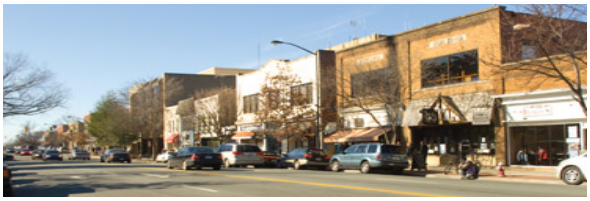


Findings & Recommendations

of the

Town/Gown Collaborative to Reduce the Negative Impacts of High-Risk Drinking

September 15, 2014

Executive Summary

High-risk drinking is often cited as the single biggest issue negatively impacting universities and their towns. Chapel Hill is no exception. To address this complex public health issue in Chapel Hill, the Town/Gown Collaborative was formed. This diverse and engaged group of town leaders, campus administrators, students and community leaders worked closely together over the 2013-14 academic year to understand the myriad factors that contribute to high-risk drinking, and to identify evidence-based and promising environmental strategies to reduce its negative effects at the University of North Carolina at Chapel Hill and on the Town of Chapel Hill and surrounding community.

After carefully reviewing the data, conducting many stakeholder listening sessions and reviewing evidence of what works, the Town/Gown Collaborative used a series of guiding principles to develop a comprehensive set of 22 recommendations to reduce the negative impacts of high-risk drinking on three areas: the University, Neighborhoods/ Community, and Downtown. These recommendations are intended to be synergistic, not stand-alone.

The Collaborative then rank ordered its recommendations and requested its 11 priorities be listed in the executive summary and identified with an asterisk in the body of the report.

1. University

1.1. * Update and adopt a comprehensive Campus Alcohol Policy that reflects current public health best practices, provides consistent language, and applies to the entire campus community.

1.2. * Create a required First Year Experience academic course to assist students in making a smooth transition into the college environment.

1.3. * Develop a research-based campus social norms campaign to promote expectations of healthy behaviors and correct misperceptions about campus alcohol culture and practices.

2. Neighborhoods/Community

2.1. * Engage in a comprehensive set of strategies to address off-campus parties that are jointly administered and enforced by the Town and University.

2.2. * Raise the awareness of alcohol-related impacts among parents of high-school students, parents of university students, and alumni of the University.

2.3. * Educate the judicial system about need & strategies for swifter adjudication.

2.4. * Develop a University off-campus accountability protocol, including an off-campus code of conduct and adjudication process.

2.5. * Adopt an ordinance to address loud and unruly gatherings.

3. Downtown

3.1. * Empanel a staff group to research and recommend a set of regulatory strategies to address nuisance businesses or owners.

3.2. * Adopt an ordinance to require businesses with alcohol permits to provide Responsible Beverage Service training for its managers, sellers and servers.

Finally, the Collaborative recommends the Town and University create a jointly-funded, permanent director position that will oversee the adoption and successful implementation of all recommendations in close coordination with an on-going Town/Gown coalition.

The full set of 22 recommendations are recognized not as the end of the Collaborative's work, but as the starting point - for an on-going and productive partnership to address a complex and pervasive public health problem that affects us all.

Members of Town/Gown Collaborative

Chris	Atack	Captain, Carrboro Police Department
Aaron	Bachenheimer	Director of Fraternity & Sorority Life
Dottie	Bernholz	Director of Student Legal Services (Fran Muse as of July 1)
Kiran	Bhardwaj	President, UNC Graduate & Professional Students Federation
Dean	Blackburn	Director of Student Wellness & Associate Dean of Students
Chris	Blue	Chief, Chapel Hill Police Department
Colleen	Bridger	Health Director, Orange County Health Department
Winston	Crisp	Vice Chancellor for Student Affairs, UNC at Chapel Hill
Kenan	Drum	President, Interfraternity Council, UNC at Chapel Hill
Tom	Forcella	Superintendent, Chapel Hill/Carrboro City Schools
Jim	Huegerich	Ombudsman, Town of Chapel Hill
Jeff	McCracken	Chief, UNC Department Public Safety
Meg	McGurk	Executive Director, Chapel Hill Downtown Partnership
Eleanor	Murray	Chapel Hill 2020; parent
Greg	Overbeck	Co-owner, Chapel Hill Restaurant Group; CH/C Chamber Board
Lincoln	Pennington	Member, Student Leadership Advisory Committee for VCSA
Paul	Pogge	Associate Athletic Director, UNC Department of Athletics
Kurt	Ribisl	President, Westside Neighborhood Assoc; Professor of Health Behavior
Roger	Stancil	Manager, Town of Chapel Hill
Jim	Wise	Chapel Hill HS; Coalition for Alcohol & Drug Free Teenagers of CH/C
Jack	Witty	Member, UNC Student Government
Jim	Woodall	District Attorney, Chatham & Orange Counties

***Staff Team**:*

Barbara	*Alvarez Martin*	*Leader, Town/Gown Collaborative*
Michael	*Goodling*	*Alcohol and Other Drug Intervention Specialist, UNC Student Wellness*
Mike	*Mineer*	*ALE investigator, Chapel Hill Police Department*

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 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.

