

The Ohio State University

Task Force on Preventing Celebratory Riots

Final Report

April 7, 2003

Executive Summary

The Task Force on Preventing Celebratory Riots was formed in December of 2002 in response to disturbances in Columbus, Ohio following an Ohio State University football game against the University of Michigan. OSU President Karen Holbrook and Columbus Mayor Michael B. Coleman charged the group of faculty, students, alumni, community members, city officials, and university administrators with investigating the causes and the most effective strategies for preventing the riots. Funding for the Task Force was provided by the OSU Department of Athletics.

The work of the Task Force focused on four distinct areas thought to be related to the occurrence of celebratory riots. These included: alcohol consumption with an emphasis on high-risk and binge drinking; effective celebration management; the role of community, culture and the media; and the nature of young adult risk taking. Workgroups were formed within the Task Force membership to investigate each of these areas, and co-chairs were designated for each group.

Information from existing research, testimony from experts, interviews with students, focus group data, and results from a national survey were used to shape the conclusions and recommendations presented in this final report. Workgroups convened regularly to collect, synthesize, and interpret relevant information, and to construct specific recommendations. Recommendations from each of the workgroups were compiled, organized, and prioritized by the Task Force at large and are included in this report.

Celebratory riots on university campuses are not a new phenomenon, but they are clearly escalating in prevalence and magnitude. Such disturbances have been addressed at scores of major universities around the United States. A close inspection of these disturbances reveals a number of commonalities. Typically, large numbers of students gather for either an official event (e.g., sports, festival, holiday celebration) or a privately sponsored party, alcohol consumption is high, law enforcement officials become involved to maintain order, sporadic disruptions begin to escalate, and eventually violence and destructive behaviors ensue.

The Task Force's analyses of the potential causes of these disturbances include both theoretical and empirically supported conclusions. Similarly, the recommendations presented are based upon consensus opinions of experts and Task Force members, combined with evidence-based approaches and best practices being employed around the country. In order to provide the most complete understanding of these disturbances, the final report contains overviews and possible explanations, information on history and prevalence, specific recommendations, and implementation plans.

Two distinct strategies and their related sets of recommendations for addressing celebratory riots at Ohio State are outlined. The first strategy is the initiation of a long-term, comprehensive campaign that calls for positive, proactive community involvement of students, faculty, alumni, staff, community members, and city officials. This campaign will include, but not be limited to, efforts narrowly focused on preventing celebratory riots. It will provide an opportunity for the university and the city to work together, with students in a lead role, to build a supportive, civil, caring environment based upon mutual respect and the highest displays of character. A

sustained and comprehensive multiyear commitment to this campaign will be necessary in order to realize its potential. Specific campaign goals are to:

- Instill Pride and Enhance Positive Engagement
- Promote Safety and Health
- Prevent Illegal and Irresponsible Behavior

The second strategy meets the more immediate need of minimizing the likelihood of riots in the near future. The Task Force identified 13 recommendations with the greatest probability of having an immediate impact on future riots and organized them into immediate prevention actions with an accompanying implementation plan.

Task Force members were often frustrated by the lack of research and documentation on issues related to these disturbances. While the Task Force conducted one study and organized multiple focus groups to acquire information, it was clear that additional research in this area is needed. It is also noted that any new approaches should be tracked for impact as a means of ensuring accountability.

The work of the Task Force on Preventing Celebratory Riots was designed to better understand the phenomenon and provide an organized and comprehensive set of recommendations. This effort in no way implies that previous efforts have been non-existent or entirely ineffective. Rather, the Task Force was able to draw upon the wealth of knowledge and experience available from the multiple members of the university and community who have addressed this issue on the front lines for decades. We hope our efforts will help bring clarity, refinement, and focus to the overall approach.

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Acknowledgements

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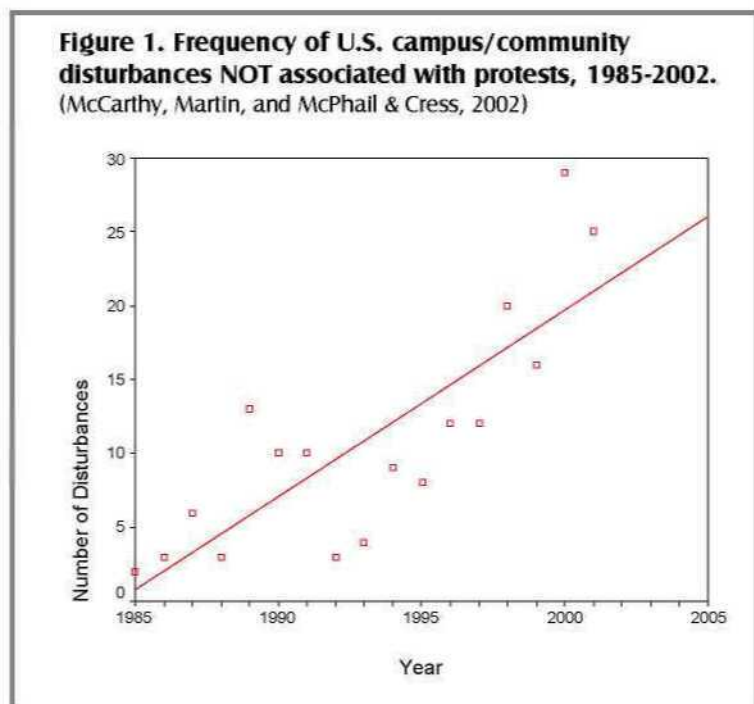
The Ohio State University

Task Force on Preventing Celebratory Riots Final Report

Introduction

"Celebratory riot, " "student disturbance, " "out of control party." Whatever the label, the incidence of campus/community disturbances that are not associated with protests has risen dramatically over the past two decades (See Figure 1 below). Over the same period of time, the frequency of disturbances specifically associated with protests has decreased significantly (McPhail, personal communication, March 23, 2002). There is also evidence that the crowd size and level of destruction associated with many of these celebratory events are growing at a rapid rate. The seriousness of the harm associated with these events - danger to the participants, destruction of student and community property, injury to law enforcement officers, and the damage to university reputation - has raised the concern of university and community leaders across the United States.

Student disturbances have occurred at The Ohio State University since the very early 1950s. Although the occurrence of disturbances is not new, the scale and level of destruction associated with the most recent OSU riot in 2002 prompted the university and the city to convene a task force to study the problem and to make prevention recommendations. University and city administrators were joined by faculty, staff, alumni, students, and community residents in the creation of the Task Force. The Task Force was asked to provide a comprehensive view of both the causes and most effective remedies for these behaviors, and was aptly named The Task Force on Preventing Celebratory Riots.



The Task Force worked from December 2002 until April 7, 2003, to develop the recommendations included in this report. A concerted effort was made to articulate recommendations that are supported by the body of knowledge that exists within various disciplines. Evidence of "potential effectiveness" was sought for all recommendations. While the strongest evidence used for this report came from empirical studies, other evidence was derived from focus groups with students,

discussions with experts in related fields, and interactions with a wide range of local and national university and community officials who have tested multiple approaches.

An inspection of the potential "causes" of celebratory riots led the Task Force to fully explore such issues as: 1) alcohol consumption and high-risk drinking, 2) the role of the community, culture, and the media in either facilitating or inhibiting these events, 3) the overall risk-taking characteristics of young adults seeking independence, and 4) the best practices in celebration management.

The term "Celebratory Riots" was selected because of a recent emergence in its use to describe events that are characterized by a large gathering of students who have consumed large amounts of alcohol and who spontaneously engage in destructive, antisocial behavior.

It should be noted that the increased frequency of "celebratory riots" is associated with a perceived increase in disrespectful, inappropriate, and uncivil behavior among students and other young adults. Such behaviors especially include "poor sportsmanship" that takes place before, during, and after sporting events. While such behaviors are not exclusively predictive of rioting, their increased prevalence is thought to be a contributing factor. High-risk drinking clearly contributes to the display of these inappropriate behaviors. Typical social norms that inhibit these inappropriate and disrespectful behaviors are often suspended or their violation excused in situations where partying and celebrating become an expectation.

The explanations and recommendations included in this report are intended to guide future prevention efforts while stimulating additional thought and study. They are not expected to be all-inclusive solutions. Progress will be gradual, and success will be measured by multiple indicators.

Modifications will undoubtedly need to be made. Developing a more prescriptive set of actions designed to implement the recommendations presented in this report will require a multiyear sustained effort by the university, city, and all related constituents (i.e., students, faculty, staff, alumni, administrators, and politicians).

There are no quick and easy fixes for sustainable prevention.

Celebratory Riots:

- Are sometimes, but not always, associated with sporting events.
- Typically occur very late at night and extend into the early morning hours.
- Are almost always associated with high volume alcohol consumption.
- Involve fire setting as a common practice along with destruction of public and private property, such as overturning and burning cars.
- Involve active participants who are nearly all white, young adult males with a large crowd of onlookers who are predominantly white, young adults of both sexes. Many are students of the "host" institutions, but other young adults (students and non-students) are often involved.
- Involve eventual police intervention that is met with considerable resistance and lack of respect for authority.

