

# Report on the Continued Sale of Alcohol in Athletic Venues

Beginning fall 2021, beer and wine became available for purchase throughout Kinnick Stadium, with the exception of areas immediately adjacent to the student section. Athletic events at Carver-Hawkeye Arena, Duane Banks Field, and Bob Pearl Field were also included in the pilot program during the 2021-22 school year. The pilot included decreased tailgating duration in parking lots controlled by UI event management, as well as allocating 30% of the alcohol sales proceeds to UI Alcohol Harm Reduction efforts. During Fall 2022, alcohol sales at Kinnick Stadium were also periodically observed by the evaluation team.

The Division of Student Life, in partnership with representatives from the Department of Athletics, UI Public Safety, the College of Public Health, and the UI Alcohol Harm Reduction Advisory Committee, evaluated the alcohol pilot in alignment with the University of Iowa Alcohol Harm Reduction Plan and evidence-based environmental practices. Process and outcomes evaluation were used to measure pre/post changes in key indicators and community impacts. This report includes data from the pilot year and updates for fall 2022. Data from fall 2022 were collected in collaboration with UI Public Safety, the Office of Student Accountability, the Department of Athletics, and the Iowa City Police Department. Not all aspects of the pilot data were collected in fall 2022.

## Background

The University of Iowa is committed to providing a safe and healthy educational environment for all to live, work, and study. High-risk alcohol use is a public health issue that many colleges and universities across the nation experience and work to address. National College Health Assessment Data (NCHA) collected by Student Wellness shows that when compared to national averages, University of Iowa (UI) students drink more heavily and experience more negative consequences than students at other institutions. Furthermore, excessive alcohol use is an ongoing concern for the state of Iowa. The state consistently ranks above the national average for adult binge drinking. High-risk alcohol use negatively affects all aspects of student success and contributes to the incidence of other harmful behaviors, both on campus and in Iowa City. Alcohol research has shown that one of the most effective ways to decrease alcohol use and related problems is to reduce alcohol availability. Therefore, it is imperative that we evaluate the impact of increased alcohol access at university sporting events.

UI community members live, work, and socialize in an environment where culture, peer behavior, and other environmental influences impact individual choices. Consistent messaging, policy alignment, and environmental approaches regarding underage and high-risk alcohol use are critical for supporting UI alcohol harm reduction efforts.

## Alcohol Sales Impact Evaluation

The 2021-2022 academic year pilot evaluation assessed current processes and behaviors within and around Kinnick Stadium and in Carver Hawkeye Arena as well as community environmental influences and factors. In fall 2022, core data was collected to compare with pilot data. The following highlights data collected from university and community sources, observation, and game day statistics.

## Public Safety Data

Comparisons between pre-pilot and post-pilot game day data regarding ejections, arrests/citations, and jail transports were conducted for Kinnick Stadium. Data from SHOUT (Students Helping OUT) response is also provided. Of note, UI Public Safety and Athletics noted an increased emphasis on ejecting disorderly fans in the 2021 football season and moving forward. In fall 2022, UI Public Safety began using an electronic process to track ejections. Records indicate that crowd behavior, game outcomes, and alcohol use all factored into ejections.

	Kinnick Stadium			
	2018-2019	2019-2020	2021-2022	2022-2023
Ejections/Removal	13	44	63	105
Jail Transports	15	2	2	16
Arrests	24	10	13	17

	UI SHOUT		
	2019-2020	2021-2022	Fall 2022*
Rides Given	39	30	11
Incidents Reported	45	33	6