Background & Process

The Town/Gown Collaborative process began in Spring 2013 with encouragement from both the Mayor of Chapel Hill and the Chancellor of the University of North Carolina at Chapel Hill to bring together a diverse group of town & county leaders, campus faculty, administrators, students, community members, enforcement officials and local business owners. These stakeholders worked closely together over the 2013-14 academic year to understand the myriad factors that contribute to high-risk drinking and to identify evidence-based and promising environmental strategies to reduce the negative effects of high-risk drinking on the University and in the surrounding community.

The 22-member Collaborative met monthly from December 2013 to August 2014 to identify problems, discuss evidence-based and promising solutions, and develop specific recommendations that would be effective in the Chapel Hill community. They solicited substantial community input during eight stakeholder listening sessions with students, business leaders, neighborhood and community citizens, law enforcement officers and judicial officials. The Collaborative also took a late night walking tour of downtown Chapel Hill on a typical Saturday night during the spring semester to observe high-risk drinking behaviors first-hand.

By the numbers:

- 22 stakeholders convened for 8 monthly meetings. They held
- 1 late night walking tour and
- 8 listening sessions to hear from:
  - students
  - businesses
  - neighborhoods
  - enforcement officers
  - judicial officials.
- 4 committees rolled up sleeves at 12 meetings to develop
- 22 recommendations that garnered 11 priorities and
- 100% support of the Collaborative.

Four sub-committees involving Collaborative members and additional stakeholders met a dozen times between monthly meetings to develop language around 22 recommendations– half of which were identified as top priorities. These were organized around three specific areas that most acutely experience the negative effects of high-risk drinking: Downtown Chapel Hill, the University of North Carolina at Chapel Hill, and the adjacent neighborhoods/community. While these areas are geographically distinct, what occurs in one affects the others.

These initial 22 recommendations are intended to be synergistic, not stand-alone. To be effective, recommendations in all areas need to be fully implemented and periodically evaluated. There also needs to be an ongoing assessment of the changing norms and settings that contribute to high-risk drinking and a recognition that additional needs may arise.

Although the primary goal of the Town/Gown Collaborative was to develop these recommendations, the Town/Gown Collaborative's work is not over. Collaborative members are committed to playing an integral role in guiding and informing the implementation of their recommendations so that these strategies may create the greatest possible impact.

Problems Identified

The Town/Gown Collaborative systematically identified negative outcomes associated with high-risk drinking. Quantitative data were gathered from the Core Alcohol and Drug Survey (college), National College Health Assessment, Youth Risk Behavior Survey (high school), Chapel Hill Police Department (CHPD), UNC Department of Public Safety (DPS) and other sources. The Collaborative also conducted 8 listening sessions with students, business leaders, neighborhood and community citizens, law enforcement officers and judicial officials to further elucidate local concerns and the culture of alcohol at the University and in the surrounding community.

Overall Findings:

- Alcohol is most popular drug of choice for college and high school (HS) students in Chapel Hill area
- 71% of UNC students and 47% of HS seniors report using alcohol in previous 30 days
- 41% of UNC students and 28% of HS seniors report binge drinking (5 or more drinks)

Stakeholders identified pressing local concerns in three areas:

<u>University campus</u>

- **There are immediate and severe health & safety impacts of high-risk drinking (HRD) for students on campus.**
  - Sexual assaults are a major concern for students; student self-report data show the vast majority of sexual assaults involve alcohol by the perpetrator, victim, or both.
    - CHPD reported 34 cases of sexual assault between 2011-2013; 12 indicated alcohol involvement (an underestimate).
  - CHPD responds to 40-50 alcohol overdose calls every semester; most involve UNC students. UNC DPS reported 39 EMS calls last year (unclear how many involve CHPD).
  - Students drink with a "pre-gaming mentality," which involves quickly drinking shots before going out to other events. This increases the likelihood of blacking out, Emergency Medical Services (EMS) transports, etc.
  - Student DUIs appear to be declining (30% UNC students reported driving under the influence in 2001 compared to about 15% in 2012).
- **Substance use occurs in a variety of settings and has both primary and secondary impacts for the University campus.**
  - More UNC students drink at private parties (66%) or where students live (56%) than at fraternities (44%) or in residence halls (43%).
  - Though students who live in the residence halls drink in other settings, they bring alcohol-related problems back to their dorms:
    - UNC Housing estimates 4-5 EMS transports occur *each weekend* related to alcohol;
    - UNC DPS reported 59 underage possession incidents last year.