Task Force Approach and Strategies

The Task Force on Celebratory Riots was convened by OSU President Karen Holbrook and Columbus Mayor Michael B. Coleman in December of 2002. The Task Force was charged with exploring the etiology of celebratory riots and with identifying effective prevention strategies. University representatives, consisting of students, faculty, staff, and alumni, joined community representatives, including city officials, law enforcement officers, residents, business owners, and landlords, to strategically address the issue. David Andrews, dean of the College of Human Ecology, was appointed chair of the Task Force. President Holbrook and Mayor Coleman maintained ex-officio status.

The work of the Task Force was accomplished through a number of face-to-face meetings with the entire group, an interactive website, and the diligent efforts of four distinct workgroups and their assigned chairpersons. The workgroups were assigned specific areas of concern related to preventing celebratory riots. Leadership for each workgroup was provided by co-chairs assigned by either the university or the city:

- Alcohol - Chairs Louise Douse and Kim Carmine
- Community and Culture - Chairs Steve Sterrett and Ron Hupman
- Celebration Management - Chairs John Reilly and Mitch Brown
- Young Adult Behaviors - Chairs Ray Montemayor and Eddie Pauline

The workgroups researched their areas of concern using the existing literature, testimony from experts, surveys and reports from other local sources, and direct feedback from discussions with various constituents and affected populations. Each of the workgroups submitted a final report to the larger Task Force (Appendix A). These reports included specific recommendations, as well as support documentation for the specified recommendations.

The work of the Task Force was organized and staff support provided by Angela Snyder, Office of the President, and Cynthia Buettner, College of Human Ecology. Their tasks included extensive reviews and synthesis of the literature, scheduling, agenda planning, and various other administrative support functions.

In addition to the workgroup research and synthesis of information, two other sources of data were compiled. First, focus groups were conducted with students who had witnessed or participated in previous riots, and with faculty/administrators experienced in trying to prevent riots. Second, a survey was developed to investigate any discernable differences in policy, procedure, and overall profile between institutions that have experienced celebratory riots and those institutions that have not had problems. Results from both the focus groups and the survey were used to refine and prioritize recommendations by the workgroups.

Workgroup recommendations were compiled and prioritized by the Task Force at large. Recommendations deemed necessary for the immediate prevention of spring riots were identified, and strategies for implementing these recommendations are outlined in the report. Recommendations that will require a lengthier implementation timeline were aggregated and organized into a set of goals that can only be achieved by a sustained campaign. Although the urgency of implementing short-term prevention strategies is warranted in trying to prevent spring 2003 disturbances, the greater impact will result from the implementation of a comprehensive campaign that engages

students, faculty, alumni, and community in proactive initiatives based upon mutual respect.

The initial draft of the Task Force report was compiled by David Andrews and Cynthia Buettner. Much of the narrative was written by individual Task Force members or workgroups and incorporated into the text of this report. The draft was shared across multiple settings with faculty, students, city representatives, community representatives, and administrators. A combination of individual meetings, small group meetings, and written electronic feedback was used to receive feedback on the initial draft. Thematic suggestions for modification that were broadly supported across different stakeholders were included in this final draft.

Recommendations

The overwhelming majority of students at The Ohio State University have experienced celebratory riots in exactly the same manner as most central Ohio residents - they saw them on television. Nearly 90% of OSU students enrolled in 2002-2003 have never seen a riot, even from a distance. An even smaller percentage of students, less than 5%, have been close enough to be considered involved, and many of those young people who were involved, were not OSU students (OSU Office of Student Affairs Assessment, 2002).

Students who wake up on a Sunday and view media coverage of the fire and destruction in their community are likely to be as disgusted as the rest of our community. Most students (almost 90%) are embarrassed by these events, and even though they did not participate, believe that the primary responsibility for preventing future events lies within the student body.

How, then, do we, as a university and community, give our students the tools to take action? How do we work collaboratively to channel the enormous talent, unending energy, and astounding creativity

of our students? The majority of OSU students leave their hometowns and come to OSU as first year students looking for a way to engage in university life while appropriately exercising their independence. It is the role of the university and its surrounding communities to support students as they develop into independent, healthy, educated, and positively engaged adults.

The Task Force on Celebratory Riots was charged in December 2002 with exploring the etiology of celebratory riots and identifying effective prevention strategies. University representatives (students, faculty, staff, and alumni) joined community representatives (city officials, law enforcement officers, residents, business owners, and landlords) to strategically address the issue.

Combined Results of Spring 2001 and 2002 Surveys of Student Reports of Involvement in and Opinions of Student Disturbances (n=869)

- 13.9% of undergraduate have seen the disturbances from a distance.
- 4.9% had been part of the crowd.
- 0.2% had been directly involved in the disturbances.
- 88.8% of student respondents agreed that the behavior of the rioters was embarrassing to the university.
- 70.5% of the students surveyed said that students held the most of the responsibility to help stop the disturbances.

Celebratory riots following the OSU-Michigan game were representative of a half century pattern of such events in Columbus, and parallel a growing national trend in university communities. It was both timely and tempting to focus each and every effort of the Task Force on the immediate issues of stopping the riots through an inspection of the riots themselves, those immediate precursors to the riot, and the university and community responses to these events. However, early in the process the Task Force was convinced that an effective and lasting response would have to be:

- strategic
- multifaceted
- student-oriented and orchestrated
- sustained over multiple years
- focused on the broadest issues of independence, health, and positive engagement

To this end, our Task Force presents two distinct strategies and their related sets of recommendations for addressing celebratory riots. The first strategy requires a sustained campaign approach to positively enhance student independence, health, and community engagement while eliminating deterrents to these student outcomes. It is important that students are instrumental in the development of more refined and prescriptive recommendations, and that students lead implementation efforts. This is not to say that administrators, faculty, staff, and especially alumni do not have a major role in this initiative. Furthermore, the full participation of officials and local residents will be instrumental to the initiative's overall success. The strategic, multifaceted campaign will be comprehensive and must be implemented over several years.

The second strategy is one of immediate actions on the set of recommendations that relate to preventing possible disturbances in the short term, particularly during spring of 2003.

Campaign Goals

The goals of this campaign will be to:

- A. Instill pride and enhance the positive engagement of students in both their university and their community.** This will be evidenced by mutual respect, proactive involvement, and a sense of ownership of university and community issues.
- B. Promote safety and health within the student body.** This will be evidenced by healthy decisions related to alcohol and drug use, reduced incidents of unsafe activities, and increased involvement in health-promoting activities.
- C. Prevent illegal and irresponsible behavior within the student body.** This will be evidenced by lower rates of behavior requiring disciplinary action,

Participants in the destructive behavior include Ohio State students and young people who are not enrolled at Ohio State (estimates are that participants are almost evenly representative of students and non-students). As implementation plans are developed, the community-based initiatives must include strategies to reduce participation of the non students in illegal and irresponsible behaviors at events associated with the university and with university students.

fewer illegal acts in the University District and in the larger community, and fewer incidences of irresponsible behavior.

Campaign Recommendations by Goal

Goal A: Instill Pride and Enhance Positive Engagement

1. Form an association of major owners and managers of rental property in the University District to provide a forum for addressing community issues. Explore mechanisms for student involvement in these discussions. The university's Office of Student Affairs and these property owners and managers should cooperate in the utilization of Ohio State's student judicial system to respond to violations of the Code of Student Conduct in private rental housing in the University District. These owners and managers also should agree on lease provisions that will reduce unlawful behavior, alcohol consumption, and out-of-control parties and will improve the physical environment. The lease provisions could include prohibition of or limits on kegs of beer; prohibition of indoor furniture used on porches; limits on density; prohibition of items in inappropriate areas, such as furniture or barbecue grills on roofs. Consider adopting the model used in East Lansing, Michigan, where rental property owners employ private security to police properties and ensure compliance with code and lease terms.
2. The university and city should investigate innovative approaches, such as social norms marketing, to communicate positive messages to students, other members of the university community and visitors. Communications and public education strategies should involve "peer-to-peer" communication, should use humor, and should have an interactive component. The communication and public education campaigns must be evaluated carefully for their effectiveness. The focus of this campaign should be broader than violence reduction and should include fan behavior, civility, and mutual respect.
3. Encourage neighborhood pride among students through increased service-learning and volunteer projects. Such efforts should target residence hall students, as well as those that live in the neighborhood.
4. Make selected improvements to the public right-of-way that will enhance the image of the University District. Specifically, sidewalk improvements, street trees and lighting upgrades should be implemented. Improvements to refuse collection and a prohibition on indoor, stuff furniture placed on outdoor porches should be pursued.
5. The Office of Student Affairs should explore establishing its living-learning centers in the student neighborhoods, as well as on the university campus. These facilities offer a sense of permanence and stability currently lacking in the neighborhood. Facilities could be staffed with university personnel and may house students who would live in the area for longer than just one year.

6. The university should consider purchasing a few selected, strategic problem properties that contribute to density or public safety difficulties within the student neighborhood.
7. The university and the city should establish a goal of attracting a larger percentage of more mature residents as a stabilizing influence in and around the student neighborhood.
8. The university should expand its Faculty-Staff Neighborhood Homeownership Incentive Program with a special emphasis on homeownership opportunities in or adjacent to the student neighborhood. The university should consider a substantial increase in the incentive to promote homeownership in targeted areas. The city should consider targeting its homeownership programs to opportunities in the University District.
9. The Office of Student Affairs and area property owners and managers should explore strategies for establishing positions similar to a resident manager or resident advisor in the student neighborhood. The persons in these positions could provide a sense of stability, a source of information, and a means of communication among the students, other neighborhood residents, property owners, property managers, the university, and the city. The university's new Community Ambassador Program, which is being funded by several major property owners, is in its pilot phase this year. This program, if successful, could be expanded and meet this need. Another approach would be for property owners and managers to hire resident managers.

