

Alcohol in the Stadium: Fall 2019 Expanded Sales Policy at UC Berkeley Case Study--April 2020

PURPOSE OF THE CASE STUDY:

This case study was sponsored by Guy Nicolette, Assistant Vice-Chancellor, University Health Services and developed by UHS staff with the oversight of the UC Berkeley Compliance and Enterprise Risk (CERC) Subcommittee on Student Risk. Its purpose is to:

- Assess the impact of the new policy in its pilot year, Fall 2019.
- Share the assessment with key stakeholders and decision makers.
- Identify steps toward implementing recommendations.
- Begin to identify and recommend a process to evaluate future proposals related to alcohol use and availability on campus.

BACKGROUND

Prior to 2019, alcohol was sold on Game Days in the Clubs, at Tailgate Town prior to the game, and at an enclosed beer garden during the 2nd Quarter and halftime. Patrons were not allowed to bring alcohol into the general seating areas. The beer garden was very popular and all agreed it was problematic because of frustrated fans, long lines, fathers leaving young children outside alone, people chugging beer, and fans attempting to smuggle beer back into the stadium.

In 2019, UC Berkeley made the decision to sell beer and wine in the general seating area of home football games. The change resulted in eight new alcohol-specific concession stations, including two on the East Rim straddling the student sections. Alcohol sales in the general seating areas stopped at the start of the 3rd quarter.

Cal Athletic's stated goals for the expanded policy included:

- Improve game day experience
- Encourage fans to attend more games (overall attendance increases)
- Get fans inside the stadium before kick-off
- Reduce binge drinking at tailgates
- Reduce alcohol-related incidents at the stadium - including at the entry gate

Campus Alcohol and Other Drug Harm Reduction Considerations:

- For more than ten years, campus staff and community partners have collaborated on comprehensive education and policy efforts to minimize alcohol risk in the campus area. The CERC Sub-Committee on Student Risk and First 8 Committees monitor, anticipate and address risks using data and best practice to define problems and meaningful solutions. Cal Athletics made contact in May 2019 about a proposal to expand alcohol sales in the stadium starting in the fall.
- During planning discussions, the UC Police Department (UCPD) raised concerns about how alcohol would be controlled, sales start and stop times, age verification, etc.
- BBC (the licensed third party vendor for stadium sales) submitted a 218 permit application to the California Alcoholic Beverage Control (ABC). UCPD had to approve the application before ABC would approve; based on the discussions, UCPD considered Fall 2019 a one-year trial year between UCPD and Athletics.

CASE STUDY METHODS:

- Literature review to identify relevant trends, issues and range of possible impacts to note.
- Quantitative data on Alcohol Related Incidents (ARI), Alcohol Sales, Attendance and Fan Experience.
- Game day observations - Oct 19th and Nov 16th
- Key informant interviews regarding expectations, experiences, and recommendations with sixteen stakeholders including: Cal Athletics Department (Athletics), Best Beverage Catering (BBC), Cal Housing, Events and Facilities, Residential and Student Service Programs (Cal Events), Landmark, University of California Police Department (UCPD), Falck Ambulance (Falck), Office of Risk Services

(ORS), University Health Services (UHS), Haas Business School and Local Government and Community Relations (LGCR).

KEY FINDINGS

Issues with Data Availability

National data regarding the impact of alcohol-availability policies in college football stadiums is unclear and unreliable. Athletics, Cal Events, and BBC shared the perspective that the industry trend is to provide alcohol in general seating as a way to draw fans. However, many stadiums continue to ban alcohol altogether or only serve it in limited spaces.

Other relevant data were difficult to identify, including:

- Fan interest/demand for expanded alcohol sales
- Quantity of fans arriving overly-intoxicated at the gates
- Data from other campus stadiums to verify predicted reduction in tailgating and binge drinking due to expanded alcohol sales in stadium
- Inconsistent ARI data monitoring:
 - Data from different sources was inconsistent, incomplete and sometimes overlapping.
 - In 2018 if there were ARI that were resolved without calling to Command (to request security or medical back up), no incident report resulted. Included anything at Tailgate Town and Biergarten as well as entry gates. Because of the changes in 2019, Gloria Kaci asked that all ARI be called into Command for tracking purposes.
 - Neither Falck Ambulance nor UCPD were able to access their 2018 data for comparative purposes.

