on an evaluation design and strategic plan developed by each state, their selected communities, collaboration with committed USAF installations and the NIAAA evaluator. Upon successful completion of the \$50,000 initial project evaluation assessment, NIAAA will provide evaluation support of up to \$500,000 for a minimum of 48 months to complete all aspects of the evaluation design and provide evaluation reports.

#### **AMENDMENT**

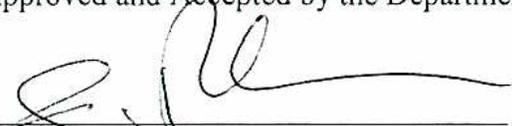
This MOU is subject to any amendments that are mutually agreed upon in writing by the parties.

**TERMINATION**

This MOU may be terminated by any of the parties by a 60-day written notice to all other parties.

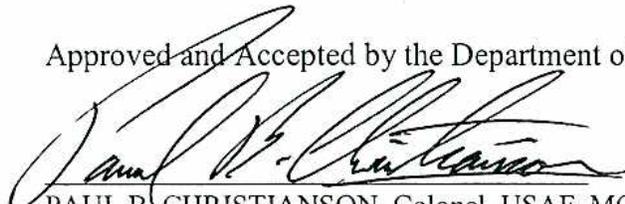
**SIGNATURE BLOCKS**

Approved and Accepted by the Department of Justice:

  
\_\_\_\_\_  
J. Robert Flores, Administrator  
Office of Juvenile Justice and Delinquency Prevention

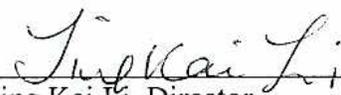
2.20.06  
Date

Approved and Accepted by the Department of the Air Force:

  
\_\_\_\_\_  
PAUL B. CHRISTIANSON, Colonel, USAF, MC, SFS  
Deputy Assistant Surgeon General, Health Care Operations  
Office of the Surgeon General

01 Feb 06  
Date

Approved and Accepted by the NIAAA:

  
\_\_\_\_\_  
Ting Kai Li, Director  
National Institute on Alcohol Abuse and Alcoholism

2/09/06.  
Date

Attachments:

- Underage Drinking Component of the USAF Culture of Responsible Choices Concept of Operation (CORC)
- Entire CORC Program Description
- Output and Outcomes Measures for the Enforcing the Underage Drinking Laws (EUDL)
- Discretionary Program: Initiative to Reduce Underage Drinking.