Goal B: Promote Safety and Health

10. Increase the number of activities that help engage students in both university and community life. These activities should include but not be limited to, late night activities developed as alternatives to alcohol consumption. Creating large-scale activities that attract students is challenging and requires substantial investment and student involvement in design and implementation. It should be noted that the purpose of activities is to engage students at all times, not just to provide a substitute to participating in riots.
11. In cooperation with area property owners and managers, the University Area Review Board and the city should consider measures to deal with the public safety problems posed by second-story party decks, and, if necessary, they should consider a grant program or other incentive to remove the decks.
12. During game days, Lane Avenue has increasingly developed an "anything goes" celebratory culture that many believe sets the stage by appearing to condone if not to encourage high-risk drinking and antisocial behavior. Modifying this culture should be part of long-term

implementation strategies. Specific recommendations of the Task Force include:

- Keep private tailgating parties in designated areas and regulate alcohol-related behavior.
 - Eliminate or severely restrict street vendors on Lane Avenue on game day to allow for better regulation of sidewalk and street behavior.
 - Request that radio stations and other media sponsoring the parties along Lane Avenue contribute financially and/or in kind to the communications and public education campaigns regarding high-risk drinking and acceptable fan behavior.
13. Concerted and well-integrated efforts should be made to stigmatize high-risk drinking and to promote student health and safety through:
- Increased information at orientation to students and their parents regarding high-risk drinking.
 - Required substance abuse sessions for all incoming students, including an individualized approach that employs motivational interviewing.
 - Use of class projects in areas such as media, marketing, cultural, and public health to advance the prevention agenda.
 - Support of responsible drinking programs such as designated driver, safe rides, regulated tailgate on south campus, and student organizations like BACCHUS and GAMMA.
 - Involvement of high-visibility athletes and "star" faculty in encouraging a message of safe partying.
 - Consistent delivery of the message that Ohio State University is a non-party school to parents, faculty, staff, alumni, and more, through such routes as recruiters, admissions, and orientation.
 - Use of the stadium screen for public service announcements on social norming related to alcohol consumption.

Goal C: Prevent Illegal and Irresponsible Behavior

14. The university and the Columbus police should develop a student-police community relations group to discuss relevant issues of student safety and student-police relations. This group would be an extension of the existing community relations officer program sponsored by the Columbus Police, but its focus would be on providing a venue specifically for students to interact with police on a regular basis. The goal for the group would be to develop an increased sense of community in the student residential neighborhoods and to foster improved relations between the student residents and the officers who service those neighborhoods.
15. Representatives of the university and the city should respond to speculation about potential riots with a low-key, but consistent, message that illegal behavior will not be tolerated in any neighborhood, including the University District. The goal is to reduce media speculation about

riotous behavior, which, at least in part, becomes a self-fulfilling prophecy.

16. Strictly enforce safety, fire, occupancy, criminal, building, zoning, and health codes, including density and green space provision for the University District; simultaneously correct any weak, vague, or inadequate codes.
17. Costs associated with disturbances should be calculated and broadly communicated. These include costs of police, fire, cleanup, university staff and programming, as well as costs to victims, community members, and the reputation of the institution.
18. The university and city should work with Lane Avenue business owners on joint policing and liquor control efforts.
19. Owners of rental property in the student neighborhood should redevelop a portion of their units with a market orientation toward graduate and graduate-age professional students, recent graduates, and other young professionals.
20. The university should conduct research regarding prevention and intervention activities that discourage and stigmatize antisocial riot behavior and that can be utilized by local law enforcement with student crowds.
21. The university should continually evaluate any new activities, policies, and practices to determine effectiveness with a commitment to discontinue any approaches that are ineffective.
22. The university should continue to evaluate the effectiveness of alternative activities in reducing riots and illegal and high-risk drinking.

Campaign Implementation

In many ways, generating the recommendations included in this report was the easy part of addressing celebratory riots. Implementing these recommendations will require a sustained and extraordinary commitment.

The Task Force acknowledges that a number of the recommendations are not new. In fact, previous prevention efforts by the City of Columbus and The Ohio State University have focused extensively on early intervention, effectively managing crowds, reducing excessive and illegal alcohol consumption, and aggressively pursuing arrests and prosecution for violent and destructive event participants. This report took a fresh look at previous attempts, compared these attempts to other documented efforts around the country, analyzed their potential effectiveness based upon the scientific literature suggesting what "will work," added new data to the mix, and encouraged Task Force participants to think strategically about how we might work together to increase success.

The recommendations of the Task Force should be further and fully investigated for feasibility by multiple stakeholders including students, University District residents, faculty, administrators, alumni, and other affected individuals. The mayor of the City of Columbus and the president of The Ohio State University will need to provide leadership and direction to ensure the implementation and sustainability of the effort. In order to have any long-term impact on improving the overall climate surrounding celebrations, the recommendations must be systematically implemented and eventually incorporated into the infrastructure of the participating organizations. The successful implementation of most of the recommendations will require a sustained and persistent effort that is assessed against changes in outcome and impact measures.

Funding of the recommendations to be implemented will need to be addressed by administrators within the City of Columbus and The Ohio State University. A funding mechanism will need to be established to address expenditures for municipal and university services above and beyond the provision of routine services. Further discussion is recommended to determine that funding mechanism. As well, external funds should be sought in support of this effort where appropriate.

Many of the recommendations, however, may not require additional funding. Rather, they involve a redirection of effort and approach, or a modification in philosophy. There are many "prevention" activities currently underway that are not included as recommendations of the Task Force. A close inspection and analysis of these activities, their purpose, and efficacy should be conducted. Based on this candid evaluation, resources should be reallocated from ineffective efforts to those efforts with a higher probability of impacting the area of concern.

The proposed campaign will be multifaceted and sustained over multiple years. Although the city is a major stakeholder in the implementation of the campaign, the predominant focus on students and alumni suggests that an infrastructure must be established within The Ohio State University to manage the campaign and maintain its focus. A leadership team composed of students, administrators (OSU and City of Columbus), faculty, alumni, and community representatives should be created to oversee the campaign. From this team, a campaign chair should be identified and designated with a reporting line to a senior administrator at OSU (preferably the president) and a high ranking city official (preferably the mayor). A request for proposals for professional support in the form of a consulting contract should be developed and advertised nationally. The proposal should seek expertise in developing and implementing an effective social norming and/or behavior change campaign.

The campaign leadership team should immediately begin seeking other university and national partners (e.g., NCAA, NASULGC) to work together toward a national campaign that will take advantage of economy of scale factors in the development of high-level support materials.

Immediate Prevention Action Goal

Riotous behavior is costly and unacceptable. The following immediate prevention actions address the goal of preventing disturbances during the spring of 2003 and delineating responses to the relatively few perpetrating students who might engage in illegal and destructive behavior.

Immediate Prevention Action Recommendations

For all students, the consequences of engaging in riotous, illegal behavior should be clearly articulated. Enforcement should be swift and efficient. Legal action by the City of Columbus should be supported by appropriate disciplinary action by the university. Such disciplinary action should include expulsion and should be highly publicized.

The response to those rioting young adults who are high school age, students of other postsecondary institutions, recent alumni, or neighborhood residents who are not OSU students must also be swift and decisive. We would hope that in addition to legal action by the City of Columbus, any perpetrators who are enrolled at other institutions would face disciplinary action by their respective institutions.

More specifically:

- a. The university and the city should clearly communicate the consequences of illegal and dangerous behavior. Punishments for riot behavior should be visible before and after sanctions have been imposed.
- b. Appropriate officials should consistently enforce underage drinking laws throughout the Ohio State campus and University District neighborhoods.
- c. Appropriate officials should consistently enforce open container laws throughout Ohio State campus and University District neighborhoods.
- d. The university should mail letters to parents spelling out consequences for alcohol violations and riot behavior and should expand parental notification of alcohol-related infractions.
- e. The city should invest in creative surveillance measures in riot areas for the purpose of making identification.
- f. The university and the city should place videotapes of riot behavior on respective websites for identification.
- g. Appropriate officials should consider establishing a municipal court near the site of potential riots and operate it during the night of potential riots.

In addition, a number of antecedent factors directly contribute to the probability of riots and illegal behavior. Immediately addressing these factors will reduce the probability of riots substantially.

- h. The Ohio State University Police and the Columbus Division of Police should give careful consideration to negotiating and implementing an expanded Mutual Aid Agreement. Under such a joint agreement, University Police would share jurisdiction with or have primary jurisdiction with the Columbus Division of Police over the predominantly

student neighborhood. A model for such an accord is the agreement between University Circle, Inc., and the Cleveland Police Department.

