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**Final Report**

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# **Responsible Alcohol Service Programs Evaluation**

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16. Abstract <p>TEAM is a responsible alcohol service program developed for public assembly facilities. Its objectives are to promote responsible alcohol service, enhance safety and enjoyment of fans, reduce potential liability, and reduce alcohol-impaired driving.</p> <p>Case studies were conducted of TEAM programs in seven Major League Baseball facilities. The project staff attempted to collect from each facility: (1) data on food and alcohol sales and on alcohol-related incidents; (2) written TEAM assessments and alcohol policies; (3) anecdotal information dealing with the history, implementation, and impact of TEAM; and (4) survey data from employees and fans.</p> <p>Results of the study showed that TEAM had been adopted in spirit and actively implemented in each of the seven facilities. The program was relatively easy to implement and appeared to have contributed to a decline in alcohol consumption and alcohol-related problem behavior. TEAM also produced general improvements in the facilities, including positive changes in the environment that are likely to attract more families, and better relations among different categories of staff.</p> <p>Recommendations included regular data collection by facilities as well as research designed to address limitations of the present study.</p> <p>Study findings are presented in a detailed research report and a summary report.</p>					
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## PREFACE

This project required the cooperation of many people. These included staff in the national office of the National Highway Traffic Safety Administration and staff of Major League Baseball.

We especially wish to thank the management, supervisors, and staff of the seven baseball facilities that participated in the evaluation. These individuals helped arrange our visits, provided us with valuable information for the study, and were gracious hosts. The study could not have been conducted without their cooperation.

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## EXECUTIVE SUMMARY

### INTRODUCTION

Many persons drive after having been served alcohol in bars, clubs, restaurants, stadiums, or other public assembly facilities. Responsible alcohol service programs are designed to limit driving after drinking in these establishments through written policies, training of all service employees, promotion of food with beverages, elimination of promotions that encourage drinking, enforcement of State alcoholic beverage control regulations, promotion of alternative transportation, and offering of non-alcoholic beverages. The key objectives of these programs are to reduce the incidence of impaired driving by patrons en route to and from the facility, enhance safety within the facility, and reduce potential liability.

TEAM (Techniques for Effective Alcohol Management) is a responsible alcohol service program that was developed for public assembly facilities, initially sports facilities. It is a coalition of public and private organizations that promotes responsible alcohol service and works to reduce the incidence of drinking and driving. TEAM has developed a complete responsible alcohol management program to guide and assist facilities to assess their current alcohol policies and practices, develop new policies where needed, train employees, implement alcohol policies, and evaluate the results.

The impetus for TEAM began with independent facilities that wanted to manage alcohol more effectively. After implementing various alcohol management techniques and becoming involved with drunk driving efforts in their communities, they turned to the National Highway Traffic Safety Administration (NHTSA) for assistance in developing a comprehensive alcohol management program that could be shared with other facilities. NHTSA undertook development of the program and formed a coalition of organizations from both the public and private sectors to provide assistance to public facility managers.

Facilities are continuing to adopt TEAM, joining the more than 90 facilities in 38 states and five Canadian Provinces that implemented such programs through 1990. The implementation of TEAM at these facilities has allowed the program to impact huge audiences, as facility events often attract

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tens of thousands of spectators. Moreover, instituting programs at public assembly facilities presents an opportunity to develop responsible attitudes and behavior toward alcohol in many environments that traditionally have encouraged alcohol consumption.

The main objectives of TEAM are to:

- o Promote responsible alcohol service;
- o Enhance safety and enjoyment of fans;
- o Reduce potential liability; and
- o Reduce alcohol-impaired driving.

Although TEAM has been implemented in stadiums and arenas across the country, little information is available concerning the effectiveness of the program. Facilities have often differed in the specific alcohol policies and procedures that they adopted when implementing TEAM. There is a strong need to evaluate TEAM to (1) determine which program features work effectively and which do not; and (2) identify where improvements can be made.

This project's main objective was to assess the influence of TEAM on fan drinking behavior. In addition, the project sought to assess:

- o Implementation of TEAM in facilities;
- o Patron awareness of program policies and activities in the facilities;
- o Patron attitudes toward program policies and activities; and
- o Employee ability and motivation to implement the program.

#### **METHODS**

The project sought to evaluate the effects of TEAM policies and activities on fans, rather than evaluate how well TEAM was implemented. Study sites, therefore, needed to have strong working TEAM programs. The timing of the data collection effort (Summer 1990) led to the targeting of

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baseball stadiums as evaluation sites. To obtain their participation, NHTSA and the contractor sought the assistance of Major League Baseball. The contractor made a presentation before officials of the Commissioner's Office (see Appendix B), after which Major League Baseball agreed to support the study.

Major League Baseball then contacted facilities to solicit their participation. While certain criteria were specified for selection of sites (Appendix B), no attempt was made to draw a representative sample of all baseball facilities where TEAM programs existed. Eight facilities indicated that they would participate in the study. Major League Baseball provided the contractor with the names of contact people at each of these facilities. From this point on, the contractor worked directly with the facilities. Major League Baseball was not involved in any data collection or data analysis.

The contractor conducted case studies of the TEAM program in seven baseball facilities (the eighth was unable to participate because of time constraints). Four types of data were sought from each: (1) records of food and alcohol sales and of alcohol-related incidents; (2) written TEAM assessments and alcohol policies; (3) anecdotal information dealing with the history, implementation, and impact of TEAM; and (4) survey data from employees and fans. Most of the anecdotal information and written materials were collected during site visits to the seven facilities. Two facilities provided alcohol and food sales data, and three provided survey data.

## **FINDINGS**

All seven facilities implemented TEAM between 1987 and 1989, though most had begun efforts to control alcohol earlier. Interviewees most often reported the following reasons for adopting TEAM:

- o Concern about liability arising from the behavior of intoxicated fans;
- o Concern about negative public opinion; and
- o Concern about the loss of patrons, especially families, due to rowdy behavior.

The seven facilities made concerted efforts to implement TEAM. These included:

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- o A strong commitment to training staff in TEAM policies and procedures;
  - o The adoption of several key alcohol policies; and
  - o Extensive efforts to provide fans with information about TEAM.

Overall, facilities encountered few obstacles while instituting TEAM and reported few problems in maintaining the TEAM program.

Management at all seven stadiums were enthusiastic about their involvement in TEAM. Without exception, they believed that the TEAM program had contributed to a reduction in alcohol problems at their stadium and that participation in TEAM was worthwhile. No comments were made about TEAM having negative effects.

On the whole, there was little criticism concerning TEAM, and several facilities had no suggestions for changes. Most recommendations about changing TEAM concerned some aspect of training.

Data on beer and food sales provided by two facilities showed that relative beer sales decreased throughout the entire period for which data were available. At the same time, relative sales of food, non-alcoholic beverages, and other concession items increased.

Results from surveys of employees and fans conducted at three facilities showed that:

- o The stadiums appear to have been successful in training large numbers of their employees;
- o Almost all surveyed employees who experienced an incident with an intoxicated fan felt they were effective in dealing with the problem;
- o An overwhelming majority of surveyed employees who reported that they had to seek help from their supervisor for an alcohol-related incident stated that they got "good back-up" from their supervisor;
- o Large majorities of surveyed fans claimed awareness of at least some of the stadium alcohol policies;

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- o Large percentages of surveyed fans who indicated that they usually drink alcohol at the stadium reported decreasing their consumption of alcohol there. Almost no surveyed fans reported increasing their purchases of alcoholic beverages.

## CONCLUSIONS AND RECOMMENDATIONS

The available evidence supports four broad conclusions:

1. TEAM was relatively easy to implement and was successfully adapted in the variety of settings represented in this study.
2. TEAM has been adopted in spirit and actively implemented in each of the seven study sites.
3. TEAM appears to have contributed to a decline in alcohol consumption and alcohol-related problem behavior among fans.
4. TEAM seems to have produced several general improvements in facilities, including positive changes in the environment that are likely to attract more families, and better relations among different categories of staff.

On the whole, supervisors and line staff endorsed TEAM, and there were few suggestions about how to improve it. Most suggestions concerned ways to improve TEAM training. The most common recommendations were to improve the realism of the video tapes used to portray interventions with fans.

There is continuing interest in evaluating the effectiveness of TEAM, both among facilities and organizations currently involved with the program as well as among prospective newcomers. Facilities want to know the progress they are making in dealing with their alcohol problems. Fortunately, individual facilities can do much to monitor this progress by collecting on a regular basis such information as survey data from employees and fans, records of problem incidents, and alcohol/non-alcohol sales data.