- **Students' perceptions of drinking and the culture around it are just as impactful as the actual behaviors.**
  - Students greatly overestimate how much their peers drink (perceived: 83% vs. actual: 43%), creating an incorrect social norm that fuels high-risk use.
  - Fraternity recruitment/social practices heavily influence student alcohol culture: 95% and 88% of students view drinking as central in the social life of fraternities and sororities, respectively.
- **While students indicate they know about the UNC alcohol policy (95%) and believe the University cares about the issue (77%), many reported that they receive few or inconsistent messages about alcohol, and the messages don't "stick."**
  - They report confusion about where to get help for themselves or a friend in trouble with alcohol, despite the Amnesty policy.
  - Students say AlcoholEDU, the University's existing online education, is too long and boring to be effective, and that they don't retain information from the module, yet they see little about alcohol from the University other than AlcoholEDU.
  - There's uniform agreement that orientation is NOT the time to deliver HRD messages.
  - Many students cited for alcohol violations by police complete Carpe Diem, a non-profit, intensive education program offered to students seeking deferred prosecution.
    - Carpe Diem students believe that if they had this education earlier, it may have prevented problems. But there is the issue of salience.
    - Students that seek deferred prosecution don't realize expunction doesn't mean their record is completely erased. Charges live on permanently on the internet.
- **There is a widespread perception by students of inconsistent enforcement by residence halls, police, Alcohol Law Enforcement, etc.**
  - Most students who violate Housing or Campus alcohol/drug policies complete BASICS, a brief screening and education program offered by Student Wellness.
  - Research shows that the perceived likelihood of getting caught is a more active deterrent to students' drinking, not the perceived severity of punishment.

<u>Community / neighborhoods</u>

- **Students' drinking behavior extends beyond the campus and downtown areas.**
  - CHPD receives about 270 calls annually related to loud parties. Most complaints are adjacent to campus. There are some "trouble houses."
  - The Density of bars is a concern, but students want to stay within walking distance of Franklin Street.
  - Students talk about "Vampire" behavior – the late night, intoxicated crowds. There are patterns of time where there are more problems within a night, specifically the "pre-game" period & when students return from bars.
- **Student HRD secondarily impacts entire neighborhoods, including property values, local families, etc.**
  - Parking, trash, loud parties on decks, trash on curbs, driving over curbs, vomit on sidewalks, all increase on weekends and are related to parties/alcohol consumption.
- **There are few consequences for off-campus residences that cause the most trouble.**

  - There is a clear need to hold both students (transient) and landlords (constant) accountable, and to increase compliance with existing policies/town ordinances.
  - Inspections and code enforcement are chronically understaffed.
  - No "immediate or visible consequences" make it seem like these behaviors are tacitly permitted or not a priority, sending mixed messages to students and residents.
  - Because students turn over rapidly, there needs to be a more institutionalized, sustainable response.
- **Safety is a primary concern for both students and residents.**
  - There is widespread agreement that students must be a part of the solution and a partner with the community.

Downtown

- **There are visible and immediate health & safety impacts of consumption in the downtown area.**
  - Fights, damaged property, vomiting are all 'secondhand affects' of heavy alcohol use.
  - Although there are a high number of student EMS transports, there is no current way for the University to know about them and thus to intervene.
  - Sexual assault is not an issue some business owners are aware of because it's hard for them to see what happens before/after patrons enter.
  - Practice of "pre-loading" or "pre-gaming" leads to students showing up already or near intoxicated.
- **Students aren't the only ones responsible for or impacted by HRD downtown.**
  - Alumni or other non-students come to town to 'party' on weekends/special occasions
  - Game days bring larger crowds to downtown, and there is an insufficient force/capacity to enforce alcohol policies consistently.
- **Bar managers & staff are inconsistently trained to minimize risk around alcohol.**
  - Some businesses over-serve or serve underage patrons.
  - Some don't think HRD is a problem: "It's just the culture of a college town."
- **Consequences for bars that over serve, or serve underage patrons, are inconsistent and lack certainty or swiftness, given the scope of the problem.**
  - There have been few on-premise business alcohol violations in last 3 years (18 in 2011, 8 in 2012, 6 in 2013); a third have occurred in areas other than downtown.
    - The ABC Commission has not revoked a single alcohol license in the area, despite some bars that are known to be egregious violators.
  - There is inconsistency in message and consequences for bars/bar owners; current consequences for bars/stores may not be effective to incentivize behavior change.
  - Promotions that target undergrads are profitable but result in negative outcomes of HRD; for some it's factored in as "the cost of doing business."
  - Police protocols lack consistency about when compliance check operations are executed; responsible business practices are not incentivized.
- **As Lux Apartments & more residences are opened in the downtown area, the scope of the downtown issues will likely increase**.