- i. The city and the university should work together to increase community policing in the University District with officers as a visible presence on bicycle and foot. The city and the university should provide an effective and continuous police presence in the areas of concentrated student housing. They should implement a community policing approach that embraces the unique characteristics of the university environment.
- j. Representatives of the university and the city should meet with the owners and management of the local news media to discuss how reporting on the riots can be thorough and accurate without fostering a climate of expectation that such disturbances are a form of neighborhood theater.
- k. The university and the city should consider having trained community volunteers walk the areas on nights with potential for a disturbance.
- l. The university and the city should more effectively incorporate students into the development and implementation of these and other enforcement strategies.
- m. The university should implement more late night activities, including more places to socialize and gather that are open 24 hours.

Immediate Action Implementation

The immediate prevention actions are prioritized as activities that need to be addressed before the end of April. These recommendations were judged to have the highest possible impact on preventing spring riots. Each of these recommendations should be assigned to an individual administrator within the participating organizations for follow-up. Those responsible for implementation should have authority to move quickly to take action related to the recommendations. Some action plans are best administered through city officials, whereas others appear to be best administered through university or community members. Whenever possible, the city and university should co-administer the recommended action.

Research and Accountability Assessment Goals and Recommendations

One of the strongest set of recommendations emerging from the Task Force was the need for ongoing research and evaluation on effective strategies for engaging students in prosocial behavior, reducing high-risk drinking, and eliminating destructive behavior. There is a clear need for a better understanding of what leads to riotous behavior, and the strategies that can be used to prevent such behavior.

It is important that we continue to search for empirical evidence of "best practices." Faculty members with an interest in researching the etiology of student disturbances should be identified by the university. Further, the university should consider offering seed grants for small projects and should support faculty in efforts to secure external funding to continue to study this phenomenon. The findings of the Task Force led to a number of areas in which general recommendations were posed, but the efficacy of specific strategies

needs to be better understood. The following topics need to be investigated further in order to develop a more precise understanding of these disturbances and to identify more appropriate prevention techniques.

The impact of suspension and expulsion on propensity to participate in riots.

The role that parental notification (for both alcohol and other infractions) plays in reducing illegal and inappropriate behavior.

- The direct role of alcohol in the actual commitment of destructive behavior associated with riots.
- The developmental issues and motivations of the young adults (mostly young, white men) who participate in the most destructive behavior.

Prediction models for crowd size and the probability of "flashpoints" that start destructive acts.

The relative impact of various enforcement and celebration management strategies.

The impact of no-alcohol late night activities in preventing riots.

- The role of increased student engagement and service-learning opportunities in reducing inappropriate and destructive behavior.
- The impact of locations where students drink on the emergence of riots.

In addition, ongoing tracking of factors related to riotous behavior should be instituted. Although some of these factors are regularly monitored, others are not. Binge drinking rates, the incidence and magnitude of riotous behavior, levels of positive engagement, and other factors should improve with a concerted campaign approach. If these variables do not show improvement, we must question whether or not we are doing the right things. A system of evaluation should be implemented to ascertain the impact of any recommendations that are implemented.

Celebratory Riots: History and Perspective

Student unrest, sometimes leading to riot, is as old as universities. Such unrest, usually taking the form of protests and demonstrations, historically has been prompted by academic and institutional concerns and by social and political issues. Most recently, it has been associated with celebrations related to athletic events. Student unrest was known in ancient Greece and in the medieval and later European university, and it has occurred in the U.S. since colonial times. According to one of its best chroniclers, the sociologist Seymour Martin Lipset, the university and college student population may be "the most volatile and most easily mobilizable of all social strata" (Lipset & Schaflander, 1971, p. 195).

Student Disturbances at Ohio State

As disturbing as the most recent occurrences of riots at Ohio State are, they are not a new phenomenon. Although the frequency and severity have increased in the last eight years, student protests and disturbances began here within ten years of the university's acquisition of the name Ohio State. The following was taken from compiled histories of OSU:

- **1880-1890**
Students protested against compulsory chapel, compulsory military drill, and other requirements.
- **1883**
Students protested the Trustees' firing of President William Q. Scott.
- **1950**
Student rioting in Chicago after the OSU-Northwestern football game included violence and destruction of property and led to arrests; and at OSU, during a male student panty-raid of women's dorms in May, for the first time on the OSU campus police used tear gas.
- **1951**
During May Week, a riot on High Street that included street fires and damage to police cruisers led to the police using clubs and tear gas and to arrests and suspensions.
- **1953**
A similar riot occurred in May on High Street involving 1,500 people.

Student Unrest in the U.S.

Taken from Lipset & Schaflander, 1971

- Students protested in support of the American Revolution
- In the late 18th century, students at Harvard protested bad food; in 1834, when Harvard's president brought in police to quell a riot, the students got more violent
- Students frequently rioted over institutional policies at many colleges [e.g., Princeton (1800-30), Virginia (1828), Randolph-Macon (1849), and the College of South Carolina (1820s)]
- In the 1880s and after, students demonstrated against colleges' in loco parentis policies; in 1885, one such protest at the University of California, Berkeley, led to the wrecking of the president's house
- From the 1870s on, especially at the new land grant universities, students often opposed required military training (e.g., at Illinois in 1879-80 and 1889-91, and at Wisconsin in 1886), and during World War I and after they protested against war
- Student protests/riots became increasingly common worldwide in the 20th century, with socially and politically significant ones occurring in Europe and the U.S. in the 1960s and 1970s.

- **1954**
Violence and destruction of property followed OSU's victorious football game with Michigan.
- **1962**
Students protested the faculty's rejection of a Rose Bowl invitation to the football team.
- **1967**
Campus riots occurred over race relations.
- **1968**
On April 26, members of OSU's Black Student Union took over the Administration Building. Thirty-four students were indicted, 26 were convicted and fined. In November, thousands of students and fans celebrated OSU's undefeated football season with a win over Michigan. Damages were nearly \$15,000.
- **1970**
Violence erupted over several weeks in April and early May from protests over the war in Southeast Asia and racial discrimination. On April 29, 64 persons were treated at three Columbus hospitals for injuries received when demonstrators clashed with police. Curfews were imposed and violence escalated. OSU closed from May 6 - May 15. Another riot, over race, ensued on May 22, at the Administration Building. In November, students rioted on High Street stemming from a pre-arranged "Beat Michigan" rally. After OSU's win over Michigan, a full riot ensued. Students and fans threw rocks and bottles; one student was shot by a policeman.
- **1971**
In March, a weekend of random trashcan fires and rock and bottle throwing generated several arrests. From August to November, minor violence stemming from a race relations protest at the BBF restaurant led to almost a dozen arrests. In November, a full riot at the restaurant erupted following a routine drug arrest. Three hundred officers clashed with 1,000 students. Twenty-five persons were injured and 200 were arrested. Two days later, violence erupted again and more than a dozen students were arrested.
- **1972**
In May, antiwar demonstrators had a confrontation with police that injured 36 and produced more than 80 arrests.

As evidenced by the above list, campus disturbances through the 1970s were frequently associated with protests. In contrast, student disturbances in the last two decades have seldom been related to protests and almost exclusively have been celebratory in nature. These disturbances have not gone without university and community response. The following is a summary matrix of the celebratory disturbances that have occurred between the years of 1996 and 2002 in the neighborhoods east of High Street. The matrix identifies eight riots involving a violent confrontation between students, guests, community residents, "outsiders," and the Columbus police. In addition, 10 disturbances that did not end in violent confrontation are also identified. Because no central repository of disturbance information exists at OSU, much of the data for this matrix was extracted from newspaper accounts (empty cells represent unavailable data).

Summary of OSU Disturbances 1996-2002

1996	September 28	October 5/6	November 16	November 23/24
Event	OSU away win over Notre Dame	OSU home win over Penn State	OSU away victory over Indiana	OSU home loss to Michigan
Riot	Yes	No	No	No
Location	12 th Avenue	12 th , 13 th , Chittenden	Bloomington, In	
Crowd Size				
Time				
Incidents and Damages	Windows broken Cars burned	Large parties 20 dumpster fires,	OSU fans rush field at Memorial Stadium, tear down goal posts and do other damage to stadium	Large parties, Dumpster fires east of High Street
Arrests		Fri: 59 arrests, 19 citations Sat: 52 arrests, 62 Citations		114 to 120 underage arrests
Students		Fri: 19 student arrests		
Other Actions		9 kegs confiscated 2 stores cited for underage sales Parking ban on 12 th 224 Columbus police and 18 undercover liquor control present		40 kegs confiscated Over 400 police personnel and 20 undercover liquor control agents work the area
Sanctions				
Criminal				
OSU	Pre dates extension of OSU Code of Student Conduct jurisdiction to off campus behavior.			
Pre Disturbance Interventions		President Gee, student leaders, and Student Affairs staff go door to door in neighborhoods appealing for calm. Appeal to distributors from City to limit keg sales to 2 per address		
Comments	Lane Ave. vendors set up on Thursday p.m. rather than normal Saturday start: major party atmosphere Frank Byers, OSU Alumnus and co-owner of Geo Byers and Sons auto dealership, offers to fix or replace student cars destroyed	First use of general power of president to maintain order and discipline using Faulty Rules outside the Code of Student Conduct's jurisdiction only on campus		

1997	No Spring Riots	November 22/23
Event		OSU away loss to Michigan
Riot		No
Location		12 th Avenue
Incidents and Damages		"Blue" car burned on 12 th Avenue

1998	May 18/19	October 4/5	November 11/12	November 22/23
Event	Un-sponsored gathering at end of Heritage Festival Week	OSU home win over Penn State	OSU loss to Michigan State	OSU home win over Michigan
Riot	No	No	No	No
Location	10 th and High			12 th Avenue
Crowd Size				
Time	1:30 am			
Incidents and Damages	Bottles thrown at police	Couch burned on 14 th - student arrested	Dumpsters and couches on fire	Fans storm field Cars overturned on 13 th Couch and dumpster fires throughout area
Arrests Total	Fri and Saturday nights 28 arrests	60 arrests	48 arrests	135 arrests
Students	At least 1	At least 1		
Other Actions		42 kegs confiscated, 39 of them from 70 E. 12 th Ave Distributor cited for sale of 39 kegs to one address (license for party required since volume suggested not for home use)		20 kegs confiscated
Sanctions Criminal OSU	Pre dates extension of OSU Code of Student Conduct jurisdiction to off campus behavior			
Pre Disturbance Interventions		Summit United Methodist Church Starts Jericho Road Breakfast		
Comments	Disturbance associated with the "cruise," an unofficial/unsponsored occurrence during Heritage Festival.			