This study was exploratory in nature and, therefore, more research will be needed to confirm the results. Future research should be designed to address the limitations of the present study. That is, efforts should be made to utilize

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comparison groups, to collect data which will permit pre-versus post-TEAM comparisons, to choose representative sites, and to collect more objective data (sales records, surveys, incident logs, observations, etc.) to complement anecdotal information.

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## INTRODUCTION

During 1989, roughly half (49%) of all traffic fatalities involved alcohol (BAC  $\geq$  .01%). These 22,415 deaths translated into one alcohol-related fatality every 23 minutes. In many fatality cases (39%), either the driver or a non-occupant was legally intoxicated (BAC  $\geq$  .10%). Also in 1989, another 345,000 individuals were injured in traffic crashes in which police reported that alcohol was present.

A broad range of alcohol-crash programs have been developed as part of efforts to reduce the drinking-driving problem. These programs fall into six categories:

- Legal: Use of the legal system to control access to alcoholic beverages, and use of legal sanctions to deter drinking-driving or to prevent access to a motor vehicle.
- Health: Efforts to modify dysfunctional drinking related to drinking-driving.
- Educational: School-based programs that transfer information about drinking-driving and its consequences.
- Technological: Programs that are devoted primarily to the use of modern technology to prevent drunk driving or to support other approaches.
- Private Sector: Countermeasures, such as responsible alcohol service programs, that are initiated and "managed" by private-sector organizations.
- Vehicular and Environmental: Efforts to prevent crashes and to reduce the impact of those that occur by modifying both vehicles and roadways (NHTSA, 1990).

This project focused on the private sector category of programs and, more specifically, on responsible alcohol service programs. Many persons drive after having been served alcohol in bars, clubs, restaurants, stadiums, or other public assembly facilities. Responsible alcohol service programs are designed to limit driving after drinking in these establishments through written policies, training of all service employees, promotion of food with beverages, elimination of promotions that encourage drinking, enforcement of State alcoholic beverage control regulations, promotion of alterna-

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tive transportation, and offering of non-alcoholic beverages. The key objectives of these programs are to reduce the incidence of impaired driving by patrons en route to and from the facility, enhance safety within the facility, and reduce potential liability.

TEAM (Techniques for Effective Alcohol Management) is a responsible alcohol service program that was developed for public assembly facilities, initially sports facilities. It is a coalition of public and private organizations that promotes responsible alcohol service and works to reduce the incidence of drinking and driving. TEAM has developed a complete responsible alcohol management program to guide and assist facilities to assess their current alcohol policies and practices, develop new policies where needed, train employees, implement alcohol policies, and evaluate the results.

This report summarizes the results of an evaluation of TEAM programs operating in seven sports facilities.

## **OVERVIEW OF TEAM**

### **History Of TEAM**

The impetus for TEAM began with independent facilities that wanted to manage alcohol more effectively. After implementing various alcohol management techniques and becoming involved with drunk driving efforts in their communities, they turned to the National Highway Traffic Safety Administration (NHTSA) for assistance in developing a comprehensive alcohol management program that could be shared with other facilities. NHTSA undertook development of the program and formed a coalition of organizations from both the public and private sectors to provide assistance to public facility managers. The coalition has grown and today includes:

- o Allstate Insurance Company
- o CBS, Inc.
- o COMSAT Video Enterprises
- o International Association of Auditorium Managers (IAAM)
- o Major League Baseball
- o Mothers Against Drunk Driving
- o Motor Vehicle Manufacturers Association
- o National Association of Broadcasters
- o National Association of Governor's Highway Safety Representatives

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- o National Basketball Association (NBA)
  - o National Collegiate Athletic Association
  - o National Football League
  - o National Hockey League
  - o National Safety Council

This effort resulted in the creation, in 1985, of the TEAM program. The overall goal of the program is to demonstrate that public assembly facility owners and managers can create and implement policies and procedures that will effectively reduce the threat of drinking and driving in their communities. A demonstration project was implemented in 1985 in seven arenas holding National Basketball Association team franchises. An evaluation of the demonstration project found that the strategies and tactics employed in TEAM were effective in several domains:

- o Facilitating revision of policies concerning alcohol sales, consumption, promotion, and service in the target facilities;
- o Training arena employees to recognize, prevent, and intervene with alcohol problems amongst patrons; and
- o Increasing both patrons' and workers' awareness of those new policies.

A growing number of facilities are adopting TEAM, joining the more than 90 facilities in 38 states and 5 Canadian Provinces that implemented such programs through 1990. The implementation of TEAM at these facilities has allowed the program to impact huge audiences, as facility events often attract tens of thousands of spectators. Moreover, instituting programs at public assembly facilities presents an opportunity to develop responsible attitudes and behavior toward alcohol in many environments that traditionally have encouraged alcohol consumption.

#### **TEAM Objectives**

The main objectives of TEAM are to:

- o Promote responsible alcohol service;
- o Enhance safety and enjoyment of fans;
- o Reduce potential liability; and

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- o Reduce alcohol-impaired driving.

In addition, increasing adoption of TEAM helps communicate a consistent message to the public about alcohol use and safe driving practices that may increase the effects of all similar efforts.

### **The Components of TEAM Facility Alcohol Management Programs**

The TEAM Program at a facility consists of the following five components:

- o **Assessment**: Identification and assessment of current policies and practices of alcohol management.
- o **Policy Formulation**: Development of specific policies and procedures designed to prevent alcohol abuse which are then outlined in a written statement.
- o **TEAM Training**: Training and educating all employees on alcohol issues (i.e. impaired driving, blood alcohol concentration, potential problem situations, etc.) to enable them to implement and enforce the developed policies.
- o **Policy Implementation**: Implementation and public statement of policies to patrons.
- o **Evaluation**: Systematic collection of information to assess the implementation and impact of TEAM.

### **TEAM Accomplishments**

The following list illustrates the accomplishments that have been made in each of TEAM's three major areas of activity:

#### **National/Local Public Awareness**

The TEAM Public Awareness program supports national TEAM members and local affiliates by developing and distributing public information materials (print and broadcast) to promote traffic safety. National campaigns have been developed and delivered for Major League Baseball and the National Basketball Association. The total contribution in nationally donated air time since the TEAM program began in late 1985 is over \$10 million dollars. TEAM public service announcements have also been shown on local television and

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cable, and in stadiums and arenas, adding an inestimable amount of donated time and space to the program.

#### Facility Alcohol Management

TEAM's Facility Alcohol Management program has been introduced into more than 90 facilities, in 38 States, 5 Canadian Provinces, and Australia. Most National Basketball Association arenas and all Major League Baseball Stadiums have completed TEAM assessment, policy development, and training. More than 25,000 employees have been trained.

#### Community Coalitions

TEAM helped form local coalitions that use national TEAM support as a foundation for comprehensive local community traffic safety programs. Local TEAM Coalitions are now active in eight communities: Atlanta, Georgia; Detroit, Michigan; Southwest Athletic Conference, Dallas, Houston and San Antonio, Texas; San Francisco and Los Angeles County, California.

### **BACKGROUND OF THE PROJECT**

Although TEAM has been implemented in stadiums and arenas across the country, little information is available concerning the effectiveness of the program. Facilities have often differed in the specific alcohol policies and procedures that they adopted when implementing TEAM. There is a strong need to evaluate TEAM to (1) determine which program features work effectively and which do not; and (2) identify where improvements can be made.

### **OBJECTIVES**

This project's main objective was to assess the influence of TEAM on fan drinking behavior. In addition, the project sought to assess:

- o Implementation of TEAM in facilities;
- o Patron awareness of program policies and activities in the facilities;
- o Patron attitudes toward program policies and activities; and

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- o Employee ability and motivation to implement the program.

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## METHODS

### OVERVIEW

The project sought to evaluate the effects of TEAM policies and activities on fans, rather than evaluate how well TEAM was implemented. Study sites, therefore, needed to have strong working TEAM programs. The timing of the data collection effort (Summer 1990) led to the targeting of baseball stadiums as evaluation sites. To obtain their participation, NHTSA and the contractor sought the assistance of Major League Baseball. The contractor made a presentation before officials of the Commissioner's Office (see Appendix B), after which Major League Baseball agreed to support the study.

