



The Campus & Community Coalition to Reduce the Negative Impacts of High-Risk Drinking began meeting in its current form in 2016. Originally charged in 2014 by then-UNC-Chapel Hill Chancellor Holden Thorpe and then-Town of Chapel Hill Mayor Mark Kleinschmidt, the Coalition's goals are to lessen the secondhand harms of alcohol and promote a thriving downtown. Using a public health approach, the CCC works to change conditions in the environment to promote a healthier culture. The Coalition acknowledges the links between alcohol and gender-based violence and alcohol and mental health. As UNC-Chapel Hill and the nation confront the epidemics of gender-based violence and mental health on college campuses, the Coalition's work becomes all the more important.

After 4 years of work on this issue amidst a rapidly changing landscape on college campuses, the Coalition decided to reconfigure its strategic plan for the next 3 years.

Using the Results Based Accountability framework, we spent the last 8 months asking and answering 5 questions:

- 1. How are we doing?**
- 2. What is the story behind the curve?**
- 3. Who are the partners who have a role to play?**
- 4. What works to turn the curve?**
- 5. What is our action plan?**

\* "The curve" is the trendline of data you're looking at. "Turning the curve" means getting the data to go in the direction you're hoping. For example, one curve the CCC might look at is binge drinking rates among UNC students. If the curve is trending upward, we would employ strategies known to reduce binge drinking among college students in order to "turn the curve" and see binge drinking rates goes down.

This report follows the 5 Results Based Accountability (RBA) questions. Like the RBA framework itself, this report is designed to get us from "talk to action" quickly.



## 1. How are we doing?

In September 2019 we took a look at data from our baseline year, academic year 2013-14, to the 2018-19 academic year. Unfortunately, the results over that time period were inconclusive. Our key metrics of binge drinking and the proportion of students experiencing negative consequences had been on downward trends but ticked back up in the 2018-19 year. Additionally, alcohol related enforcement, and therefore opportunities for intervention, have been trending downward since our baseline year. Essentially, we found that we weren't doing as well as we hoped.

Take a look at the [data from 2013 to present](#).

## 2. What is the story behind the curve?

When we looked at the 2013-2019 data at the end of the summer, CCC members identified a number of factors contributing to the story behind the inconclusive curves we saw. Here are a few examples:

- Nationally: An attitude of "it's just a phase" permeates the normative environment around college drinking. The media is saturated with stories of college drinking, and many perceive binge drinking and related consequences as just a part of the college experience.
- Statewide: Changes made to state law will add additional alcohol into the environment and may perpetuate the norm that alcohol must be present for successful events or economic development.
- Locally: Staffing challenges with enforcement and prevention teams meant disruptions in typical enforcement operations and prevention and educational initiatives.

The story behind the curve created a desire to take a close look at CCC activities. Unfortunately, national, statewide, and local trends could lead to additional alcohol in the environment and contribute to an unhealthy alcohol culture on campus. Knowing this, it became clear that the CCC will need to lean in even harder to fulfill its mission of reducing the negative impacts of high-risk drinking.

At the end of the process of looking at the data and the stories behind it, we decided to embark upon a revision of the original CCC strategies adopted in 2014, the [Town/Collaborative Findings & Recommendations Report](#). The goal of the revision was to reprioritize strategies from the original report and add in additional evidence-based strategies that research has proven help "turn the curve" on college drinking.

## 3. Who are the partners who have a role to play?



Good news here: Most people who have a role to play in turning the curve are already involved in the Coalition. [Check out a list of who's currently engaged.](#) In addition to the folks you see listed, the CCC also remains committed to working with students and downtown businesses to fulfill our mission.

#### 4. What works to turn the curve?

More good news here: There is a wealth of research on what works to reduce high risk drinking and its related impacts in college communities. The CCC does not have to reinvent the wheel in order to create the change we want to see—others have done the research to prove what works.

In late September, the CCC began holding “book clubs” to learn more about the research on what works to reduce secondhand harms of alcohol in college settings. Our book clubs read the [Maryland Collaborative's Guide to Best Practices](#) to get a sense of what the evidence says works best. We also took a look at promising practices from other communities around the country such as the [University of Vermont](#), [UMass Amherst](#), and the [Safer California Universities Study](#).

When we convened as a group in October, each book club presented on the strategies from the Maryland Collaborative they felt were most promising, and then all CCC members prioritized the strategies they felt were essential to turn the curve in our community.

#### 5. What is our action plan?

In early December, a group of 15 CCC representatives began the action planning process. The group met 5 times between December and March to take a closer look at the evidence-based strategies the CCC members prioritized in October and identify the most promising strategies originally adopted in the 2014 Town/Gown Recommendations Report.