1999

No Riots

2000	April 15/16	October 12/14/15	October 21/22	November 18/19
Event	Large parties at 100 and 119 E. 13th	Large party at 175 East 13th	OSU away win over Iowa Large party 171 E. 13 th and two other houses on the street	OSU home loss to Michigan
Riot	Yes	No	Yes	Yes
Location	13 th Avenue	13 th Avenue	13 th Avenue	Chittenden and 13 th Avenues
Crowd Size	500- 600		500-600	
Time	1:00 a.m.			1:30 a.m.
Incidents and Damages	Police respond to report of rape at address that did not exist Police pelted with bottles and rocks	Police arrive and are pelted with charcoal briquettes and bottles	Police pelted with bottles and rocks. 3 officers injured. Car flipped - attempt to set fire. Couch and dumpster fires east of High. Windows smashed.	Party at 88 E 13 th with 11 kegs about 300 people. Resident stabbed after asking someone didn't know to leave. Car flipped and burned. 129 dumpster fires.
Arrests				
Total	Less than 12 arrests		3 arrests	34 arrests
Students				11 students
Other Actions				
Sanctions				
Criminal				
OSU	Pre dates extension of OSU Code of Student Conduct jurisdiction to off campus behavior.			
Pre Disturbance Interventions			OCSS Director begins driving neighborhoods starting Friday afternoons and talking to residents at locations where large parties were being planned. Little response on attempts to get storeowners to stop selling beer in bottles	Expanded Late Night Jericho Road Breakfast- 800 participants
Comments	36 kegs at party	VP Hall and Off Campus Student Services Director Young out during evening talking with residents on 13th	Major media coverage of aftermath Post riot, OCSS staff visit all houses on the side of street where party occurred. Students at 171 say "You have to have a party for the masses, the common man. You broaden your horizons and meet people you don't	Early game, students partied then slept after game; got "second wind" after 12 a.m. and parties grow. Statewide initiative on controlling alcohol misbehavior on campuses initiated by Ohio Chief of Police Association, Ohio Dept. of Public Safety. Student

			know." Students in house received much notoriety. OCSS contacted property owner of 171 E. 13th to enlist help in limiting parties and number of participants	Affairs staff part of planning group.
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2001	April 20/21	April 28/29	November 24/25
Event	Chit Fest	Norwich Fest and 13 th Ave, Spring Parties	OSU away victory over Michigan
Riot	Yes	Yes	No
Location	Chittenden Ave.	Norwich and 13 th Avenues	12 th and 14 th Avenues
Crowd Size	1500-2000	2000	
Time	1:30 a.m.	2:30 a.m.	
Incidents and Damages	100 kegs Friday night 4/20 Car surrounded on Chittenden and windows smashed Car stopped at High and Chittenden and driver pulled out and assaulted - drives from scene Car drives into police line	Much advance media attention All day partying on lawns /porches. Dumpster fires. Cars flipped and burned. Confrontation with police starts on Norwich (170E. Norwich was center) then moves south to 13 th	Many small parties Dumpster and couch fires on 12 th and 13 th plus other areas east of High
Arrests		7 on Norwich, 3 on 13 th ; plus others	135 Friday night 9/23 9 Sat night/Sun morning
Total Students		~94 over the two weekends	1 Saturday night
Other Actions			
Sanctions			
Criminal			
OSU	1 student suspended (2 quarters) 1 student organization placed on probation for one year 27 students informal admonitions 2 students placed on 4 quarters probation		
Pre Disturbance Interventions	Jan. 2001 Pres. Kirwan appoints task force - focus on working with property owners. March 2001 Code of Student Conduct Jurisdiction expanded to cover additional off campus occurrences. Party Smart initiative funded by grant to Student Wellness from Ohio Department of Drug Addiction Services Neighbor Police Bike Patrol established.	Student Affairs staff, campus ministers, student leaders go door to door to urge responsible behavior - modeled after similar effort at Ohio University. OCSS staff go door to door. Also major landlord on street. Party Smart Kit Distribution door to door. Pres. Kirwan out visiting parties early evening, urging responsible behavior. "Late Night" outdoor barbeques held on both 13 th and Norwich supported by Campus Ministries.	Community Ambassadors initiative modeled after Michigan State started in east of High neighborhoods. National meeting held in collaboration with U.S. Dept of Justice for institutions that were experiencing riots.

Comments	Chit Fest or 4/20 tradition started based on Prop 420 the California bill that legalized marijuana became day to celebrate by smoking marijuana in California. Here students decided to celebrate by drinking beer. After riot, knee knockers selling for \$15 on High Street as collectible souvenirs.	Flyers appeared right after Chit Fest announcing Norwich Fest as bigger, better, 250 Kegs. Stepped up Liquor Control enforcement rest of spring including busting Ski Club party May 19 - 33 arrests, 33 kegs and \$2000 cash confiscated. Letters to parents, other colleges, and high schools. Property manager luncheons held Meetings held with beverage distributors about their role, support from national headquarters representatives	
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2002	April 20/21	April 27 -28	November 23/24
Event	Chit Fest Multiple large parties	Norwich Fest	OSU home victory over Michigan for berth in National Championship game
Riot	Yes	No	Yes
Location	Chittenden		Stadium, Chittenden, 13 th , 15 th and High
Crowd Size	1500-2000		4000 - 6000
Precipitating Incident	5 men stop cars in street, crowd swarms to street; jumping on parked cars		
Time	12:30 a.m.		12:30 a.m.
Incidents and Damages	6 officers injured Dumpster and Couch fires Students running from "tear" gas on Chittenden blocked High St. and rocked taxi. Lots of cell phone "come to the riot" communication		Many vulgar anti Michigan and anti Pres. Holbrook T-shirts and banners Much media "hype" Huge attendance at events before and after game on Lane Avenue. Massive amounts of trash. "Falling down" drunks Fans rush field after game Several legs broken getting to field 107 dumpster and couch fires, including couch on fire on High Street at 14 th 20 cars damaged (9 burned on 13 th)
Arrests			
Total	32 arrests	54	70 arrests
Students	16 students (most minor offenses)	17 students (most minor offenses)	17 students (most minor offenses)

Other Actions			
Sanctions Criminal OSU			
	1 Suspension	6 informal admonitions	6 suspensions (2 to 5 quarters) 1 permanent dismissal
Pre Disturbance Interventions	Parking ban announced on short notice	Zero tolerance message from VP Hall, party host liable if party get out of control Letters sent to parents of students living on Norwich Door to door by Student leaders and Student Affairs staff, discussion about Party Smart Mayor requested (and distributors agreed) that beer distributors limit keg sales to one per person.	Neighborhood patrols by staff At request of students who said had proven self since no riots end of spring or all fall - backed off little on tone and zero tolerance messages Free concert planned at Newport for 1400 only about 700 attended Free food on High sponsored by U.S.G., Parent Association Off Campus Student Services, Student Wellness, Residence Life and Campus Dining Services. Property manager luncheon to discuss strategies to prevent riot Mayor requested (and distributors agreed) that beer distributors limit keg sales to one per person.
Comments	New festival, Frambes Fest, promoted for early April. Barbara Rich contacts student promoter and after "serious" discussions and notification of his parents - this event was stopped. Ongoing discussions across state and nationally with other schools with riots Presentation by Student Affairs staff at NASPA on lessons learned to date.	45°Cold, damp night Many small parties broke up about 2:30 am when evident nothing was going to happen.	Drinking started Thursday night, "Kegs and eggs" at several locations 6 a.m. Saturday Early game-- some partied, went to game, drank after game, rested, started again late evening Heavy beer sales all weekend Heavy migration from residence halls Victory "earned us right to riot" attitude

Theories and Explanations

Although riots among student populations have a long history, what has become known as the celebratory riot is a relatively new phenomenon. Well-developed theories and empirical research on this particular type of collective behavior are nonexistent. Although sports riot theories and research might seem to be a place to look for some concepts that could be borrowed and applied to celebratory riots, the theorizing of sports riots is generally weak and impressionistic, and few researchers have studied sports riots in the U.S. at the same level that hooliganism has been studied in Europe (Young, 2002). Further, the demographics of sports crowd disturbances in the U.S. consist largely of police and media reports, which are often inaccurate and lack credibility. Finally, a number of the sociological and social psychology theories that have been used to explain the "madding crowd" and that seem applicable to celebratory riots, such as deindividuation theory or contagion theory, have not survived the scrutiny of empirical research (McPhail, 1991).