Major League Baseball then contacted facilities to solicit their participation. While certain criteria were specified for selection of sites (Appendix B), no attempt was made to draw a representative sample of all baseball facilities where TEAM programs existed. Eight facilities indicated that they would participate in the study. Major League Baseball provided the contractor with the names of contact people at each of these facilities. From this point on, the contractor worked directly with the facilities. Major League Baseball was not involved in any data collection or data analysis.

The contractor conducted case studies of the TEAM program in seven baseball facilities (the eighth was unable to participate because of time constraints). Four types of data were sought from each: (1) records of food and alcohol sales and of alcohol-related incidents; (2) written TEAM assessments and alcohol policies; (3) anecdotal information dealing with the history, implementation, and impact of TEAM; and (4) survey data from employees and fans. Most of the anecdotal information and written materials were collected during site visits to the seven facilities. Two facilities provided alcohol and food sales data, and three provided survey data.

### DATA COLLECTION

#### Approach To Data Collection

It was recognized that much of the data would have to be anecdotal. This caused concern as much of the anecdotal in-

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formation was likely to come from persons who were highly active in the program and greatly supportive of it, introducing the possibility of bias. Therefore, efforts were made to:

- o Obtain objective data for key variables;
- o Verify information through on site observations by the investigators; and
- o Seek information from many sources in order to minimize bias within any particular data source.

More specifically, project staff employed as many of the following information collecting strategies as possible at each facility:

- o Spoke with several different managers;
- o Spoke with staff who worked in different areas of the facility, such as concessions, security, and ticket takers;
- o Spoke with staff at different levels within the organizational hierarchy, ranging from line staff to the facility manager;
- o Sought all relevant written materials, such as the facility alcohol policies, employee manuals, and TEAM promotional materials;
- o Obtained survey data collected by the facility from a sample of employees;
- o Obtained survey data collected by the facility from a sample of fans; and
- o Requested data on alcohol and food sales and also on problem incidents.

#### **Discussions With Management and Supervisory Staff**

The primary sources of information about TEAM at each facility were telephone and face-to-face discussions with management and supervisory staff. The discussions were designed to learn the history of alcohol management efforts at the facility, to determine the extent and quality of TEAM implementation at each facility, and to learn management's view of TEAM's impact.

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Typically, the primary information source at a facility was the operations manager or one of the chief assistants. (The protocol used to guide discussions with management and supervisors at each site is included in Appendix A.) The manager generally:

- o Provided materials concerning the operation of TEAM;
- o Described the history of TEAM at the facility;
- o Gave an overview of the implementation of TEAM;
- o Discussed the impact of TEAM; and
- o Set up meetings with others involved in implementing TEAM at the facility.

#### **Facility Sales and Incident Records**

The contractor attempted to obtain sales data at each facility in order to determine if changes in alcohol consumption by patrons had occurred in conjunction with the implementation of TEAM. Because the data were proprietary and highly sensitive, the contractor worked out arrangements to guarantee the confidentiality of the information with those facilities willing to provide sales figures. For example, facilities were invited to disguise the dollar amounts by using percentages or by relating figures for each year to an artificial baseline. In addition, the contractor promised that reports would be written so that facilities could not be identified, and no information about absolute sales levels or profits would be disclosed.

The contractor requested information about both alcohol and food sales over as long a period as possible. The goal was to track sales data in order to determine if both alcohol consumption and the relationship between alcohol and food receipts changed after TEAM was introduced.

The contractor also attempted to obtain records of problem incidents, ejections, and arrests at each facility in order to learn if there had been changes in their number and severity associated with the implementation of TEAM. While several facilities made their incident logs available, the reports were typically not amenable to the intended analysis for two reasons. First, records tended to be unavailable for a sufficiently long period so as to provide a clear indication of the climate before and after TEAM. Second, the

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records did not consistently indicate whether alcohol was involved in an incident. For example, security staff at one facility told the project investigator that alcohol was nearly always involved in "disorderly conduct" incidents. Yet alcohol was explicitly mentioned in only a small portion of the reports dealing with disorderly conduct.

Because of these problems, no attempt was made to analyze problem incidents for this project.

### Surveys of Staff and Fans

The main purpose of the surveys was to assess (1) employee ability and motivation to implement the program, and (2) patron knowledge and attitudes toward program policies and activities. Staff also were asked about the support they received from management and about their own receptivity to the program. Fans were asked primarily about their awareness of TEAM procedures and their drinking at the facility. Copies of both staff and fan surveys appear as Appendices C and D respectively.

Three of the seven facilities provided data from surveys administered to employees and to fans. In each case, the samples were samples of convenience. No attempt was made to pick representative samples of either employees or fans.

### **SITE VISITS**

Seven of the eight facilities identified by Major League Baseball participated in the study (time constraints prevented the eighth facility from participating). A confidentiality agreement with Major League Baseball precludes identifying them. They therefore are designated as Facilities A, B, C, D, E, F, and G.

Whenever possible, site visits were made on game days so that observers could witness the TEAM program in action. Typically, a site visit began with a meeting with the operations manager for the facility and a discussion of the history of TEAM. During this meeting, the project investigator clarified his requests for data. At some point, the operations manager generally turned the meeting over to supervisors for more specialized discussions involving each group of employees involved with TEAM. Discussions usually were held with the supervisors for ticket takers, ushers, and security.

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Discussions about the sale of alcohol typically began with the manager in charge of alcohol concessions for the facility. The manager in turn often made some of the supervisors available.

On those occasions when the site visit occurred during a game day, there were ample opportunities to view many aspects of the TEAM program in operation. For example, project staff arrived at the facility prior to the start of the game in order to observe whether fans were screened for contraband alcohol when they entered the stadium gates. In addition, project staff toured the stadium at various points during the game in order to observe:

- o Alcohol sellers' efforts to check identification of youthful fans;
- o Use of signs, video screens, and public address systems to promote TEAM messages;
- o Crowd management by security staff;
- o Alcohol sales procedures, such as stopping sales following the seventh inning;
- o The promotion of alternative transportation options.

Following the site visit, information was extracted from the materials collected at the site and integrated with notes taken during the many discussions. Finally, the information was translated into a standard format to facilitate comparison among sites.

First drafts of the site descriptions were sent to each facility for review. There were three reasons for requesting the review:

1. To correct errors in the description;
2. To obtain missing information;
3. To be certain that no proprietary information was inadvertently being disseminated.

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## LIMITATIONS OF THE STUDY

Several important limitations to this study should be noted. These include the absence of control groups, the non-representativeness of the samples, and the heavy reliance on anecdotal information. In addition, several tasks originally envisioned as part of the project either could not be undertaken or were only partially achieved. For example, it was not possible to observe fan drinking behavior as part of this project. Furthermore, alcohol sales data and survey data from fans and employees were not available from all the facilities, and facility incident records proved to be unusable.

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## FINDINGS

### FINDINGS ACROSS SITES

#### When And Why Was TEAM Introduced At The Facilities?

All seven facilities implemented TEAM between 1987 and 1989. In six of the seven facilities, improvements in alcohol control policies had already begun one or more years before the introduction of TEAM. To some degree then, TEAM represented a continuation and expansion of an ongoing process in these facilities. Although some of the earlier changes were involuntary (e.g., in one instance a local ordinance was passed which banned fans from bringing alcohol to the stadium), most were voluntary. One factor which facilitated the implementation of TEAM was the fact that the concessionaires serving several of these facilities had already adopted some responsible serving practices for controlling alcohol abuse. For example, the concessionaire that served three of the study sites had initiated its own alcohol awareness program in 1985.

Respondents discussed reasons why TEAM was adopted. Those reasons can be grouped roughly into three categories:

- o Concern about liability arising from the behavior of intoxicated fans;
- o Concern about negative public opinion, including a concern that the public might eventually recommend banning the sale of alcohol;
- o Concern about the loss of patrons, especially families, due to rowdy behavior.

Management in all the facilities supported the adoption of TEAM. Only two sites indicated there was opposition by staff to the introduction of TEAM. In both cases, the opposition appeared to be part of a much broader reaction to the introduction of new managers and assistants who were determined to make major changes in facility operations. Resistance to TEAM in these facilities ended as the new management groups made personnel changes and succeeded in winning over staff.