Available ARI Data suggests:

- Stadium-Based alcohol-related incidents and violations increased in 2019.
- Center for Student Conduct alcohol-related reports increased on game days in 2019.
- Other student ARI on game days remained the same or decreased (e.g. transports, injuries).

Stadium-Based	Source	2019 Total	2018 Total
Illness: over-intoxication; de-hydration; vomit	Athletics	24 (2 outside)	6
Gate incident related to alcohol - all students	UCPD	5	1
Ejection from stadium related to alcohol	UCPD	4	2
Calls for service	Falck / BFD	7	no data
Transport	Athletics	1	0
Public urination	Athletics	1	
Non-Stadium-Based			
Center for Student Conduct (CSC)			
Total Reports	CSC	13	6
Total Students Found Responsible	CSC	7	3
Total Organizational Reports	CSC	2	1
Residential Living Conduct (RSSP)			
Alcohol cases	RSSP	16	16
# of people	RSSP	50	44

Marijuana cases	RSSP	7	10
# of people	RSSP	16	23
Office of Risk Services - probably outside of stadium			
Calls for service	ORS	11	21
Transports	ORS	9	17
Refusals/Transport Not Required	ORS	2	4
UHS - Urgent Care			
Game Day Total UC Patients	UHS	221	215
Game Day Alcohol Injuries	UHS	1	3; 1 possible
Following Day Total UC Patients	UHS	216	186
Following Day Alcohol Injuries	UHS	2; 4 possible	3; 4 possible

Full data spreadsheet is [here](#).

Fan Attendance & Experience.

- **Overall Attendance Increase:** Athletics says **overall** ticket sales increased from 2018 to 2019 and that scan data show more people showing up early, resulting in less crowding right before kick-off. However, the data to confirm this has not been provided and it's unclear what, if any, part of the increase in ticket sales could be attributed to the new alcohol sales policy..
- **Student Attendance Decrease:** Data shows a decrease from 2018 to 2019 in average number of students attending games and the percent inside the stadium by kick-off.
- **Overall Alcohol Sales Program Revenue Loss:** According to Athletics and Cal Events, the alcohol sales program lost revenue this season. Revenue from sales fell short of the expense of hiring BBC to provide the alcohol service as well as the cost of added security and medical staffing.
- **Alcohol purchasing:**
 - More alcohol was sold at games with later start times.
 - On 9/3/19, Athletics sent a survey to 2270 to season ticket holders who scanned into the 8/31/19 home opener. They received a total of 530 responses. 304 responded to this question: "If applicable, please rate the alcohol purchasing experience on a scale of 1 through 5. 1 is unsatisfied and 5 is totally satisfied."



Risk Management & Security

The campus has utilized a number of risk management strategies over the years related to risk management at football games, including Fan Code of Conduct; Command Center; Landmark Security, and a text line for reporting health & safety issues. With the expanded alcohol sales the campus added:

- Alcohol Policies:
 - No alcohol in student or family-friendly sections
 - Wristbands are required for purchasing alcohol
 - Separate ID check stations using electronic ID readers to obtain wristbands
 - No ID check at point of sale
 - Limit of two drinks sold at a time,
 - Alcohol served in cups with size limited to 16 ounces for beer and 6 ounces for wine
 - No service to impaired guest
 - Strict cut off of sales at the end of half-time, enforced with extra security presence nearby
 - Designated driver program
- Responsible beverage service training required for all BBC and concessions staff (TEAM Training expanded).
- Additional security and medical staff at games. There was also a holding cell for intoxicated individuals which proved unnecessary in 2019.
- Metal detectors were used at the stadium in 2019 for the first time - and fans were advised to allocate extra time to enter and get to seats for kick-off.