Task Force members reviewed existing theories on collective behavior in the broad scope, some specific theories on sports riots in a narrower focus, as well as anecdotal explanations given by those present at the disturbances. A synthesis of what is and is not applicable from these sources follows:

- It is important to keep in mind that destructive crowd behavior, or collective behavior as it is called in contemporary theory and research, is a rare event. The vast majority of assemblies of people, even those of drunken students at Ohio State and other universities, do not result in riotous behavior.
- Although some of the disturbances at Ohio State have occurred in connection with sporting events, not all were connected to a game (e.g., Chitfest and Norwichfest riots). Therefore, there is a limit to how much of the thinking and research related to sports riots that can be applied to the situation at Ohio State.
- A common denominator of U.S. sporting crowd disorders, European soccer hooliganism, and the student riots experienced at Ohio State and other universities is that the disturbances typically have been instigated and carried out by young (average age 19) white males.
- Of the sociological and social psychological theories on collective behavior, perceptual control theory offers an explanation of riot participation that has been supported by experimental and ethnographic study (PCT is the underpinning for several National Science Foundation funded studies of behavior at political rallies). A major premise of this theory is that an individual's behavior is not governed by consequences or action outcomes. Individuals select stimuli that match their intentions, that is, their perceptions of what is happening around them are related to their intentions. Further, individuals resist interferences that prevent them from matching their perceptions to their intentions or objectives. This theory of collective behavior suggests two ways in which individual or collective violence develops, "outcome violence" and "intended violence." In the path to outcome violence, individuals act, alone or

together, to control the situation and therefore their perceptions in relationship to some nonviolent goal, such as "partying hard." When these individuals encounter resistance or interference, they attempt to go around, surmount, resist, or eliminate that interference. If that interference persists along with their continued efforts to overcome it, the struggle between the interference and purposive resistance may lead to violence, even if the original intention of the individual or group was not violence, but political protest or, in the case of celebratory riots, "having a good time" partying. This would typify the type of "outcome violence" that results from police trying to disperse large groups of drunken partiers.

"Intended violence" comes from those for whom violence is their intention from the beginning. These individuals will act to make their perceptions of the situation match their goal of violence, such as vandalism, looting, arson and assault (McPhail, 1994). An example of this would be soccer hooligans who go to games intent on beating someone or those who participate in celebratory riots and from the beginning have the objective of vandalizing and burning property. The differences in objectives and therefore perceptions of those in attendance at these gatherings have implications for the prevention, management, and response techniques used in the University District.

- Student comments frequently invoke the idea of riots now being a "tradition" at Ohio State, both as a part of the Ohio State Michigan rivalry and in terms of the springtime parties in the off-campus neighborhoods.
- Student accounts of the disturbances indicate that the general objectives of the young adults in the area can be categorized as (1) those who want to see what's going on, (2) those who want to party hard and consider the police actions provocation for the destructive behavior, and (3) the very few who were intent from the beginning on creating a disturbance and participating in destructive behavior.

Profiles and Perceptions

Of those Ohio State students who were arrested after the 2003 post-Michigan game disturbances for destructive behavior:

- All were male.
- 70% were either first- or second year students.
- By self-report and by police report were not intoxicated.

Of those students surveyed by the Office of Student Affairs and the Center for Survey Research:

- Students who said that they were present at the disturbances were more likely than those who weren't to believe that nonstudents were responsible for most of the violence and destruction.
- Students who reported that they were not present at the disturbances were more likely to think that students drinking too much were most responsible for the disturbances.
- Students living off-campus were more likely to believe that the behavior of the rioters was embarrassing to the University (63.1% of off-campus compared to 49.7% of on-campus).

Climate and Culture at Ohio State

A complete description of current climate and culture of The Ohio State University, accompanied by a full discourse of what it should and shouldn't be, was not the focus of the Task Force. However, during the hours of dialogue, structured focus groups, informal discussions, and open debates that characterized the Task Force's work, issues of culture and climate often arose. The Task Force would be remiss in not mentioning the characterizations that emerged and their potential implications.

The current climate at Ohio State was repeatedly described by students, faculty, staff, and administrators as one of disengagement. Many students have difficulty identifying with faculty, and faculty members are not overly involved in student issues. Eddie Pauline, president of University Student Government (USG) articulated this concern in the fall, and USG has attempted to address this issue in recent months. The concerns of USG are echoed by students uninvolved with student government, student affairs officials, admissions staff, public safety officers, and other faculty. There is a relatively strong perception of a pervasive disconnect between students and the rest of the university community. Students have difficulty identifying with any "leaders" on campus and articulate this void in terms of "lack of trust" of the administration. Recommendations related to a campaign focusing on engagement of students within the broader university and community indirectly emerged from these perceptions. Such a campaign will only be successful if administrators, faculty, staff, and alumni embrace its importance in modifying the culture and climate at Ohio State.

The general lack of engagement, identification, and trust within the student body is reflected in one specific perception that emerged in multiple conversations related to celebratory riots. While students clearly support aggressive enforcement for illegal and destructive behavior, many believe that the work of the Task Force is an instrument to allow the university's central administration to "stop partying." A central message that is anti-party, anti-fun has never been articulated, but has become an emerging theme among students. Efforts to engage students in prosocial, proactive involvement with the university and its surrounding community must not be unintentionally construed as an effort to eliminate celebrations. Celebrations are central to university life. Safe, respectful, and legal celebrations should be jointly promoted by students, administrators, faculty, staff, community officials, local residents, and alumni.

Celebratory Riots Survey

Although there is much to gain in studying the correlating factors of disturbances at Ohio State and other universities, a systematic examination of schools without such disturbances also offers opportunities for understanding. Comparing common and disparate factors between schools that have and have not experienced celebratory riots offers the potential of illuminating ineffective strategies and identifying potential inhibitory conditions. As part of its work, the Task Force conducted such a comparison study of 31 universities across the U.S.

Method

Using national media reports of student disturbances, 15 universities were identified as having had a celebratory riot within the past five years. Online college information databases were used to generate a general profile for each of

these universities based on the size of the student body, the type of community environment (e.g., small town, urban), the academic profile of the student body, the residency choices of undergraduates, and the scale of their athletic and extracurricular programs. Fifteen additional universities were identified that, based on media searches, did not appear to have had a disturbance and that had a similar profile to each of the universities identified as having experienced a riot. Although this sampling procedure did not specifically match "riot" schools with "nonriot" schools on an institution-by-institution basis, an attempt was made to make sure that every school identified as having experienced a riot had at least one comparator school in the control group with a similar general profile. After completing this procedure, it was observed that only one school on The Ohio State University's lists of Big 10 Conference and benchmark institutions was being omitted. This university was added to ensure inclusion of all Big 10 Conference schools, and all of the universities identified as Ohio State benchmarks as part of the creation of Ohio State's current academic plan.

A structured telephone interview was prepared to solicit information regarding the occurrence of celebratory riots, the nature of the riot(s) and university and law enforcement responses, riot and high-risk drinking prevention efforts, demographic data on university student populations, characteristics of student housing and university district neighborhoods, university environmental factors, university and local policies relating to riots and alcohol, and the policing practices of university and local law enforcement. The resulting survey included 128 items with forced choice answers. It was estimated that the survey would take respondents 20 minutes to complete.

Letters from the office of Ohio State President Karen A. Holbrook were sent to the president, the vice president of Student Affairs, and the director of Public Safety at each university. These letters explained the work of the Task Force, the purpose of the study, and the general areas that would be covered in

Universities responding that they have experienced at least one celebratory riot:

Clemson University
 Colorado State University
 Indiana University
 Kansas State University
 Michigan State University
 Ohio State University
 Ohio University
 Pennsylvania State University
 Purdue University
 University of California Los Angeles
 University of Colorado
 University of Connecticut
 University of Dayton
 University of Maryland
 University of Michigan
 University of Minnesota
 University of Oregon
 University of Wisconsin
 Washington State University

Universities responding that they have not experienced a celebratory riot:

Florida State University
 Louisiana State University
 Northwestern University
 University of Florida
 University of Illinois
 University of Iowa
 University of Nebraska
 University of Oklahoma
 University of Tennessee
 University of Texas

Universities with respondents giving incongruent answers on question of riot occurrence:

University of Delaware
 University of Washington

the telephone survey. The vice presidents of Student Affairs and the directors of Public Safety were the identified respondents for each school.

During the first three weeks of March 2003, The Ohio State University College of Social and Behavioral Sciences' Center for Survey Research conducted interviews with 59 of the possible 62 respondents. Response rate by university was 100%. Response rate for Student Affairs officials was 94% and for directors of Public Safety, 97%. Only 3 of the 62 individuals approached were unable to participate, citing lack of information or time constraint.

Given that data were submitted on March 20, 2003, only preliminary analyses have been conducted on the survey data. These data will be analyzed more completely in the coming weeks.