Apart from the above instances of relatively minor resistance by staff, spokespersons for the sites did not identify obstacles to the institution of TEAM. TEAM seemed

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to fit well into a variety of settings and circumstances. In other words, stadium receptiveness to TEAM did not vary with factors such as stadium size, corporate structure, the laws concerning minimum drinking age and BAC limits for DWI, relationships with local enforcement agencies, and so on. Indeed, in one case, it was reported that there were no substantive difficulties encountered in transferring the TEAM program to a new stadium despite changes in staff, the concessionaire, and the physical surroundings. One spokesperson noted that the flexibility they were allowed by Major League Baseball in adapting TEAM to their situation facilitated its establishment.

#### How Was TEAM Training Conducted?

Overall, the sites showed a strong commitment to training staff in TEAM policies and procedures.

Only one stadium did not provide formal TEAM training (though alcohol servers at this facility were required to complete a widely used server training program). In five of the six remaining sites, most of the staff that interacted with patrons received training. In the sixth site, no training was conducted for the 1990 season because the only two rooms large enough were unavailable. In another, some staff were omitted because not all staff could be trained in one effort with the limited resources available (trainers and time). To increase participation in training, some sites (including the one that did not require TEAM training) offered incentives for participation, such as free tickets to games. Also, several sites that required training paid for the time their employees spent in it.

The facilities used a variety of approaches to address the typically high turnover rate among stadium staff. In two cases, all staff were retrained each season. In two others a modified "refresher" course was offered to returning employees, while new employees received the standard training. Three facilities provided training to staff hired during the season, and one of these plans to video tape the training program for this purpose. Finally, in at least five sites (including the site that provided no specific TEAM training), training was supplemented by the distribution of manuals and/or policy statements. Two of these sites produced pocket sized versions of policy manuals so they could be carried easily by staff.

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Training in the facilities was extensive, reaching many different categories of staff. In general, all categories of staff who served alcohol or interacted face-to-face with fans received TEAM training (security, ushers, ticket sellers, ticket takers, concessionaire staff, parking lot attendants, local police assigned to the stadium, etc.). In some settings, however, certain categories of staff were not trained because the organization that had adopted TEAM had no direct control over them. One example was parking lot personnel working for a city or privately owned company.

The facilities differed in the types of trainers they used. Most had stadium personnel conduct the training, while a few used an outside trainer in combination with stadium personnel. Trainers had either been trained directly by NHTSA or by facility personnel who had been trained by NHTSA. The usual practice was to train different categories of staff together, but in some cases, concessionaire supervisors trained their staffs separately. Interviewees at two sites commented that combining staff was an extremely important aspect of training, because it provided people with an improved understanding of one another's responsibilities with respect to TEAM and other stadium activities.

The basic TEAM training curriculum and procedures developed by Major League Baseball and NHTSA were altered to serve the needs of the specific facilities. In one case, modifications were made so that TEAM training meshed with state training requirements. In others, information about alcohol issues was integrated into the job descriptions for each category of staff.

#### **What Steps Were Taken To Communicate TEAM Messages To Fans?**

One of the most striking features at the study sites was the pervasiveness of information about TEAM directed at fans. As Table 1 shows, messages about alcohol abuse were communicated by a variety of means, including: scoreboards, videoboards, public address systems, printed programs, signs, buttons worn by staff, tickets, and messages on cups containing alcoholic beverages.

The reader should keep in mind that the number of communications methods used may well be larger than presented here. Discussion with spokespersons from the teams was not structured, and some respondents may have neglected to mention all they were doing. This caveat also applies to the following section.

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**TABLE 1**

**MECHANISMS FOR COMMUNICATING MESSAGES ABOUT TEAM**

MEANS OF COMMUNICATION	STADIUM						
	A	B	C	D	E	F	G
Scoreboard/Videoboard	YES	YES	YES	YES	YES	YES	YES
Public address system	YES	YES	YES	YES	YES	YES	YES
Program	YES	YES		YES	YES	YES	YES
Signs	YES	YES	YES	YES	YES	YES	YES
Staff buttons/Pins	YES	YES	YES	YES	YES	YES	YES
Tickets				YES			
Beer & wine cooler cups							YES

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**What Alcohol Control Policies Have Been Adopted As A Part Of TEAM?**

Perhaps the most critical question concerning TEAM is whether stadiums have adopted a variety of meaningful alcohol control policies. Table 2 shows this has occurred. The policies the stadiums adopted and implemented were their decision and not Major League Baseball or TEAM coalition directives.

Specifically, three sites prohibited tailgate parties involving use of alcohol. Of the four that didn't, two had no jurisdiction over parking areas. All seven prohibited fans from bringing alcohol into the facility and searched or screened fans for alcohol at the gates. Screening and searches were carried out regularly and in public view to make fans aware that they might be caught. In addition, signs and security personnel placed at entrances to most of the facilities warned fans that alcohol could not be brought into the stadium. All seven sites confiscated any alcohol not purchased at the stadium.

Most sites restricted the sale and consumption of alcohol to designated areas. A typical restriction was that liquor could only be purchased and consumed in designated restaurants and clubhouses -- a fan could not, for example, carry a mixed drink into the stands. Six sites limited the number of beers (and sometimes other alcoholic beverages) that could be purchased at one time. Four of these placed the limit at two beers; two sites permitted four beers to be purchased (and one of these is contemplating reducing this to two beers per patron). All sites indicated they had reduced the size of beer containers (e.g., 16 to 12 ounces).

All five sites that vend alcohol in the stands discontinued sales before baseball games ended (e.g., after the seventh inning). Five of the stadiums discontinued beer sales in concession areas before games ended, and another will do so next season. All seven sites discontinued alcohol sales in areas where alcohol-related rowdy behavior occurred.

Alternative transportation programs for intoxicated patrons were offered at three sites. Two encouraged use of designated drivers and also offered free taxi rides to intoxicated fans. Customer service booths at these facilities were used both to promote these programs and to sign up fans. The third site promoted use of designated drivers but did not offer free rides to fans. Two other facilities mentioned

TABLE 2

POLICIES FOR CONTROLLING ALCOHOL ABUSE

POLICIES	STADIUM						
	A	B	C	D	E	F	G
Tailgate alcohol parties banned	YES	YES	YES	NO	*	NO	*
Fans searched/screened for alcohol at gates	YES	YES	YES	YES	YES	YES	YES
Confiscate alcohol not purchased at the stadium	YES	YES	YES	YES	YES	YES	YES
Alcohol consumed only in designated areas	NO	YES	YES	YES	NO	YES	YES
Number of beers that can be purchased at one time	4	No Lim	4	2	2	2	2
"Large" beer (ounces)	22	18	22	20	16	-	12
Reduced size of beer cups	YES	YES	YES	YES	YES	YES	YES
Inning after which vended beer sales stop:	7	7	7	5th	**	**	8th
Inning after which beer concessions stop:	9th	9th	8th	8th	7th	7th	8th
Alcohol sales are stopped in areas where trouble occurs	YES	YES	YES	YES	YES	YES	YES
Designated Driver Program	YES	YES	NO	YES	NO	NO	NO
Offer free Taxis for intoxicated fans	YES	NO	NO	YES	NO	NO	NO

\* No jurisdiction over the parking areas.

\*\* No vending is allowed in the stands.

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plans to adopt designated driver programs in the future. In addition, sites made efforts to arrange alternative transportation for intoxicated fans who were ejected from the park (a ride from a sober friend, a taxi, telephone calls to parents of underage drinkers, etc.). If these efforts failed, intoxicated fans were placed in protective police custody.

The sites also adopted other practices to minimize alcohol abuse, such as:

- o Most facilities screened fans entering the park for signs of intoxication. Intoxicated fans were denied admission, and fans whose behavior was suspect were identified and monitored by staff.
- o All facilities required that patrons attempting to purchase beer provide identification unless they appeared to be older than a specified age (which was several years older than the minimum drinking age). The most common cutoff point was 30 years, though it was 35 years in one facility and 25 years in another.
- o The size of the security force was varied according to anticipated demands of upcoming events. For example, the size was increased for games between traditional rivals, where more problems were expected.
- o Spokespersons at several sites mentioned that the location of potentially troublesome groups was noted so they could be monitored closely.

#### **What Were The Requirements and Difficulties In Maintaining TEAM?**

It was pointed out earlier that few problems were encountered in instituting TEAM. It also appears there were few problems in maintaining these programs. The only significant problem mentioned was the difficulty of motivating transient and low-paid staff to enforce TEAM policies, especially when they must confront boisterous and aggressive fans. The stadiums evolved many strategies for coping with this problem, including the following:

- o As discussed previously, many staff were trained in TEAM policies. Typically, this training included specific information about how to intervene with fans (e.g., role playing), the rationale for the policies,

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the responsibilities of employees to enforce policies, and other relevant skills (such as estimating a fan's level of intoxication).