Recommendations

The Town/Gown Collaborative developed the following comprehensive and synergistic strategies to reduce the negative impacts of high-risk drinking. The recommendations are organized into three areas: University, Neighborhoods/Community, and Downtown.

1. University

Overall, these efforts will intentionally and positively shape social norms around alcohol use at UNC Chapel Hill, promote a comprehensive set of health, wellness and safety initiatives, and clarify expectations around accountability. The active and supportive participation of the entire campus is necessary for the success of these endeavors.

1.1. * Update and adopt a comprehensive Campus Alcohol Policy that reflects current public health best practices, provides consistent language, and applies to the entire campus community.

1.1.a. Key components of the Campus Alcohol Policy should include:

- Direct language around Medical Amnesty procedures/guidelines
- Guidelines that reflect consistent efforts to create a campus culture that promotes health and safety regarding alcohol choices and accountability across campus and community entities, which include, but are not limited to:
  - Housing
  - Student Wellness
  - Fraternity & Sorority Life
  - Athletics
  - Honor Court
  - Student Conduct
  - Public Safety
  - Local law enforcement agencies
- Consistent University-wide guidelines restricting alcohol advertising on campus
- A University policy restricting the sale of alcohol-related merchandise via campus venues

1.1.b. Promotion: Include communication strategies to increase awareness of new policy to students, faculty, staff, alumni and community

1.1.c. Note: Enforcement and accountability practices for this are described in detail in Strategy #1.7.

1.2. * Create a required First Year Experience academic course to assist students in making a smooth transition into the college environment.

1.2.a. Course content: Cover critical decision making, setting safe expectations, understanding campus policies, improved nutrition, fitness, stress management, & study habits, healthy social skills, safety around alcohol use and violence prevention, community immersion philosophy, etc.

1.2.b. Actively correct misperceptions about campus alcohol culture and practices using data-driven, evidence-based approach via multiple communication channels

1.2.c. Will be led by the Vice Chancellor of Student Affairs' leadership team

1.3. * Develop a research-based campus social norms campaign to promote expectations of healthy behaviors and correct misperceptions about campus alcohol culture and practices.

1.3.a. A successful social norms campaign increases visibility of healthy norms and clarifies community expectations via multiple communication channels

1.3.b. Adapt the previous successful research study "2/3 .00 BAC" conducted at UNC

1.3.c. Facilitate/coordinate the campaign through the Student Wellness office

1.3.d. The social norms campaign should be an on-going, continued process and should be funded as such

1.4. Adopt an institutional commitment to conduct an annual comprehensive assessment to determine whether our current efforts are effective at reducing the impact of high-risk drinking on campus and in the community.

1.4.a. Understand phenomenon of high-risk drinking "pre-loading" ("pre-gaming") risky drinking behavior to inform ways to alleviate

1.4.b. Use both new and existing data sources, e.g., Faculty & Staff Core Survey, Student Core Survey and National College Health Assessment

1.4.c. Engage faculty research and curriculum infusion across the disciplines

1.4.d. Provide adequate funding and incentivize participation

1.4.e. Evaluate strategies implemented by the Town/Gown collaborative group

1.4.f. Disseminate findings and use of research to inform practice

1.4.g. Promotion: Include strategies to communicate institutional commitment with stakeholders

1.5. Engage in a comprehensive and strategic approach for how the University develops, plans and coordinates academic, recreational, sports, and social events and programming using best practices for reducing high-risk drinking.

1.5.a. This approach should consider:

- Opening dates vs. class start dates
- Days and times of class offerings (8 a.m. and Fridays)
- To the extent the University has decision-making authority, all decisions about campus events schedules should be made with student safety and academic success as primary objectives

1.5.b. Provide coordinated and intentionally alcohol-free or alcohol-alternative late night educational, recreational, and entertainment opportunities

1.5.c. The Provost's leadership team on alcohol issues will determine who's involved and a process for implementation

1.6. Revise University policy around events and service of alcohol that shall apply to any on- or off-campus event organized or convened by campus-affiliated groups, gatherings or departments where alcohol is sold, served, or made available.