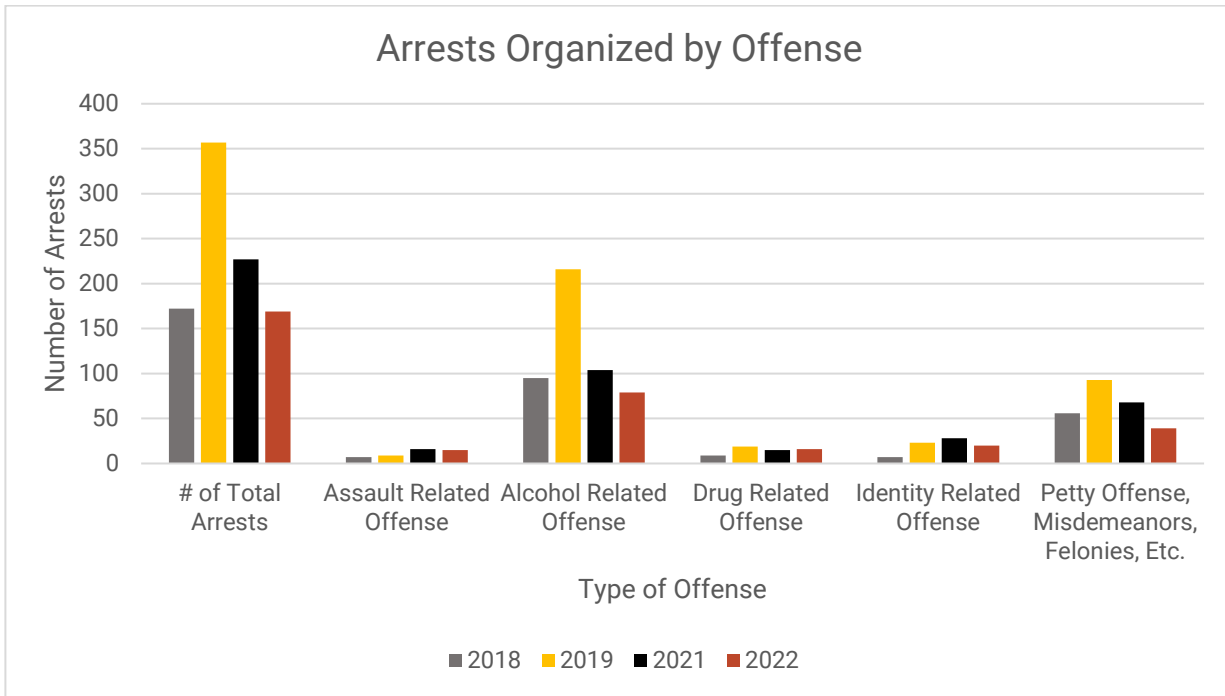
\*Because of staff shortage, SHOUT shifts were limited in fall 2022.

## Environment

The charts and figures below reflect the incidents in Iowa City. The arrest data was collected and organized by the dates of the football games for each year. During COVID-19, enforcement in the residence halls did not include room checks, which likely impacted the PAULA citations from 2019/2020 to 2021/2022. Room checks were resumed in fall 2022.

	2018-2019	2019-2020	2021-2022	2022-2023
Alcohol Use/Possession (including PAULA)	144	153	14	31
Intoxication	7	15	8	5
Vandalism	2	5	15	9
Noise Complaints	0	0	0	0
Alcohol Transports	6	4	4	3
ETC	1	7	4	1

Data from Iowa City Police Department (ICPD) includes all arrests on game days in the Iowa City jurisdiction. In 2020, the pandemic closed several businesses in downtown Iowa City to the public, and the ICPD pulled back enforcement efforts to prevent unnecessary exposure and spread of COVID-19. The summer of 2020 brought nightly protests in the downtown area that further pulled ICPD officers away from proactive policing. Staffing shortages in 2021 and 2022 continue to adversely affect ICPD's ability to conduct proactive enforcement, as calls for service have remained consistent citywide in 2021 and 2022. The ICPD supports a safe downtown environment and responsible and legal alcohol consumption. ICPD officers are encouraged to have a presence in downtown Iowa City to proactively address issues as calls for service allow.



## Game Day Data

These data are compiled from observations of Aramark sales staff, attendees, and the tailgating environment. In fall 2022, observations were made only at Kinnick Stadium during home games.

New parking lot hours limited most tailgating to six hours. Themes from 2021 observations around Kinnick Stadium include:

- Open containers were often observed downtown and in tailgating areas.
- Lines for alcohol vendors were long, and requests for identification were not consistent. Vendors were also seen selling more than two beers to patrons.
- Alcohol and food were largely sold separately, making it difficult for patrons to purchase food with alcohol.
- There were some observations of highly intoxicated individuals, as well as individuals being removed from the stadium.

Themes from 2021-22 observations around Carver Hawkeye Arena include:

- The atmosphere at Carver was generally “calm”. While alcohol was present, there were few, if any, intoxicated individuals, and the concourses were clear of alcohol and other refuse.
- While the request for identification was variable, most vendors were only selling one or two beers. Most vendors sold both alcohol and food, and the lines were generally short.
- There was some marketing and commentary around alcohol.

In 2022, observations in Kinnick Stadium include:

- There were inconsistencies with carding and selling more than two containers of alcohol.
- While some individuals appeared intoxicated, the overall climate was not out of control.
- Some attendees were observed with “alcohol shooter” type containers not sold in Kinnick Stadium.