- o Several facilities held regular meetings among supervisory staff to identify enforcement problems, to fine tune procedures, and to motivate compliance
- o Interviewees at most sites mentioned that the consequences of failing to carry out TEAM policies (e.g., suspension or dismissal) should be clearly spelled out and enforced.
- o Interviewees also noted the importance of clear messages by management that supervisors would not overturn staff enforcement decisions. That is, staff were supported for such actions as refusing admission to an intoxicated fan, refusing to sell alcoholic beverages, and ejecting a fan from the facility.
- o Several respondents remarked on the value of close supervision of staff. For example, special spotters were used to monitor compliance with alcohol serving procedures.
- o All the facilities developed mechanisms by which the staff could obtain help and assistance (e.g., by supervisors, security, and police) when faced with a difficult and potentially dangerous situation.

#### What Was Reported About The Impact Of TEAM?

Management at all seven stadiums were enthusiastic about their involvement in TEAM. Without exception, they believed that the TEAM program had contributed to a reduction in alcohol problems at their stadium and that their participation in TEAM was worthwhile. No comments were made about TEAM having negative effects.

Statements about the impact of TEAM included the following:

- o Most sites reported that alcohol-related incidents with fans had declined as a result of TEAM. In several of these sites, the decline in incidents was reflected by a drop in ejections of fans from games. However, one site reported an increase in ejections of fans. The increase in ejections was attributed to a change in policy: fans with contraband liquor were now ejected,

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whereas prior to TEAM, contraband alcohol was simply confiscated.

- o The spokesperson at one site commented that fans who used to boo police regularly when they intervened to deal with problem behavior now often cheer when police eject a boisterous patron.
- o Three sites reported that the amount of contraband alcohol had declined.
- o One site reported that better training had resulted in a doubling of the number of fraudulent licenses confiscated by servers.
- o One site reported a decline in the number of citations for "serving infractions" by the local regulatory agency.
- o Spokespersons for six sites reported declines in alcohol sales.
- o One spokesperson commented that the alcohol control policies helped the staff identify and stop problems before they escalated into major incidents.

Another important change mentioned at several sites was a marked improvement in relations among staff performing different functions (ushers, security, etc.). Joint TEAM training gave staff a better appreciation of how their actions concerning alcohol policies affected one another. Some staff also felt that joint training had a broader impact -- that it improved staff relations beyond the enforcement of TEAM policies.

#### What Changes In TEAM Did Site Personnel Recommend?

On the whole, there was little criticism concerning TEAM. Most recommendations for improvement concerned some aspect of training. Interviewees at one site suggested that a pocket-sized TEAM manual be developed (presumably by Major League Baseball) so staff could easily refer to it during the season. As mentioned, two sites developed pocket manuals on their own. Another site suggested that NHTSA send a representative to TEAM training sessions in order to help convey the national importance of TEAM. Most comments concerned the quality of video tapes used in training to portray how staff should approach problem situations with

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fans. Three sites indicated these materials were not realistic. It was suggested that new video tapes be prepared and be pre-tested with stadium staff to ensure they more accurately reflect problem situations.

#### **ALCOHOL SALES RECORDS**

Alcohol sales data were provided by two facilities. Because of the sensitive nature of sales data, facilities were invited to disguise their records to conceal information about absolute levels of sales and revenues. One facility provided its data in the form of **relative sales per capita** for the period 1985 through 1990; the second facility provided sales figures as a **percentage of total revenues** during the period 1988 through 1990. Both provided sales information on beer, food, and non-alcoholic beverages. In addition, the second facility included a category of "Other" that refers to all other concession sales, such as souvenirs.

Figures 1 and 2 chart the sales data. The dominant trend in these graphs is consistent both within each facility and between the two facilities: relative beer sales decreased throughout the period for which data were available. At the same time, relative sales of food, non-alcoholic beverages, and other concession items increased.

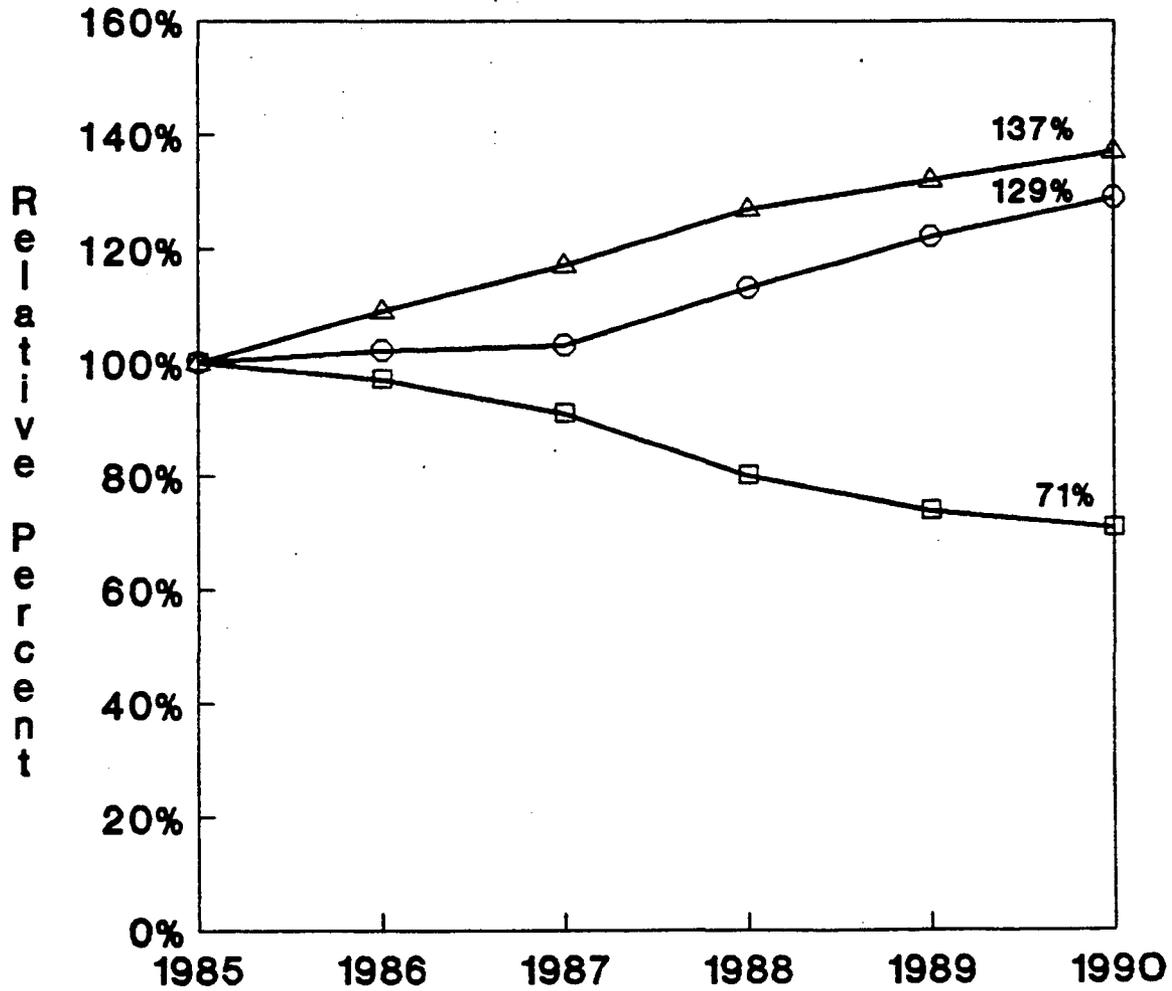
The data from the two facilities are not directly comparable because they used different bases for computing percentages. Thus, it is difficult to compare the magnitudes of the decreases in beer sales. When the difference in length of time periods is taken into account, relative beer sales per capita fell 11% in the first stadium from 1988 to 1990. Beer sales as a percentage of total revenues decreased 7% in the second stadium during the same time period.

Overall, the 29% drop in the first stadium's beer sales per capita from 1985 to 1990 is a dramatic trend. Other facilities also reported noticeable declines in beer sales but were unwilling to provide specifics.