1.6.a. Review, update and integrate policies and processes pertaining to:

- Student organizations (including Greek organizations)
- Athletics
- Alumni groups/associations (at on-campus or near-campus gatherings)
- Faculty/Staff

1.6.b. Content should cover:

- Requirements for off-campus party registration and on-campus event registration, including: licensed alcohol servers, ID checks, compliance with all applicable alcohol laws
- Guidelines around expectations for behavior
- Expectations around accountability and enforcement of policy

1.6.c. Special emphasis should be placed on consistent implementation and enforcement of these events policies for Greek and other social organizations during the first 6-8 weeks of the academic calendar

1.6.d. Roll existing risk management policies currently administered at Greek Council and national levels into existing University policy to better ensure compliance and accountability

1.6.e. Include communication strategies to share guidelines with 3rd party vendors

1.6.f. Note: With the adoption of the first recommendation (comprehensive alcohol policy described earlier), this events policy would become a component of that overall alcohol policy.

1.7. Adopt systems to centralize & align mechanisms for intervention, accountability and enforcement among University, judicial, and legal processes.

1.7.a. Establish a coordinated effort among all campus and community enforcement and adjudication stakeholders (e.g., the district attorney's office, campus and community law enforcement agencies, student conduct, etc.)

1.7.b. Factors to address include:

- Identify underlying factors that currently contribute to inconsistent enforcement of campus policy (perceived and actual) in various settings
- Clarify definition and use of "discretion" within agencies

1.7.c. Establish protocol that action should be the standard in all cases (action defined as any intervention, including educational, to mitigate high-risk drinking)

1.7.d. Establish reporting structures/hierarchies

- Provide clear directives and expectations from top leadership of organization
- Identify consistently inconsistent policies/practices and address this "low hanging fruit"
- Clarify cross jurisdictional boundaries

1.7.e. Refer to #1.6.d for centralization of Greek risk management policies into existing University policy to better ensure compliance and accountability.

1.7.f. Promotion: Develop communication/messaging strategies (formal and informal) around accountability and enforcement expectations and practices for diverse on- and off-campus stakeholders

1.7.g. Note: This community coordination of enforcement will be applicable to and referenced in all policy recommendations that have an accountability component.

1.8. Review and assess the impact that fraternity and sorority fall recruitment has on the transition experience and health and wellness of first year students.

1.8.a. Determine whether first year success is sufficiently addressed by the adoption of an alcohol events policy coupled with successful emphasis of its consistent implementation and accountability during the first 6-8 weeks of school.

1.8.b. Determine whether adjustments in timing and protocols of fraternity and sorority fall recruitment will be necessary to improve first year student transition success.

2. Neighborhoods and Community

2.1. * Engage in a comprehensive set of strategies to address off-campus parties that are jointly administered and enforced by the Town and University.

2.1.a. Adopt a University events policy as described in University strategy #1.6.

2.1.b. Centralize Greek risk management policies into existing University policy to better ensure compliance and accountability, as described in #1.6.d.

2.1.c. Conduct party patrols in the neighborhoods adjacent to campus.

- Make contact with host(s)
- Set up and promote community concern hotline
- Conduct dedicated neighborhood patrols using UNC and CH police and administrators as listed in #2.7.c

2.1.d. Use existing state keg registration statute to track parties before they happen and respond to potential policy violations.

2.1.e. Include these strategies in coordinated enforcement effort discussed in #1.7.

2.1.f. Employ harms reduction strategies (e.g., "water drops") to reduce quantity and type of alcohol consumption

2.1.g. Develop awareness of off-campus events policies/protocols among Greek organizations, off-campus students and local law enforcement and community members; existing protocols include:

- Fraternity and sorority social events (FIPG)
- "Party smart" guidelines for non-Greek off-campus events

2.1.h. Promotion: Communicate these strategies with key stakeholders (per #2.5.e)

2.2. * Raise the awareness of alcohol-related impacts among parents of high-school students, parents of university students, and alumni of the University.

2.2.a. Address social norms re: legal, health and safety, academic implications; discuss changes in drinking culture over last generation

2.2.b. Raise awareness around liability for hosting/providing alcohol to underage persons.

2.3. * Educate the judicial system about need & strategies for swifter adjudication.

2.4. * Develop a University off-campus accountability protocol, including an off-campus code of conduct and adjudication process.