Members of the Action Planning Team:

- Dr. Aaron Bachenheimer | Executive Director for Off Campus Student Life & Community Partnerships | UNC-Chapel Hill
- George Barrett | Associate Director | Marian Cheek Jackson Center
- Dean Blackburn | Director | Student Wellness/Assoc. Dean of Students | UNC-Chapel Hill
- Chris Blue | Police Chief & Executive Director for Community Safety | Town of Chapel Hill
- John Bruner | Associate Athletic Director for Event Management | UNC- Chapel Hill



- Janet Cherry | Director of System of Care | Chapel Hill-Carrboro City Schools
- Ariel Freedman | Director of State & External Affairs | UNC Student Government
- Matt Gladdek | Executive Director | Chapel Hill Downtown Partnership
- Jim Heugerich | Ombuds | Town of Chapel Hill
- Donna King | Director, Health Promotion & Educational Services | Orange County Health Department
- Fran Muse | Director | Carolina Student Legal Services
- Ion Outterbridge | Director, Office of Fraternity & Sorority Life | UNC-Chapel Hill
- David Perry | Assistant Vice Chancellor & Chief of Police | UNC-Chapel Hill
- Brandon Wacaser | President | UNC-Chapel Hill Inter-Fraternity Council
- Steve Woodham | Owner | Goodfellows

Throughout the process, the Action Planning team utilized the Guiding Principles from the 2014 Town/Gown Collaborative Findings & Recommendations Report. The Action Planning Team and the CCC remain committed to these Guiding Principles as the backbone of the Campus & Community Coalition's work.

## Guiding Principles\*

The Town of Chapel Hill and the University of North Carolina at Chapel Hill are committed to fostering a responsible, healthy, safe, and respectful culture around alcohol. The Town/Gown Collaborative's actions aim to reduce the negative outcomes associated with high-risk drinking while promoting a vibrant downtown community. The Town/Gown Collaborative adopted the following principles to guide their decisions and actions:

1. [\[Evidence-based, public health approach\]](#) Town and University leaders and administrators shall fully comprehend and proactively and consistently use an evidence-based, public health approach to promote wellness and safety and to actively discourage high-risk drinking among the entire Chapel Hill community.
2. [\[High-risk focus\]](#) Our focus is on reducing the negative impacts of high-risk drinking on our entire community, including those associated with the University. We define high-risk drinking as drinking in a way that increases the risk of negative consequences. Because state law prohibits alcohol use by those under 21, underage drinking is high-risk drinking.
3. [\[Culture/environmental change\]](#) Alcohol use patterns and problems are deeply entrenched in the culture of the community. Our solutions shall be data-driven and focused on changing the environment in which decisions about drinking are shaped.
4. [\[Fully informed\]](#) The Town and University shall actively and consistently ensure the entire community is fully informed about expected behaviors and social norms around alcohol; campus policies, town ordinances, state laws and regulations; and the accountability mechanisms for non-adherence.



5. [Active deterrence] Appropriate sanctions/punishments shall be in place and actively serve as a deterrent for behavior that is not deemed to be a social good and does not represent the Town's or University's values or culture.
6. [Consistent accountability] Every facet of our community is responsible for contributing to a positive culture around alcohol use and for consistently holding others accountable for their behavior. This includes holding accountable the sources and providers of alcohol, as well as those responsible for settings in which high-risk drinking occurs.
7. [Town/gown collaboration] The Town and University each have an interest in greater collaboration to address problems and solutions to reduce impact of high-risk drinking, and can do so in a mutually supportive environment conducive to the fulfillment of our respective missions.
8. [Centralized effort] The Town and University seek to have a centralized effort in their philosophy, education and response systems, led by experts/practitioners in the field.

After many hours of discussion and deliberation, the Action Planning Team approved the following Action Plan. There are 20 strategies, divided into 2 timeframes for implementation: 18 months and 3 years. The Action Planning Team retained some of the strategies originally adopted in the 2014 Town/Gown Findings & Recommendations Report and added a few additional evidence-based strategies from the Maryland Collaborative's Guide to Best Practices.

## 18-month priorities

1. \*Expand student access to screening for alcohol related problems
  - **Description:** The Maryland Collaborative recommends multiple pathways for student screening that don't rely exclusively on enforcement. Opportunities for screening could be universal through a digital platform, through mentors/advisors such as faculty or academic staff, or through specific departments.
  - **Theory behind strategy:** By expanding screening for alcohol-related problems, you are also expanding opportunities for intervention and treatment.
  - **Evidence Base:** Strong
2. Strengthen coordinated and intentionally alcohol-free late-night activities
  - **Description:** The Carolina After Dark initiative currently promotes these activities; however, the program must be strengthened and aggressively marketed to increase efficacy.
  - **Theory Behind Strategy:** Offering alcohol-free late-night activities might reduce alcohol use by providing social options without alcohol.
  - **Evidence Base:** Ineffective if used alone—pair with other strategies
3. Update UNC's Campus Alcohol Policy
  - a) Centralize Greek risk management policies into existing Campus Alcohol Policy