#### **The Role Of TEAM Versus Earlier Efforts To Control Alcohol**

For both facilities, it is difficult to separate out effects due to the establishment of a TEAM program from effects of earlier alcohol management efforts. Nevertheless, it is interesting to note that the single biggest yearly decrease in alcohol sales per capita at the first stadium (a 10% decline from 1987 to 1988) occurred at precisely the time when the TEAM program was introduced.

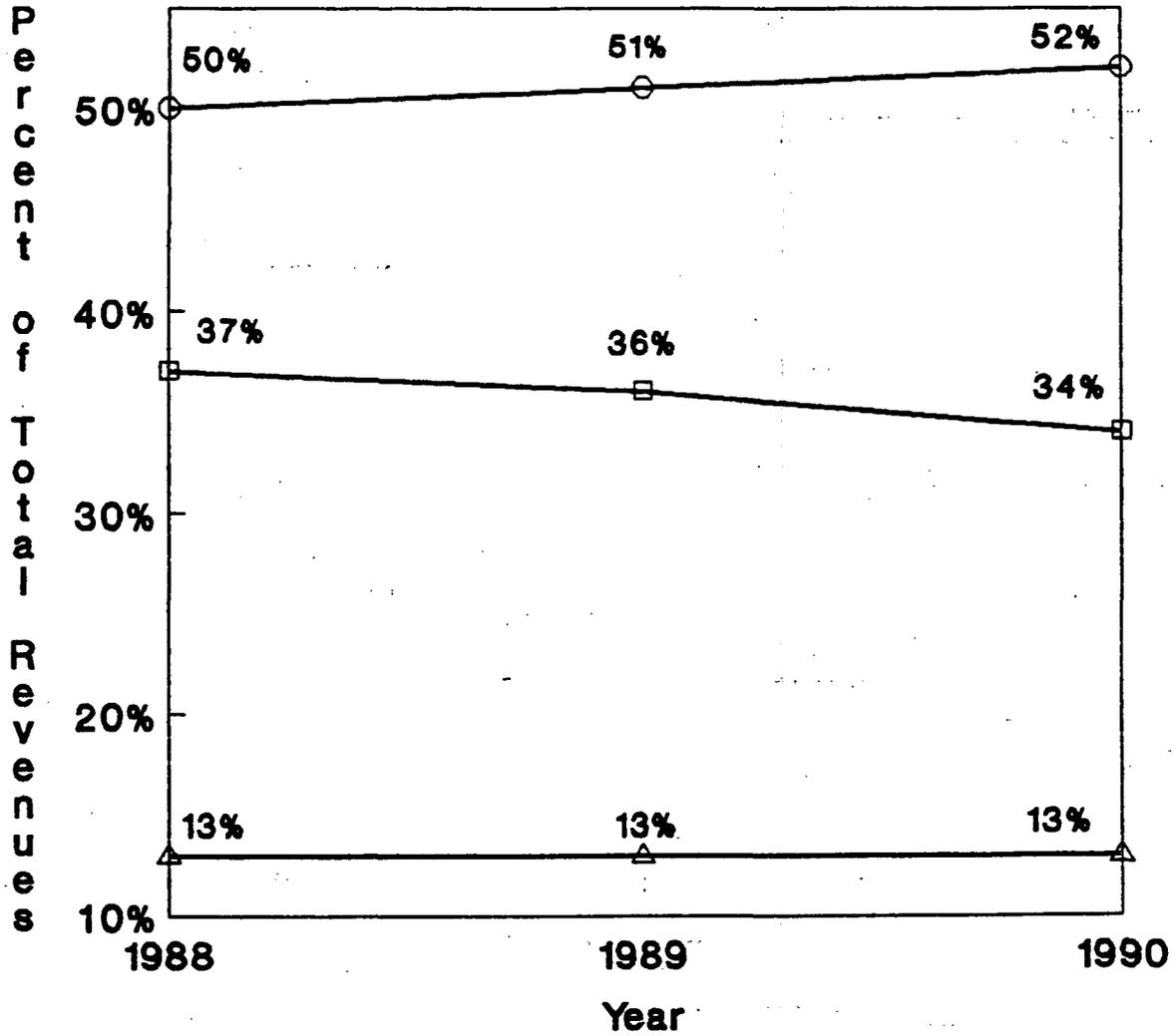
**Figure 1**  
**Relative Sales Per Capita for**  
**Beer, Non-Alcoholic Beverages and Food**  
**(Data Provided By One Facility)**



**(TEAM Was Introduced in 1988)**

—□— Beer     
 —△— Non-Alcoholic Beverages     
 —○— Food

**Figure 2**  
**Alcohol and Other Sales as a**  
**Percentage of Total Revenues**  
 (Data Provided By One Facility)



**(TEAM Was Introduced In 1987)**

- Beer**
- △— Other Concession Sales (e.g., Souvenirs)**
- Food and Non-Alcoholic Beverages**

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### Changes In Fans Versus Changing Fans

There are two ways (which are not mutually exclusive) that alcohol sales could have decreased at the facilities: (1) the same fans have continued attending games but have decreased their consumption of alcohol, and (2) different fans are attending games -- fewer drinkers and/or heavy drinkers and more abstainers and/or light drinkers. Facility alcohol policies may have influenced both these factors. The policies discourage heavy drinkers from attending games while encouraging families, and they put barriers in the way of fans wanting to become intoxicated.

At least one piece of the puzzle is clear: a number of fans surveyed at three facilities reported having reduced their purchases of alcoholic beverages at the stadium (for more detail, see the section on Fan Surveys). At the same time, virtually no fans reported that they had increased their purchases of alcoholic beverages. Therefore, at least some of the decrease in alcohol sales seems due to changes in fan drinking behavior.

The same fan surveys showed large percentages of fans reporting that they did not drink alcoholic beverages. Perhaps some past drinkers have become abstainers, or more abstainers are now attending games. Without additional data, there is no way to ascertain this.

### Food, Non-Alcoholic Beverages, And Other Sales

Figures 1 and 2 show that relative sales of food, non-alcoholic beverages, and other concession items increased during the same period that alcohol sales declined. While these increases are good news for the facilities, respondents emphasized that no other items can make up for the revenues lost from beer sales. Alcohol is a much higher profit item than anything else currently sold at the facilities.

Some facilities have experimented with efforts to find substitutes for lost alcohol sales. For example, one organization introduced concessions specializing in various ethnic and health foods. However, none of these endeavors proved lucrative, and most have been economic failures.

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## RESULTS OF STADIUM EMPLOYEE SURVEY

Stadiums A, E, and G administered surveys to their employees. The results should be viewed as "suggestive" given the limitations of the sampling -- employees were selected largely on the basis of convenience and no effort was made to obtain a representative sample. Unfortunately, there is no way to determine the extent to which the respondents are representative of all employees working at the three stadiums. On the other hand, the results are consistent across the stadiums. The consistency of findings from the surveys is an indication that the samples may be fairly representative. If the samples are biased, they would have to be biased in the same way at each stadium in order to produce such consistent results.

### Employee Demographics and Duties

Table 3 reports the distribution of respondent characteristics and responsibilities.

### Employees' TEAM Training

Table 4 reports employee's experience with alcohol management training. The stadiums appear to have been successful in training large numbers of their employees. Specifically, 93% of the respondents in Stadiums A and G and 87% of those in Stadium E reported that they had received TEAM training. These percentages are particularly high given the large turnover among some staff.

Two other findings reflect the thoroughness of training. First, nearly all respondents reported that they had read their stadium's alcohol policies. Second, discussion of alcohol policies was not confined to the TEAM training sessions. The vast majority of employees reported that their supervisors discussed the implementation of alcohol policies.

Perhaps the most important finding is that nearly all surveyed employees agreed with their stadium's alcohol policies. Employees' attitudes and beliefs regarding alcohol policies are crucial to the effective implementation of TEAM. Without the full cooperation of staff, it is almost impossible for TEAM to have a significant impact on fans.