2.4.a. Key components of this protocol should cover:

- Definitions of behaviors to address; e.g., excessive noise, disruptive activities, illegal use, sale and/or distribution of alcohol and other drugs, trash, rude or abusive language, public urination, fights, vandalism
- Detailed protocol for response
- Description of appropriate sanctions

2.4.b. Provide consistent and ongoing enforcement that include mechanisms for on-campus disciplinary process (e.g., who adjudicates, what hearing looks like, appeals process, disciplinary records, etc.)

2.4.c. Include this University protocol in the coordinated enforcement effort as discussed in #1.7.

2.4.d. Promotion: Include strategies to communicate guidelines with current students, incoming students, property managers/landlords, parents.

2.5. * Adopt an ordinance to address loud and unruly gatherings.

2.5.a. Purpose: hold accountable the responsible persons for loud and unruly gatherings on property they own, lease or control; and institute a graduated fine system to deter negative behavior. "Responsible persons" include tenants/lessees, as well as owners, landlords, and parents, whether on premises or not.

2.5.b. Key components of the ordinance should include:

- Loud/unruly behavior defined as excessive noise, traffic, obstructed parking, fights, vandalism, trash/litter, etc.
- Protocol for response: One warning, then graduated set of fines. Citation protocol needs to include provisions for citing responsible persons who are present as well as those not present (e.g., landlord, parents, etc.); and a system for tracking.
- Penalties - graduated fines ($250 - $1,000) within 12-month time frame
- Cost recovery provision (for emergency response); goes into special fund designated to address prevention of underage drinking

2.5.c. Implementation team shall explore whether to make penalties civil or criminal.

2.5.d. Include protocol for communication and tracking between the Town and the University using the off-campus accountability protocol (described in #2.4)

2.5.e. Promotion of the ordinance: Include communication strategies to increase awareness among landlords, current tenants, parents, incoming students, and

broader community (particularly focused in residential neighborhoods in close proximity to the downtown and University).

2.5.f. Include this ordinance in coordinated enforcement effort discussed in #1.7.

2.6. * Provide more consistent enforcement of existing municipal ordinances that can deter high-risk drinking.

2.6.a. Review current enforcement practices for the following ordinances; determine how to leverage them as tools to deter unwanted behaviors:

- Noise/nuisance (Noise Control Code for the Town of Chapel Hill, Sec. 11-39.1. Nuisance noises.)
- Occupancy
- Parking (Town of Chapel Hill Ordinance Sec. 21-19 through Sec. 21-28.3)
- Trash (Town of Chapel Hill Ordinance Sec. 8-23. Refuse receptacles required.)

2.6.b. Promotion: Include communication mechanisms to share strategies with key stakeholders

2.7. Reduce noise and other disruptions that occur as revelers travel between off-campus parties, the campus and downtown.

2.7.a. Implement "party crawl" active bystander intervention teams

2.7.b. Develop social norms campaign promoting good neighbor behavior, e.g., "We Live Here, Too"

2.7.c. Conduct consistent and visible police patrols in those areas that are most directly impacted (refer to #2.1.c)

2.7.d. Include this in the coordinated enforcement effort as discussed in #1.7

2.7.e. Promotion: Include communication mechanisms to share strategies with key stakeholders

2.8. Increase University engagement in the development of new - and oversight of existing - off-campus housing.

2.8.a. Participate with the Town in the assessment of proposed development projects (recommendations and guidelines)

2.8.b. Provide recognition (e.g., "Seal of approval") of good housing practices

2.8.c. Track and publicly list properties with multiple nuisance/violation reports

2.8.d. Develop and implement neighborhood liaisons/ambassador program

2.8.e. Develop list of off-campus student addresses and track problems/calls

2.8.f. Develop a program to conduct in-home safety visits in coordination with the Town code enforcement team

2.8.g. Expand "safe-ride" program into off-campus neighborhoods

2.8.h. Promotion: Share with students, parents, landlords and other stakeholders

2.9. Encourage landlords to adopt and enforce model tenant lease conditions that deter high-risk drinking.

2.9.a. Encourage landlords to change lease conditions to explicitly include restrictions on underage and high-risk drinking on premises

2.9.b. Encourage landlords to institute graduated fines for violations

2.9.c. Encourage landlords to provide education re: tenant responsibilities & liabilities to tenants and lease co-signors

3. Downtown

3.1. * Empanel a staff group to research and recommend a set of regulatory strategies to address nuisance businesses or owners.