## Alcohol Experience Data

The Football Post Season Survey was sent by Athletics to 2021 and 2022 football season ticket holders. Data were analyzed to understand perceptions related to alcohol sales in university sports venues and the community environment on game day in Iowa City. The 2021 Football Post Season Survey sample consisted of 6,550 respondents. For fall 2022, the post-season survey of ticket holders received 3,398 total responses (7.3% response rate). While the 2021 post-season survey was incentivized by a football signed by Kirk Ferentz, no incentive was offered for the 2022 post-season survey.

Did you purchase beer, wine, or spiked seltzer at Kinnick Stadium this season?				
	2021		2022	
Age	Yes	No	Yes	No
21-29	67%	33%	70%	30%
30-39	72%	28%	72%	28%
40-49	65%	35%	66%	34%
50-59	58%	42%	59%	41%
60-69	41%	59%	45%	55%
70-79	23%	77%	23%	77%
80 or older	12%	88%	15%	85%

What impact did beer and wine sales to the general seating areas of Kinnick Stadium have on your decision to attend games?						
	2021			2022		
Age	I attend LESS games	It didn't impact my attendance	I attend MORE games	I attend LESS games	It didn't impact my attendance	I attend MORE games
21-29	2%	72%	26%	2%	70%	28%
30-39	1%	84%	14%	3%	84%	13%
40-49	3%	88%	9%	4%	85%	11%
50-59	3%	91%	6%	3%	90%	7%
60-69	4%	94%	3%	4%	93%	2%
70-79	5%	95%	1%	5%	95%	0%
80 or older	1%	99%	0%	4%	94%	2%

2022 Season: Beer and wine sales in the general seating areas of Kinnick has had a positive impact on the overall gameday experience.					
Age	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
21-29	42%	22%	24%	7%	5%
30-39	29%	25%	31%	8%	6%
40-49	20%	25%	39%	10%	8%
50-59	15%	21%	45%	14%	5%
60-69	8%	16%	48%	17%	12%
70-79	4%	12%	51%	17%	17%
80 or older	6%	6%	61%	17%	11%
<b>Average</b>	<b>18%</b>	<b>18%</b>	<b>43%</b>	<b>13%</b>	<b>9%</b>

Average strongly agree/somewhat agree: 36%

Average neutral: 43%

Average strongly disagree/somewhat disagree: 22%

## Conclusions

Most survey respondents had positive game day experiences, and most respondents thought game days were about the same as in previous years. Very few fans reported attending fewer games due to alcohol being served. However, alcohol-related offenses remained the leading cause of arrests, and alcohol was the most frequently referenced reason for negative experiences. Perceptions differed by age group, with respondents under 40 more likely to feel alcohol service enhanced the game day experience. For every age group except 21-29, “neither agree nor disagree” was the modal response. These conclusions remained largely the same from the pilot year to the fall 2022 football season.

## Recommendations

The following are recommendations to continue to increase protective environments, modify the response to alcohol-related concerns, and adjust practices related to game day operations in alignment with the UI Alcohol Harm Reduction Plan. The recommendations reflect evidence-based practices and evaluation data. Updates are provided where applicable.

- **Recommendation 1:** Maintain set operating hours for general parking lots (6 hours prior to kickoff) to increase and support protective factors related to alcohol use.
  - Fall 2022 update: These operating hours were maintained during the fall 2022 football season.
- **Recommendation 2:** Identify current practices and track entry refusal data for all sporting venues.
  - Fall 2022 update: Continue to support electronic program tracking of ejection and entry refusal data.
- **Recommendation 3:** Support concessionaire’s obligations to document responsible server training of its employees and volunteers in alignment with state and federal laws.
  - Fall 2022 update: Observations indicated continued inconsistencies in serving limits. Continue to support concessionaire’s obligations to responsible server training and implementation.
- **Recommendation 4:** Support concessionaire’s obligations to enforce identification practices in alignment with state and federal laws.
  - Fall 2022 update: Observations indicated continued inconsistencies in identification practices. Continue to support concessionaire’s obligations to implement identification practices.
- **Recommendation 5:** Continue to support protective factors by allowing patrons to bring in closed water bottles, limit the number of alcoholic beverages sold per purchase, and ensure food and non-alcoholic beverages are sold in venues that sell alcoholic beverages.
- **Recommendation 6:** Continue providing 30% of the proceeds from the sales to support alcohol harm reduction efforts. Additional information about the use of funds is provided in a separate report.
- **Recommendation 7:** Continue evaluating alcohol sales and limited operating hours for general parking lots around Kinnick Stadium.
- **Recommendation 8:** Continue Emergency Department and Johnson County Ambulance Services evaluation on game days.