TABLE 3

STADIUM EMPLOYEE CHARACTERISTICS

	STADIUM		
	A	E	G
SAMPLE SIZE	82	62	126
SEX:			
Male	80%	72%	62%
Female	20%	28%	38%
AGE:			
Range	21-80	19-72	15-77
Mean	48	44	31
YEARS WORKED AT THIS STADIUM:			
Range	1-43	1-28	1-9
Mean	8	7	2
DUTIES:			
Parking lot gate keeper	11%	-	-
Parking lot security	-	-	1%
Ticket seller	6%	-	-
Ticket taker	22%	-	19%
Usher	57%	53%	16%
Operate concessions	-	13%	-
Security	-	24%	14%
Bartender	-	5%	32%
Beer server	-	3%	15%
Other	4%	-	4%
SUPERVISOR:			
No	81%	79%	98%
Yes	20%	21%	2%

**TABLE 4**  
**EMPLOYEE TRAINING**

	STADIUM		
	A	E	G
<b>SAMPLE SIZE</b>	82	62	126
<b>RECEIVED TEAM TRAINING</b>			
No	7%	13%	7%
Yes	93%	87%	93%
<b>READ STADIUM'S ALCOHOL POLICIES:</b>			
No	0%	7%	6%
Yes	100%	93%	94%
<b>SUPERVISOR DISCUSSED ALCOHOL POLICIES:</b>			
No	4%	12%	6%
Yes	96%	88%	94%
<b>AGREEMENT WITH ALCOHOL POLICIES:</b>			
No	3%	3%	5%
Yes	97%	97%	95%

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### Employee Experiences with an Intoxicated Patron

Employees were asked if they ever "had to deal with a patron who had too much to drink?" Table 5 shows that roughly three quarters of the employees surveyed in each facility had to deal with such a patron.

Table 5 also shows that almost all employees who dealt with an intoxicated patron felt they were effective in dealing with the problem. This finding is consistent with the hypothesis that TEAM training is effective in preparing employees to deal with intoxicated patrons.

Another finding reflects on management support of staff in implementing TEAM policies. An overwhelming majority of surveyed employees who sought help from their supervisor in handling intoxicated patrons stated that they received "good back-up."

### **RESULTS OF STADIUM FAN SURVEY**

Fan surveys were administered at the same three facilities as the employee surveys. The cautionary note expressed with regard to the results of the employee surveys applies equally to those from the fan surveys -- the results should be viewed as "suggestive" given the limitations of the sampling.

#### Fan Demographics

Basic characteristics of the fans surveyed at the three facilities are shown in Table 6. No data are available for the race of fans in Stadium G because management felt the item was too intrusive.

#### Stadium Alcohol Policies

Large majorities of the fans surveyed at each facility claimed awareness of at least some alcohol policies at the stadium, with the percent who were aware ranging from 69% in Stadium G to 80% in Stadium A and 90% in Stadium E.

Table 7 shows that nearly 90% of surveyed fans who claimed awareness of stadium alcohol policies knew that bringing alcohol into the stadium was prohibited. Evidently, the guards posted at stadium gates, the searches for alcohol conducted by those guards, and other measures had an impact on fans.

TABLE 5

EXPERIENCES OF STADIUM EMPLOYEES WHO HAVE  
DEALT WITH AN INTOXICATED PATRON

	STADIUM		
	A	E	G
SAMPLE SIZE	82	62	126
Employees who had been confronted with an intoxicated patron	70%	79%	72%
Employees who had been confronted with an intoxicated patron (subsample size)	57	49	91
Had to seek guidance from supervisor:			
No	49%	70%	65%
Yes	51%	30%	35%
Effective in dealing with problem:			
No	2%	6%	4%
Yes	98%	94%	96%
Had to seek guidance from supervisor (subsample size)	29	15	32
Got good back-up from supervisor:			
No	3%	6%	4%
Yes	97%	94%	96%

**TABLE 6**  
**CHARACTERISTICS OF FANS AT THREE FACILITIES**

	STADIUM		
	A	E	G
<b>SAMPLE SIZE</b>	86	393	182
<b>MARITAL STATUS:</b>			
Married	63%	68%	59%
Single	37%	32%	41%
<b>SEX:</b>			
Female	27%	46%	43%
Male	73%	54%	57%
<b>RACE:</b>			
White	88%	90%	-
Black	7%	2%	-
Hispanic	2%	3%	-
Asian	2%	3%	-
Native American	1%	1%	-
Other	-	2%	-
<b>AGE:</b>			
Range	15-77	6-85	15-65
Mean	40	50	36
<b>YEARS OF SCHOOL</b>			
Range	1-21	4-26	4-23
Mean	14	14	14
<b>MEAN GAMES ATTENDED</b>	22	25	9

TABLE 7

STADIUM POLICIES THAT FANS KNEW ABOUT

	STADIUM		
	A	E	G
SAMPLE SIZE	86	393	182
Fans who reported being aware of <u>any</u> stadium alcohol policies	80%	90%	69%
Fans aware of <u>any</u> stadium alcohol policies (subsample size):	n=69	n=352	n=126
Fans can't bring alcohol to games	84%	89%	88%
Stop selling alcohol after 7th inning	81%	94%	*
No alcohol sales to anyone under 21	87%	86%	**
No admittance to intoxicated fans	25%	34%	50%
Free non-alcoholic beverages for designated drivers	49%	8%	8%
Call a cab if you want or need one	45%	24%	14%
Don't sell alcohol	3%	3%	4%
Special room to sober up	1%	1%	2%
Free coffee	9%	5%	6%

\* Stops selling alcohol after the 8th inning.

\*\* Legal drinking age is 19.

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Large percentages of surveyed fans knew that the facility stopped selling alcohol before the end of the game. Similarly large percentages indicated that no alcohol is sold to anyone under 21 years of age.

All three facilities have policies forbidding admission of intoxicated fans. However, as Table 7 shows, this policy apparently was not fully communicated to fans.

Other results shown in Table 7 reflect differing policies among the three facilities. For example, only Stadium A offers free non-alcoholic beverages for designated drivers and also calls a cab for intoxicated patrons when necessary to prevent them from driving.

Another item, not shown in Table 7, asked fans if they were part of a group using a designated driver. A larger percentage (28%) of respondents surveyed at Stadium A, which advertised its designated driver program, reported being part of such a group compared to fans surveyed at Stadiums E and G (20% and 21%), which did not offer the program. The similarity of the percentages among all facilities may reflect the extent to which the concept of using designated drivers has become broadly known and accepted. Some fans used designated drivers without being reminded or asked by the facility.

Finally, three policies not in effect at any of the facilities were included on the fan survey. As shown at the bottom of Table 7, fans were largely able to distinguish between the nonexistent policies and the actual ones.

#### Changes in Purchases of Alcohol

Perhaps the most dramatic findings of the fan surveys involve reported drinking practices of fans who usually purchase mixed drinks, beer, or wine at the facility. As shown in Table 8, large percentages of fans who indicated that they usually drink alcohol at the facility reported decreasing their consumption of alcohol there. Furthermore, almost none of the surveyed fans who usually drink alcohol at the facility reported increasing their consumption of alcohol there.

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**TABLE 8**

**CHANGES IN DRINKING PRACTICES OF FANS  
WHO USUALLY DRINK ALCOHOL AT THE FACILITY**

CHANGES	STADIUM		
	A	E	G
SAMPLE SIZE (Only fans who usually drink alcohol at the facility)	n=38	n=129	n=80
Decreased	47%	36%	33%
Don't Drink*	5%	10%	1%
Increased	3%	1%	4%
No Change	45%	53%	63%

\* Reported on a previous item that they usually buy either "mixed drinks," "beer," or "wine" at the facility.

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It is not possible to determine from these surveys the extent to which the decreases in consumption of alcohol can be attributed to stadium alcohol policies and how much simply reflects changes in society at large. Nevertheless, the evidence points to a reduction in alcohol consumption at these facilities.

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**FACILITY A**

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## **FACILITY A**

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### **Setting and Organizational Structure**

The facility is owned by the city and managed by the ball club. The city police force handles security at the facility.

The facility is serviced by public transportation. Very little parking is available.

Drinking establishments are located several blocks away.

### **Sources of Data**

The site visit was conducted during an evening game.

The primary respondent for this report was the Event Manager for the ball club. Information about concessions was provided by the General Manager for the concessionaire. Other respondents included the Head of Security and the Head Usher.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

During the 1960s and 1970s, alcohol was prevalent both in the stands and in management's offices. Changes in alcohol policies began in 1986 when a city ordinance that prohibited bringing alcohol into the facility was enforced.

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

TEAM was implemented by the ball club in 1987. Prior to TEAM, the only control over alcohol use in the facility was the city ordinance mentioned above. The General Manager for the concessionaire described the role of TEAM as that of heightening the awareness of the organization with regard to alcohol issues.

At roughly the same time that TEAM was introduced, the concessionaire began several initiatives aimed at reducing alcohol problems. These included:

- o Requiring server training of all servers of alcohol;

## **FACILITY A**

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- o Requiring alcohol servers to check the identification of all youthful appearing fans wanting to purchase alcohol;
- o Instructing servers to refuse service to intoxicated patrons.