Results

Descriptive statistics were generated separately for each of the respondents from participating schools. Future analyses will attempt to pool the answers from the different respondents when appropriate. Student affairs and public safety officers were in general agreement on questions where both respondents could be expected to be privy to information. There were, however, a number of questions where one respondent or another was clearly the most informed (e.g., what percentage of the student activities budget is spent on late night programming?).

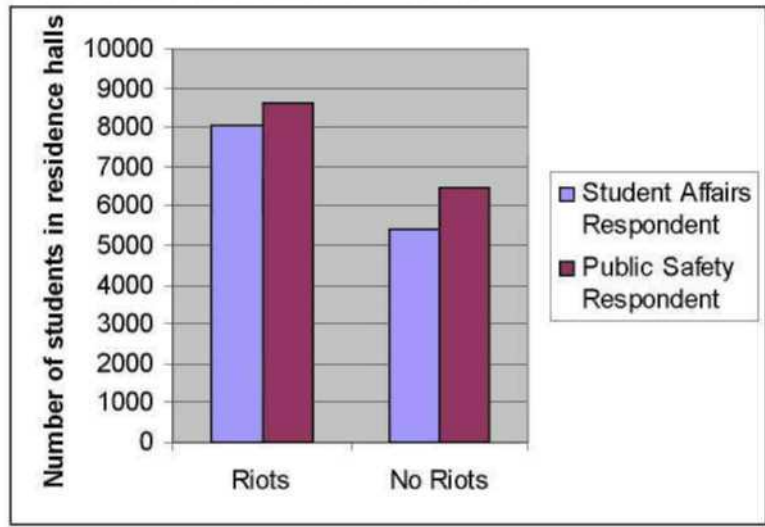
In an initial inspection of the data, variables of interest were identified and broken down by those schools who reported having riots in recent years (n=19) and those who reported not having riots (n=11). There were only two universities where the respondents of the given university disagreed concerning the occurrence of a riot. Since the public safety officers identified the occurrence of riot, these schools were placed under the "riot" category. Mean scores for the "riot" group were compared with mean scores for the "nonriot" group when variables were coded as continuous data. Variables with categorical responses were explored using cross-tabs. T-tests and chi-square analyses were used to identify variables for which there were emerging differences between schools.

Three variables showed significant and consistent trends across the two types of schools (riot and nonriot). Although analyses are still underway, we are relatively confident in reporting these trends and interpreting them in light of the recommendations being offered.

Undergraduates Living on Campus:

First, there was a notable difference in the number of undergraduates reported as living in residence halls. Estimates from student affairs representatives and public safety officers varied slightly but were both significantly different ($t=2.14$; $p<.05$ for public safety; $t=2.52$; $p<.019$ for student affairs), with schools that reported riots having a larger number of students living in residence halls than institutions reporting having no riots (see Figure 2).

Figure 2. University's riot experience in relationship to number of students in residence halls



Interestingly, the mean overall size of the undergraduate student body did not differ across schools reporting and not reporting riots. A surface level discussion of riots would suggest that they are an off-campus problem. In fact, nearly all of the celebratory riots occurring within the past decade at Ohio State have been off campus. Anecdotal evidence at Ohio State has suggested that a large part of the problem is the flood of residence hall students into the streets off campus as late night disturbances begin to unfold. These initial data seem to confirm the importance of addressing residence halls in prevention efforts.

Funds Supporting Late Night Activities:

Initial analyses found differences in the percentage of the total evening and weekend student activities budget that is spent on late night "alternative activities without alcohol." Ironically, schools that reported having riots were spending significantly more ($t=2.37$; $p<.05$) on these late night activities than were schools reporting no riots. The mean percentage of the total evening and weekend student activities budget spent on no-alcohol late night activities for schools reporting riots was 58% compared to only 21% for schools without riots. Data were available from student affairs officials only, given that most public safety respondents were unable to report on the budget for student activities.

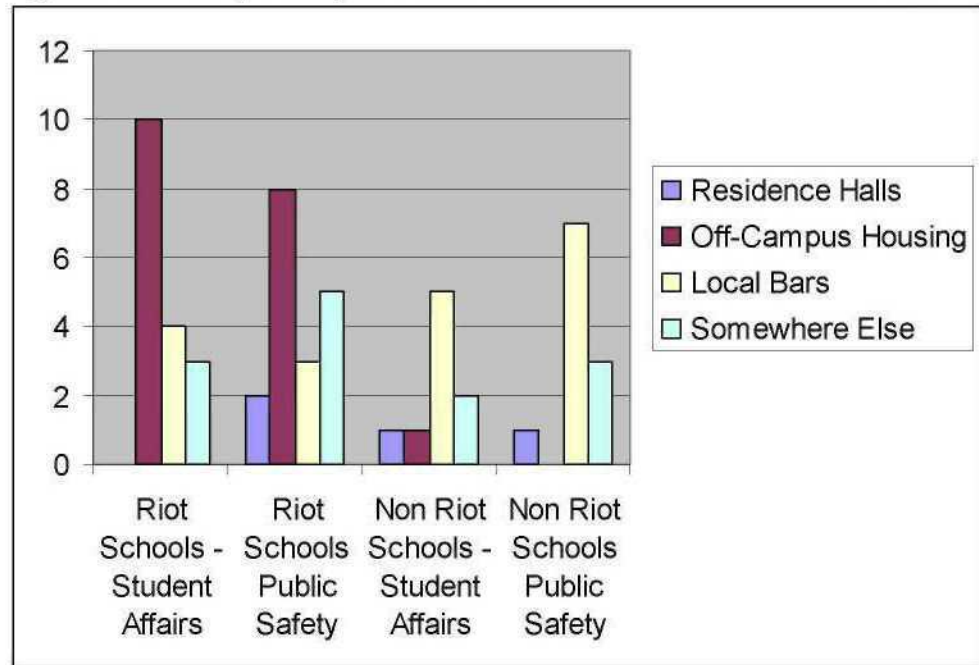
There are a number of explanations for this finding that will take time and additional data to confirm. First is the possibility that schools with riots began spending money on alternative activities after the occurrence of riots and consequently have a positive relationship between money spent on these activities and riots. An alternate explanation is that alternative activities are likely to be implemented in an effort to prevent riots and are ineffective in reducing their occurrence. It would be inappropriate to suggest that the initiation of these activities promotes riots.

These findings suggest that the role of late night programming is not fully understood. This lack of understanding was obvious in Task Force discussions. The potential impact, or lack thereof, of late night programming especially designed as an alternative to drinking was debated in multiple group settings. Although there is some evidence of the impact of alternative programming on drinking rates, no definitive impact on riot behavior has been demonstrated.

Places Where Students Drink:

Responses to the question, "Where are undergraduate students most likely to consume alcohol?" generated one of the most interesting findings of these very preliminary analyses. These data are presented in figure 3.

Figure 3. University riot experience as a function of where students drink.



A visual inspection of these data, combined with separate chi-square analyses conducted for each respondent, suggests a relationship between where students are most likely to drink and the likelihood that an institution has had a riot (chi-square=6.83, likelihood ratio = 7.74, $p < .053$ for student affairs; chi-square=9.29; likelihood ratio= 11.87; $p < .026$ for public safety). Universities that reported experiencing riots identified off-campus housing as the most likely place where students drink. Universities that had not experienced riots reported local bars as the place where students are most likely to drink.

Students at Ohio State have regularly reported that the reduced number of bars that can accommodate large numbers of students is contributing to riot problems. Others note that there has actually been an increase in

availability of alcohol and that there are more liquor permits in the University District now than in previous years. These data need to be further analyzed and other factors need to be considered. However, there is at least some indication that where students drink might play a role in the probability of disturbances.

Anecdotally, administrators describe the emergence of late night celebrations as follows. Students living off campus throw large parties that they have full intentions of controlling. Large numbers of undergraduates who live in nearby residence halls combine with large numbers of students from local high school and nearby regional universities and colleges to create an unmanageable crowd. Most of these students cannot get into the large parties because of the number of people already attending, or because they are underage and this is being monitored. The above-mentioned findings about where students are likely to drink combined with the volume of students living in residents halls is somewhat supportive of this description.

These data and additional data need to be further analyzed. A complete analysis of these data and subsequent manuscripts for publication and dissemination are forthcoming.

Evidence-Informed Perspectives

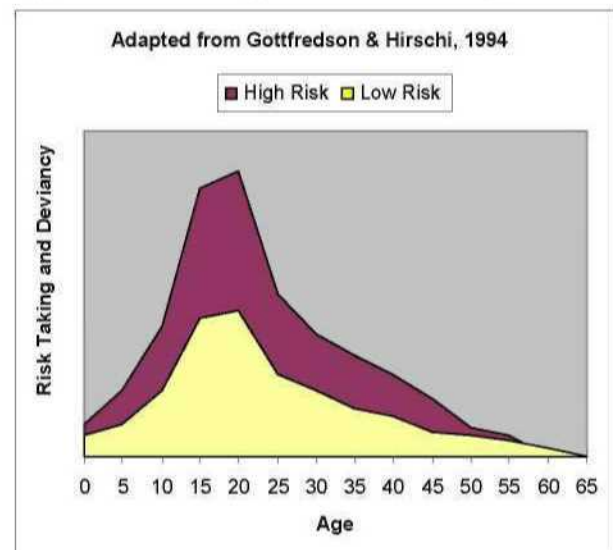
Risk Taking

Figure 4 represents the distribution of risk-taking behavior as it is demonstrated across the lifespan (Gottfredson & Hirshi, 1994). The graphic illustrates two important aspects of risk taking and deviant behavior as they relate to celebratory riots. First, risk taking and deviancy peak during the young adult years - those years when many young adults are newly independent and at college campuses. Second, the prevalence of risk taking follows the same pattern for both high- and low-risk young adults.