- **Description:** The Campus Alcohol Policy was updated in 2016 and now covers student organizations as well as individual students. The policy should be updated to reflect guidance from national fraternity organizations.
  - **Theory Behind Strategy:** Aligning university expectations with national guidelines makes expectations clearer and more consistent. Students must believe they will be held accountable for alcohol-related infractions.
  - **Evidence Base:** Promising practice, used in similar communities.
- b) Include specific language under Section III (6) to include specific mention of excessive noise, disruptive activities, trash, rude or abusive language, public urination, fights, vandalism
- **Description:** The current Campus Alcohol Policy has a generic statement about alcohol-related behavior but should be updated to specifically include frequent alcohol-related offenses that occur in the community.
  - **Theory Behind Strategy:** Greater consistency in accountability for alcohol-related behavior will lead to less infractions. Students must believe they will be held accountable for alcohol-related behavior.
  - **Evidence Base:** Promising practice, success in similar communities
4. \*Enhanced + visible enforcement of alcohol-related laws (plus communication strategies)
- a) Maintain CHPD compliance check policies at best practice levels
- **Description:** CHPD currently conducts compliance checks where underage buyers attempt to purchase alcohol from licensed businesses. Best practice dictates that compliance checks happen at all businesses at least 2 times per year.
  - **Theory Behind Strategy:** Increased surveillance from compliance checks leads to a reduction in underage drinking.
  - **Evidence Base:** Strong
- b) Conduct party patrols in the near-campus neighborhoods
- **Description:** Party patrols are dedicated enforcement operations intended to deter large gatherings at houses in residential neighborhoods.
  - **Theory Behind Strategy:** People must believe they will be caught when alcohol is served illegally. Law enforcement strategies such as party patrols are an effective deterrent and can lead to reductions in binge drinking.
  - **Evidence Base:** Promising practice, success in similar communities.
- c) Provide more consistent enforcement of existing municipal ordinances that can deter high risk drinking (noise/nuisance, occupancy, trash, parking)
- **Description:** Chapel Hill has ordinances in place that can deter high risk drinking, however, these ordinances are inconsistently enforced.
  - **Theory Behind Strategy:** Enforcing these ordinances sends a consistent message about community expectations. People must believe they will be held accountable for these infractions in order for them to be an effective deterrent.
  - **Evidence Base:** Promising practice, success in similar communities
5. \*Begin collecting Place of Last Drink data for alcohol-related law enforcement responses in the Town of Chapel Hill
- **Description:** Law enforcement agencies collect information about where a subject had their last drink prior to encountering law enforcement for offenses such as minor in possession, open container, DUIs. Data collected then helps direct educational interventions.



- **Theory Behind Strategy:** Knowing where problem locations are can help direct appropriate interventions and reduce over-service and service to underage.
  - **Evidence Base:** Strong.
6. Track properties with multiple nuisance/violation reports
    - a. **Description:** Use a database to track addresses of nuisance noise calls for service and communicate to appropriate parties about repeat offenders.
    - b. **Theory Behind Strategy:** Enlist proactive involvement of landlords to deter high risk drinking.
    - c. **Evidence Base:** Promising practice, success in similar communities.
  7. Centralize and align mechanisms for intervention, accountability, and enforcement among University, judicial, and legal processes
    - a. **Description:** Currently there are different intervention, enforcement, and accountability processes in place, depending on where a person encounters an enforcing agency. This strategy advocates for consistency within and between agencies across the county in order to promote clarity and equity.
    - b. **Theory Behind Strategy:** College students must believe they will be caught when alcohol is consumed or served illegally. Greater consistency is needed to reinforce this expectation.
    - c. **Evidence Base:** Promising practice, success in similar communities.
  8. Strengthen the Downtown Partnership committee of businesses to promote responsible hospitality practices to reduce high-risk drinking
    - a. **Description:** The Downtown Partnership currently convenes a nightlife committee that shares best practices and troubleshoots common concerns. The goal would be to formalize these best practices into a shared agreement on downtown nightlife norms.
    - b. **Theory Behind Strategy:** A healthy community of business owners can increase adherence to best practices as the norm for downtown nightlife.
    - c. **Evidence Base:** Promising practice, success in similar communities.
  9. Commit to universal responsible beverage service training
    - a. **Description:** The Town of Chapel Hill currently offers responsible beverage service training to sellers/servers of alcohol. The goal is to have every seller/server in Chapel Hill trained in responsible beverage service practices.
    - b. **Theory Behind Strategy:** Training sellers/servers can reduce sales to underage and sales to intoxicated.
    - c. **Evidence Base:** Fair—dependent on universal implementation and strength of training.
  10. Develop a protocol for application of regulations/penalties to address nuisance businesses or owners
    - a. **Description:** Standardize the way that nuisance businesses or owners are addressed in order to encourage compliance.
    - b. **Theory Behind Strategy:** Response to nuisance behaviors must be consistent in order for policies to be effective deterrents.
    - c. **Evidence Base:** Promising practice, success in similar communities.