Game Day Observations corroborated the generally successful implementation of the policy and low level of incidents and violations reported. (See photos at end of document.) They also identified gaps/challenges in implementation including:

- No extra water stations
- Tight seating - no cup holders - lots of sitting to standing - drink spills on other fans
- Alcohol concession lines interfered with pedestrian movement
- Appeared that majority bought two beers at a time, to optimize waiting in line
- ID check process didn't always work well - tents not well-labeled or located or utilized; IDs inconsistently checked (e.g. after beer purchased); people observed with drinks but no wristband
- Fan frustration when alcohol sales ended and they were still in line and not able to be served.

KEY INFORMANT INTERVIEWS - TOP THEMES

Initial concern about possible negative consequences

Virtually all key informants expressed concerns about possible negative impacts of expanded sales on 1) game day ARI and 2) alcohol culture on and around campus generally.

- Karen Hughes (UHS) noted this shift was the equivalent of inviting 30,000 people to a new alcohol outlet in town six times each fall.
- Cathy Kodama (UHS) questioned the role and prominence of alcohol in campus life; whether economic goals should outweigh health and safety goals; if the campus should "buy in" to the idea that events or activities are more fun, and likely to be more popular, if alcohol is more available; and how to measure the costs in health and safety compared to shorter-term economic gain.
- Jen Loy expressed caution that impacts in both these areas could evolve over time, not necessarily just in the pilot years.

Need to recognize, collaborate and communicate with all stakeholders

- There was agreement among stakeholders that decisions that will have a long term impact on the campus risk and alcohol related norms should not be made by a small group with a vested interest.
- Stakeholders which were engaged early and regularly appreciated the partnership, collaboration and communication with Athletics. Once Athletics made contact with CERC Student Risk/F8 in May 2019, those stakeholders also appreciated and contributed to the collaboration.

- However, after the second game of the season, communications to CERC Student Risk/F8 stopped. Members had expected more regular data sharing and communication throughout the season.

The roll out, ongoing assessments and adjustments were well-coordinated and executed

- Karen Hughes noted the limited promotion of new alcohol sales respected the campus AOD harm reduction efforts.
- Athletics, Cal Events, BBC, and the teams providing security and medical back up (UCPD, Landmark and Falck) agreed that they were very prepared (“up to NFL standards”).
- The protocols that were in place were strong.
- Gloria Kaci has informed the Chancellor it was the best plan for the stadium, and she does not want to relax any of the policies in effort to keep the highest level of security/vigilance.

Fewer alcohol related complaints & incidents than expected.

- Key informants did not perceive an increase in alcohol related incidents over prior seasons; reported 2019 as one of the calmest seasons in years.
- Sales of alcohol at the eight stations around the stadium were a big improvement over the problems associated with the more limited beer garden in past years. There were complaints and concerns related to location and products offered.
- Fans are very vocal (pros and cons). Joe Mulford gets about three emails per day re: negative things. He received no complaints about alcohol, also no positive either.
- Landmark and UCPD noted a reduction in pre-game intoxication. Lt. Harris thinks that the expanded sales did not decrease overall intoxication in the stadium but did not increase it either.

Sustainability Issues

- Several key informants noted the extra trash: from alcohol cans and cups and because the metal detectors required only plastic water bottles and clear plastic bags at entrance gates.

CERC STUDENT RISK SUB-COMMITTEE - DISCUSSION, ANALYSIS AND RECOMMENDATIONS

February 28, 2020

Value of the case study process and the participatory role of the CERC Sub-Committee

- Engaged and educated sub-committee members about Game Days, which are a recognized alcohol-related risk event for many college campuses.
- Learned that UCPD approved the Alcohol Sales Permit and viewed it as a one-year pilot.
- The sub-committee seeks more formal engagement/consultation in Athletics events decisions in future
- An example of how the sub committee can do reasonable due diligence to help inform and assess campus decisions related to student risk. Key steps: evidence-based rationale; relevant baseline data and assessment metrics; key informant interviews and observations; inclusive data analysis and recommendations.