Data from recent Ohio State riots confirm that the majority of

participants are within the ages of 18 and 21, and that the crowd included students who are normally well behaved, with well-established academic records. Others in the crowd were not as well adjusted to college. All participants were engaging in high-risk behavior, whether as participants or onlookers. For some onlookers, the act of being within visual distance of the riot may represent one of their riskiest behaviors. For others, participating in overturning a car is necessary to reach a high-risk threshold.

Figure 4. Risk taking as a function of age.



Young adults are likely to take risks. These risks, however, do not necessarily have to involve violent and destructive behavior. Multiple settings can be created that involve risk taking and do not involve illegal behavior or behaviors that would compromise safety. Physical and competitive sports and games offer such opportunities, as do games of chance, challenging outdoor activities, and numerous other activities.

Alcohol

Alcohol certainly contributes to celebratory riots but it does not necessarily cause them. Excessive and high-risk drinking occurs at other times and does not lead to riots. However, addressing high-risk drinking with a multifaceted approach and a long-term environmental management program may impact the likelihood of overall disruptive and inappropriate behaviors. Such an approach is outlined in the current Ohio State University Comprehensive Alcohol Prevention Plan.

Excessive and high-risk drinking is both a national and local health problem. The U.S. Surgeon General and the U.S. Department of Health and Human Services have identified high-risk drinking among college students as a major health problem. High-risk drinking is associated with unplanned and unsafe sexual activity, physical and sexual assault, unintentional injuries, criminal victimization, interpersonal problems, physical or cognitive impairment, poor academic performance, automobile crash fatalities, and suicide (Wechsler, Davenport, Dowdall, Moeykens, & Castillo, 1994).

...I mean I don't think alcohol is completely to blame for it ... like, idiocy is probably really completely to blame for it ... alcohol is just like a good companion to idiocy.

OSU student who was in attendance at the post-Michigan game riot.

It should be noted, however, that a review of the empirical evidence on the association between alcohol consumption and aggression indicates that alcohol does not directly cause aggression (Giancola, 2002). Although alcohol does have biological effects, such as impaired brain functioning, that predispose the drinker toward aggression, pre-existing psychological factors appear to be greater contributors to alcohol related aggression. For example, Chermack and Taylor (1995) demonstrated that under conditions of high provocation, intoxicated subjects with high expectations about the effects of alcohol on aggression were more aggressive than subjects with low expectations.

At Ohio State, high-risk drinking has grown slightly (8.6%) over the past two years according to the OSU Core Alcohol and Drug Survey of 2002. This increase follows several years of decline. Furthermore, the increase was noted despite significant decreases in binge drinking rates for first-year students (26% down to 16%). These data were summarized and reported in January 2003 by The Ohio State University Student Affairs Assessment staff. National and Ohio State trends also suggest that alcohol consumption is growing among high school students and women.

So what is the best course of action for reducing high-risk and binge drinking among college students? Educational approaches alone have proven largely ineffective in reducing rates of high-risk drinking, whereas approaches that emphasize skill building, along with attitudinal change and feedback-based interventions, have proven more

effective (Walters, Bennett, & Noto, 2000). Data supporting the efficacy of two particular approaches have appeared the most consistently in the literature: social norming and motivational interviewing.

Social norming campaigns focus on wide scale changes in misperceptions about alcohol consumption. The premise is to change the "everyone's doing it" perception around high-risk drinking by crafting messages that more accurately reflect behaviors. Although high-risk drinking is a significant problem, perceived levels of consumption are often overestimated. A variation of social norming is to craft messages that stigmatize behaviors within a peer group. Social norming appears to be somewhat effective with students when implemented with specific behavioral objectives in mind and when certain protocols are implemented with fidelity (Carter & Kahnweiler, 2000; Werchetal., 2000).

Motivational interviewing is a more individualized approach that gives direct feedback to drinkers on their rates of consumption compared to the population at large. In a structured interview, drinkers are asked to report their levels of consumption. These data are then compared with drinking rates in direct comparison groups (e.g., the student population at large). The discrepancies, even in situations where most students may have consumed alcohol periodically, is in itself motivational. This relatively simple procedure has been used effectively to motivate high-risk and binge drinkers to reduce consumption, and has been tested effectively with binge-drinking students (Borsari & Carey, 2000; Marlatt et al., 1998; Walters, 2000).

A note of caution about the role of alcohol in fueling celebratory riots is necessary. A recent observation by the OSU Office of Student Affairs notes that of the 10 students successfully prosecuted for specific, destructive behavior during the fall 2002 riots, alcohol was not reported to be a factor for any of the cases. Alcohol consumption in and of itself is not a sufficient explanation for riotous behavior, nor should it be the single point of intervention.

Crowds to Riots

Understanding celebratory riots begins with a close inspection of the participants and situational context in which they occur. Further explanations can be drawn from theoretical perspectives on young adult behavior and risk taking, alcohol consumption, and the behavior of individuals in large crowds. Sociologists studying riot phenomena are quick to note that there are numerous and frequently occurring settings where large numbers of same-aged young adults gather, drink rather high volumes of alcohol and consume other drugs, and do not riot (Young, 2003). Concerts, sporting events, and other student gatherings are common affairs. Most do not turn riotous.

"Given the great frequency of mixed-issue temporary gatherings in the several thousand campus communities across the U.S., it is surprising that so few of them result in notable breeches of public order".
McCarthy, Martin, McPhail, 2002

McCarthy, Martin, McPhail and Cress (2002, August) speak in terms of "temporary, mixed-issue gatherings" to define large numbers of students congregating for various reasons. They observe that any of these gatherings can turn into a disturbance, but most do not.

The most pressing questions relate to what turns a crowd into a riot. There are clear turning points, sometimes referred to as flashpoints that can be identified as disturbances unfold. The process can be described by researchers, participants, and those trying to prevent the disturbance. However, the causes are only beginning to be understood. Given the implications of not understanding the distinction between large gatherings that are not going to turn into a riot, and those that will, it is important that this issue continue to be investigated.

It is not realistic, nor desirable, to immediately disperse every large group of students that begins to gather. We seek a community of students who are free, and even encouraged, to gather in such a manner. Periodic, large gatherings are a significant part of student life. Yet, on some campuses large gatherings that turn riotous are becoming tradition. The cues for disruption are embedded within the expectations of those in attendance. Continued research on the turning points toward disruption is essential to long-term intervention success.

Other Promising Practices

A number of other significant observations were made throughout the course of the Tasks Force's work. These observations formed the underlying rationale behind multiple recommendations presented. Documented within the reports submitted by the workgroups, the bulk of these observations are too numerous to detail in this final report. However, there are a few themes that are worthy of specific mention.

Neighborhoods

It was observed early and often that celebratory riots, at Ohio State and most other universities, occur in neighborhoods not on campus. Obviously, they are most typical in areas where students are likely to gather - close to highly populated off-campus residential areas, or in highly populated public areas. The most relevant to Ohio State is the University District neighborhoods.

The condition of these neighborhoods and the lack of engagement of students as members of a neighborhood community are important and related issues. Students who live in these off-campus areas appear to have less respect for their general living environment than they do for the adjoining campus. It is important to consider a host of options that increase student engagement in the neighborhood, create neighborhood and community environments that promote a sense of ownership and pride, and engage students in a more proactive manner. In this regard, it should be noted that students living in residence halls on campus must feel connected to and value these neighborhoods.

A concerted effort is underway to revitalize these neighborhoods that is reflected in the University Neighborhood Revitalization Plan" (Campus Partners for Community Urban Redevelopment, 1996). This comprehensive approach served as the foundation for many recommendations and is a valuable roadmap for making progress in this area.

Community Policing

The need to improve the overall relationship between students, especially those living off campus, and local law enforcement officers was observed by multiple groups across multiple settings. "Community policing" as a strategy that improves relationships between student residents and law enforcement officers has been implemented nationally and is beginning to yield positive results.

The National Evaluation of the COPS (U.S. Department of Justice, 2000) documents national efforts by the U.S. Department of Justice to implement community policing. This report provides valuable information about the feasibility and effectiveness of implementing a comprehensive community policing effort. Initial discussions about the positive impact of community policing led to multiple recommendations.

Service Learning

There is emerging evidence that students who are engaged in their community are less likely to engage in high alcohol consumption and may have a lower propensity to be destructive within the community in which they are engaged. Recent studies have noted that simply developing specific strategies aimed at increasing opportunities for students to volunteer in the community and be engaged can reduce high-risk alcohol behavior (Ziemelis, Bucknam, & Elfessi, 2002).

To be most effective within a university, community involvement and volunteering should be structured as a learning experience and integrated into academic programming. Initiatives that encourage students, faculty, and staff to be involved in their community are the joint responsibility of the broadest elements of the university, as well as community representatives.

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