11. Create communication strategies to increase awareness of the campus alcohol policy to students, faculty, staff, alumni, and community
  - a. **Description:** Through multi-channel education campaigns, strengthen awareness of campus alcohol policy for students, faculty, staff, alumni and community members.
  - b. **Theory Behind Strategy:** Creating clear, consistent, and widely known expectations for behavior will encourage compliance.
  - c. **Evidence Base:** Ineffective if used alone—pair with other strategies.
12. Comprehensive education campaign for Chapel Hill-Carrboro families
  - a. **Description:** Create an education campaign that promotes the role families play in prevention and elucidates the risks of letting underage youth drink at home.
  - b. **Theory Behind Strategy:** Correct the myth that letting kids drink at home is safe.
  - c. **Evidence Base:** Ineffective if used alone—pair with other strategies.

### 3-year Priorities

1. Explore joint jurisdiction in student-dense areas
  - **Description:** Explore UNC PD and Chapel Hill PD sharing jurisdiction in student-dense areas, particularly “Big Fraternity Court” and “Little Fraternity Court,” in order to expand tools for working with Greek student organizations.
  - **Theory Behind Strategy:** College students need to believe they will be caught when serving alcohol illegally. Law enforcement strategies like this can serve as a deterrent to illegal behavior.
  - **Evidence Base:** Promising practice, success in similar communities.
2. \*Adopt a social host ordinance in the Town of Chapel Hill that addresses loud/unruly parties, providing alcohol to minors, etc. that holds tenants, property owners, landlords accountable
  - **Description:** Social host ordinances have been used in university communities across the country to address issues stemming from house parties. The ordinance issues civil penalties to landlords/property owners/tenants.
  - **Theory Behind Strategy:** Minimize the availability of alcohol by targeting the environments in which underage youth drink.
  - **Evidence Base:** Strong
3. Encourage landlords to adopt and enforce model tenant lease conditions that deter high-risk drinking
  - **Description:** Empower landlords to play a proactive role in reducing disruptive parties and related consequences by including standards in leases about nuisance/noise.
  - **Theory Behind Strategy:** Discourage loud/unruly parties with consistent expectations from multiple sources.
  - **Evidence Base:** Promising practice



4. Advocate for curriculum infusion in required First Year Experience academic course
  - **Description:** Advocate for alcohol prevention, community living standards, campus alcohol policy material in required First Year Experience course.
  - **Theory Behind Strategy:** Education can be used to increase knowledge about risks.
  - **Evidence Base:** Ineffective if used alone—pair with other strategies.
5. Encourage faculty research across the disciplines on campus alcohol context
  - **Description:** Engage faculty research in studying aspects of UNC alcohol culture.
  - **Theory Behind Strategy:** Better understand the scope/scale of problem with more research + encourage faculty investment in issue.
  - **Evidence Base:** Promising practice
6. Comprehensive education campaigns (parents, alumni, students)
  - **Description:** Increase different populations' awareness of collegiate alcohol abuse as a problem, harm reduction strategies, general knowledge about alcohol and related harms; engage stakeholders as part of the solution
  - **Theory Behind Strategy:** Parents can play a role in setting expectations and detecting early warning signs; alumni can model desired behavior; students can influence each other.
  - **Evidence Base:** Ineffective if used alone, pair with other strategies
7. \*Commit to maintaining alcohol marketing bans on campus
  - **Description:** UNC's Campus Alcohol Policy currently prohibits alcohol marketing on campus. Marketing bans are one of the most effective strategies to reduce consumption.
  - **Theory Behind Strategy:** Research has established a strong link between consumption and exposure to alcohol marketing. The less exposure to marketing, the less an individual consumes.
  - **Evidence Base:** Strong
8. \*Maintain limits on alcohol use at specific places/events (on and off campus)
  - **Description:** The UNC Campus Alcohol Policy currently limits places where alcohol can be consumed on campus. The Town of Chapel Hill also has limits on alcohol at town-sponsored events and maintains an open container ordinance. The CCC should advocate for these limits to remain in place.
  - **Theory Behind Strategy:** Placing limits on where alcohol can be sold and consumed is proven to lessen alcohol consumption and alcohol related harms.
  - **Evidence Base:** Strong

\* These strategies have the most conclusive research supporting their efficacy at reducing alcohol use and related harms in collegiate communities.