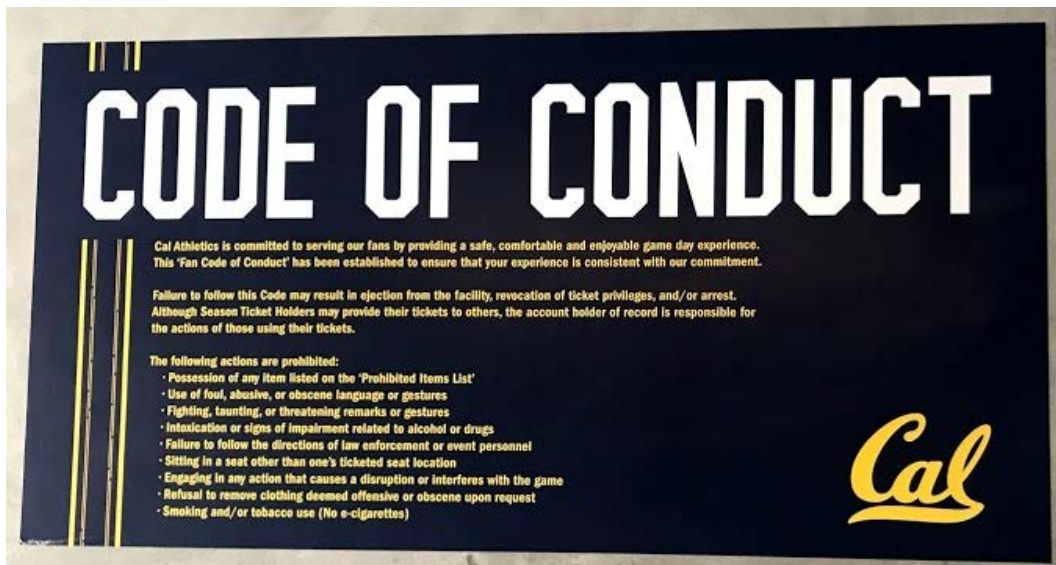
Consensus that current data is inconclusive re: impact of expanded alcohol sales policy on level of student ARI risk (or on general fan ARI risk).

- Relevant data metrics need to be identified and better tracked.
- Include other athletic events when establishing metrics.
- Question about data bias due to the increase in number and intensity of security personnel at events?
- Question whether incidents in which alcohol is secondary, not primary, issue (e.g. disruption, fights) are reported in ARI data.
- Ask place and time of last drink and other details about ARI cases - useful for future planning and prevention efforts.
- Game Day ARI - (define “game day” as 8 am day of through 8 am the next day)

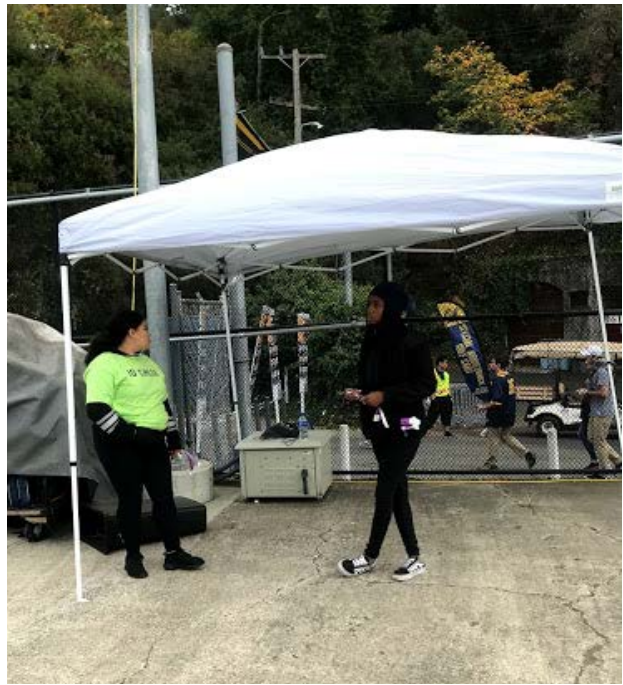
Priority to explore how the campus alcohol sales permit process (including but not limited to athletic events) can be improved so that applications have reasoned and supported rationales, meaningful accountability and enforcement plans, and ARI risk metrics as part of the proposal process.

- There are approximately 2500 alcohol permits reviewed by UCPD annually for campus-related locations.

PHOTOS FROM GAME DAY OBSERVATIONS









**Prepared by Karen Hughes (UHS) and Holly Scheider (Independent Consultant) - 2/27/20
Updated by Karen Hughes (UHS) - 4/8/20**