3.1.a. Research possible local regulations/penalties and related best-practices

3.1.b. Develop protocol for application of recommended regulations/penalties

3.1.c. Develop mechanism to educate staff and business community on the regulations and compliance requirements

3.2. * Adopt an ordinance to require businesses with alcohol permits to provide Responsible Beverage Service training for its managers, sellers and servers.

3.2.a. Key components of the model Responsible Beverage Service (RBS) policy would include:

- Course content: Offer both on and off premise training courses; cover NC service laws, Town ordinances, recognition of impaired customers, recognizing fraudulent identifications and other related issues
- Provision and cost: RBS training provided by the CHPD or their designee at no cost to the business
- Promotion: Include actions to increase public awareness about the policy

- Frequency of trainings offered: Quarterly training for certified course (on and off premise), BARS bi-monthly training to continue as currently offered; provided at times that are convenient to business owners
- Frequency of required attendance: Every 2 years; language needs to provide flexibility (e.g., "require within 12 months of getting your business license and every 2 years thereafter")
- Attendance: Require for managers and all personnel who work at the point of service such as bartenders, servers such as waiters/waitresses, store clerks; mandate attendance within a set time of being hired (owner responsibility)
- Compliance: Failure to comply would result in civil fines and/or business license suspension per ordinance authority

3.2.b. Develop training outline and strategic plan for implementation; consider partnering with business owners and UNC Department of Public Safety to conduct training

3.2.c. Include development of an RBS training that is tailored to owners and managers of downtown on- and off-premise businesses

- Course content: NC service laws, Town ordinances, recognition of impaired customers, recognizing fraudulent identifications along with owner and manager responsibilities, specific NC administrative rules/regulations such as alcohol advertising and marketing rules, bookkeeping, happy hour, inspection procedures, etc.
- Frequency of training offered: semi-annually (turnover is less significant); offered at times that are convenient to business owners
- Frequency of required attendance is to be determined (e.g., every 5 years or when rules change)
- Attendance: Owners and all employees who have any managerial responsibility
- Compliance: Failure to comply would result in civil fines and/or business license suspension per ordinance authority
- Certify annually when businesses renew business license

3.3. Adopt Chapel Hill Police Department institutional policy around monitoring responsible alcohol business practices.

3.3.a. Develop formalized institutional protocol for conducting compliance checks

- Pair members of the ALERT (Alcohol Law Enforcement Response Team) with underage buyers
- Focus operations on underage sales and procedures related to those sales with secondary focus on any other alcohol violations witnessed

- Focus on all establishments with ABC permits
- Formulate an operations plan with an attached list of establishments prior to each operation
- Check establishments with prior violations during a future operation
- Provide positive reinforcement letter from the Chief for businesses that have no violations during operations
- Conduct compliance checks a minimum of six times per year
- Report violations to the NC ABC Commission and to the appropriate Town department if an ordinance is in place

3.3.b. Communicate to businesses (during business license renewal) that there are formalized institutional protocols for compliance checks and that they can expect regular compliance checks moving forward

3.3.c. Formalize the protocol for inspections

- CHPD's ALE Investigator and State ALE currently conduct inspections; State ALE and CHPD use a shared spreadsheet to prevent overlap and maximize resources
- Conduct unannounced, weekly inspections by CHPD; Agent/CHPD identifies themselves prior to beginning
- Every new business receives an inspection checklist from State ALE upon receiving a permit (currently ongoing)
- Include the rules and regulations surrounding alcohol marketing

3.3.d. Develop ways to offer positive reinforcement ("attaboys") to businesses that use good business practices

3.3.e. Identify a funding source to ensure continuity of compliance checks

- Publicize the generous support the ABC Board provides to fund alcohol harm reduction initiatives

3.3.f. Develop an information packet for new businesses in Chapel Hill which sell alcohol that sets expectations for responsible business practices; include:

- Testimonials for responsible business owners about culture and expectations
- CHPD protocol for compliance checks (including positive promotion)
- The CHPD policy surrounding RBS
- An inspection checklist that includes advertising regulations
- The Town ordinances pertaining to alcohol sales

3.4. Convene a Downtown Partnership committee of businesses to adopt/implement a plan to develop and promote responsible business practices to reduce high-risk drinking.

3.4.a. Proactively develop best practice guidelines and cooperative agreements for community high-risk drinking events (e.g., Homegrown Halloween Agreement)

3.4.b. Develop Responsible Business pledge to promote best practices

3.4.c. Develop an information packet and mentor program for new businesses in the Chapel Hill area

3.5. Explore using the authority of the Orange County health director to declare a "public health nuisance" as a tool for addressing egregious business violators.

3.5.a. Confirm feasibility

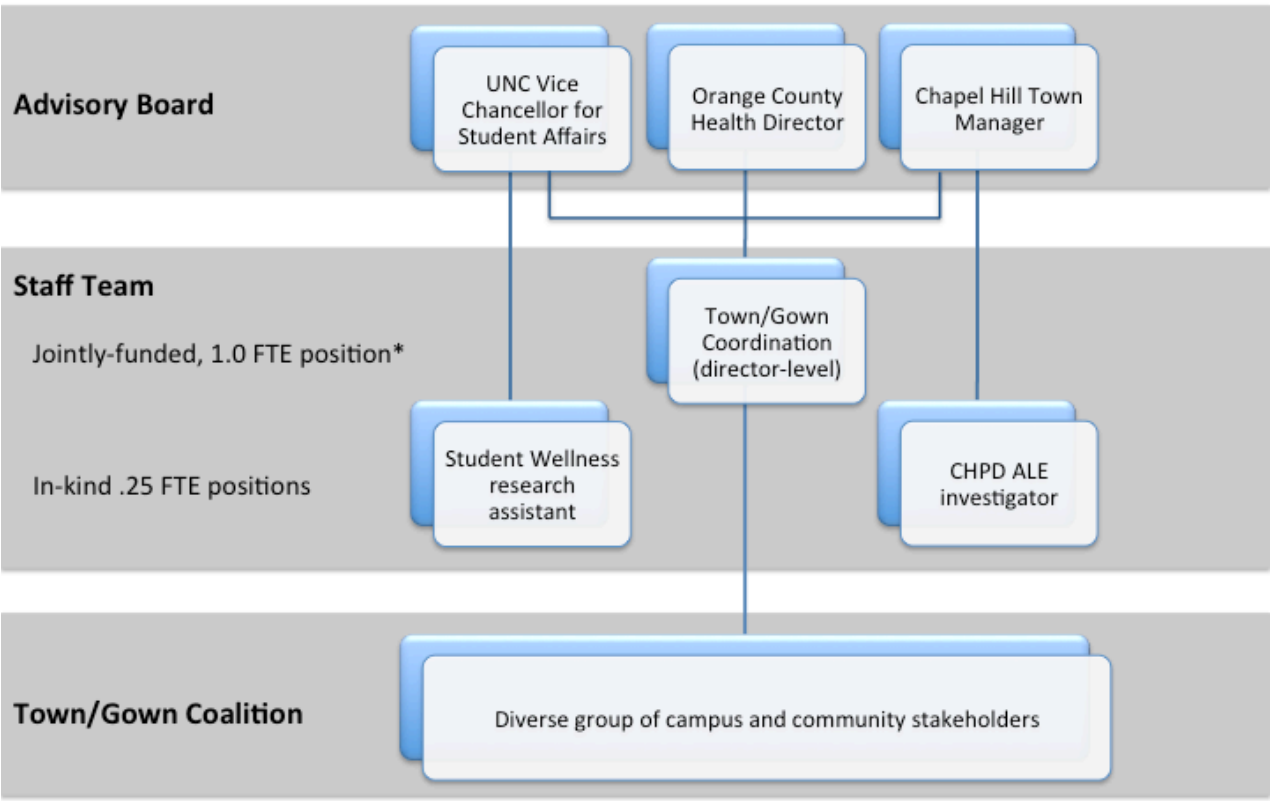
3.5.b. Develop protocol for using this authority

3.5.c. Develop plans for ensuring businesses are fully informed of this tool, how it will be used, and how declarations are shared with the community

Proposed Implementation Structure

To ensure that these recommendations have the greatest likelihood of adoption and successful implementation, the Collaborative recommends the Town and University create a jointly-funded, permanent and full-time director-level position to oversee execution of these recommendations. As visually described below, this position would be managed by a 3-member advisory board and work in close and on-going coordination with a standing Town/Gown coalition (the 'second generation' of the Town/Gown Collaborative) and in-kind staff support team to implement these recommendations and evaluate their effectiveness.

Proposed Structure for Implementation of Town/Gown Strategic Plan



*Position jointly funded by UNC, Town of Chapel Hill and Orange County Health Department; physical location to be determined

Finally, we recommend that the University and Town collaboratively and publicly announce their shared commitment to fulfilling these recommendations, and outline specific action steps and a timeline for launching their implementation.

The creation of the Town/Gown Collaborative and staff position are not intended to be time-limited. We fully anticipate that as the initial recommendations are implemented, additional ones will arise. We see this as a new era of ongoing collaboration between the University and Town to address a complex and pervasive public health problem that affects us all.