The concessionaire's explanation for the initiatives was that the company was concerned about:

- o Liability resulting from alcohol incidents; and
- o Negative public opinion that could eventually translate into pressures to halt alcohol sales.

There were two primary reasons for the move by the ball club toward greater control over the use of alcohol:

- o Concerns about liability; and
- o The desire to create a Disneyworld-like atmosphere within the facility. In the Event Manager's words, "If you create that atmosphere, more families will come back more often than a single drunk."

In summer 1990, the ball club held a "beer summit" that brought together managers representing the ball club, concessions, and the police in an effort to reduce the number of alcohol problems further. The group examined their existing alcohol policies and procedures in an effort to identify opportunities for improvement.

Even though management is responsive to TEAM, it has taken time to win them over. In addition, it continues to be a challenge to motivate staff. This is especially true for part-time employees earning only \$5-\$6 per hour. Many of these individuals are reluctant to get involved in difficult situations. Furthermore, there is high turnover among these low-paid employees.

### **TEAM Training**

All staff receive TEAM training. Training is provided every March and is required for all staff, even if they have been trained previously. The Event Manager is the main TEAM trainer, though the concessionaire provides all the training

## **FACILITY A**

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given to its vendors and concessionaires. Because of their extensive and close interaction with fans, ushers are given additional training that includes 2 1/2 hours devoted specifically to alcohol and crowd control. Heavy emphasis is placed on role playing during the training in order to give employees experience with the types of situations they are likely to face in the facility.

In addition to TEAM training, concessionaires must complete a widely used server training program.

### **Communication with Fans**

Many alcohol safety messages are presented to fans on both the scoreboard and videoboard. In addition, the game program contains both ads and a narrative discussing the TEAM program. Signs are positioned above concession stands, and all servers of alcohol wear buttons with slogans cautioning against driving while intoxicated.

### **Alcohol Policies:**

**Outside the Facility.** Because of a restricted parking area, no tailgate parties are permitted. Furthermore, regulations prohibit alcoholic beverages in the parking lot.

**Admissions.** A city ordinance prohibits bringing alcohol into the facility. Ticket takers are instructed to send any fans approaching the gates with coolers, thermoses, and other beverage containers to one of two designated gates where thorough searches of those containers are made. In addition, ticket takers are asked to search bags that could be used to conceal alcohol.

Intoxicated patrons are refused admission to the facility. When ticket takers notice someone entering the facility whom they suspect is intoxicated, but they are not sure, they are expected to radio the appropriate usher with the individual's seat location. This warning alerts the usher to keep track of the individual and be ready to take action if necessary.

**The Sale of Alcohol.** The following policies govern the sale of alcohol at the facility:

## FACILITY A

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- o All patrons who appear to be 30 years old or younger must show valid proof-of-age;
- o Any alcoholic beverage not purchased through the concessionaire is confiscated;
- o Patrons may purchase up to four beers at one time;
- o Vending of beer in the stands ceases after the seventh inning or three hours after the scheduled first pitch, whichever comes first;
- o The size of a "large" beer has been reduced to 22 ounces;
- o Non-alcoholic beer is served in the facility;
- o The ball club is considering the creation of a "family" section for next season that would exclude alcohol.

**Problem Behavior.** The first line of defense is alerting staff about groups of fans likely to cause trouble. Many such groups arrive by bus and are known beforehand by facility personnel.

Another major tool in dealing with problem behavior is the presence of city police both outside and within the facility. The police within the facility are stationed on the promenade deck, a location from which they can quickly respond to requests for help from ushers.

The procedure for dealing with troublesome fans consists of three steps:

- o The initial response to most problems is to warn the perpetrator;
- o If the warning does not stop the problem, the fan in question is asked to leave the facility;
- o The police are called in as a last resort.

If necessary, the sale of alcohol is terminated in stages within an area where fans have become troublesome. First, vending in the stands is halted. If the trouble persists, then alcohol sales in the concession areas serving those stands also is ended. As a result, the fans causing the

## **FACILITY A**

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trouble must first leave their seats and then walk an extra distance to a concession area located in another seating area. Stopping alcohol vending has been necessary on occasion this year.

The police role at the facility is to enforce the law. Problems with fans are most likely during games which are promoted with large numbers of inexpensive seats or when many students attend games. Student groups often will first meet at a bar before taking a bus to the game.

Most police actions tend to be "general run of the mill" evictions, which are followed by arrests in those cases where the offenders resist the eviction.

The police officer in charge reported that he carefully monitors his officers to ensure that they strictly enforce the laws but are not overly aggressive. He explained that obtaining compliance from the line officers is simple -- if they don't follow the rules, they lose the privilege of working at the facility. Despite his emphasis on adherence to city laws that apply to the facility, the officer in charge stressed that he and his officers focus on courtesy and service and strive to "keep it a family atmosphere." For example, he reported ejecting a 20-year old male for shouting obscenities, even though the incident occurred well before the start of a game when few other fans were present.

Transportation for Intoxicated Fans. The ball club promotes both a designated driver and a "Cab Alert" program. The designated driver program is available through the seventh inning. Any fan wishing to participate can come to a booth in the concession area and obtain a bracelet that identifies the individual as a designated driver. Coupons for two free soft drinks are given to the designated driver, and the individual's name is recorded.

After the seventh inning, the "Designated Driver" sign on the booth is taken down, and another announcing the Cab Alert program is put up. Intoxicated individuals can surrender their keys at the booth and receive a free taxi ride home.

### Maintaining the TEAM Program

The General Manager for the concessionaire reported that the vendors are the weakest link in their alcohol control ef-

## **FACILITY A**

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forts. Most problems occur with young vendors assigned to selling brands of beer for which there is low demand. Vendors are paid relatively little, and turnover is common. One technique used to motivate the vendors is to explain that unless they police themselves, vending is likely to be abolished at the facility. In addition, vendors are fired for major infractions without the possibility of a second chance. In fact, the General Manager for the concessionaire makes sure that his supervisors catch one or two vendors committing an infraction each year so that he can make an example of them.

During 1990, the ball club developed a process of monthly meetings for usher supervisors. These meetings were directed toward a wide range of management issues, including dealing with alcohol problems. They also helped motivate supervisors to continue their support of TEAM policies.

Finally, a memorandum is distributed to all supervisors before every event. This memorandum is sometimes used to communicate messages related to TEAM policies and procedures.

### **External Influences on Drinking and the Control of Alcohol**

As discussed above, city ordinances govern the sale of alcohol at the facility.

### **Effects Associated with TEAM**

The police reported that relatively few incidents occur during most games. For example, it is common for 20 to 30 thousand fans to attend a game in which there are only a few ejections and not a single lockup. Interestingly, they reported being unable to predict which events would be associated with a high incidence of trouble.

One of the more dramatic changes in the facility has been the attitudes of the fans toward the police. The police reported that years ago, fans would boo whenever the police moved into the stands, regardless of the incident, which could be aiding a heart attack victim or stopping a fight. Now, fans will often cheer the police for removing a trouble-maker.

## **FACILITY A**

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Beer revenues have decreased slightly. Consequently, the increase in the control of alcohol at the facility has come at little cost in terms of lost revenues.

Few fans take advantage of the Cab Alert program, even though it is publicized on the scoreboard and view screen. Nevertheless, the General Manager for the concessionaire feels that the program brings the facility good publicity.

No record of incidents occurring prior to the Event Manager's arrival exists. Therefore, comparisons can not be made for the periods before and after TEAM implementation, even though incident records now exist for 1989 and 1990.

### **Recommendations About TEAM.**

The ball club is considering taking additional steps to control alcohol problems within the facility:

- o Reducing the number of beers (now four) that can be purchased by an individual;
- o Terminating all sales of alcohol after the seventh inning or after three hours of game time, whichever comes first.

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**FACILITY B**

## **FACILITY B**

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### **Setting and Organizational Structure**

The facility is owned by the county and is part of an entertainment complex that is surrounded by large parking lots. Thus, the nearest drinking establishments (mostly in hotels and motels) are some distance from the facility. While public transportation is available, most fans come by automobile.

### **SOURCE OF DATA**

The facility was visited during afternoon and evening games played on successive days during the weekend.

The General Counsel for the organization that manages the facility made the arrangements for the visit, provided materials regarding stadium policies and their implementation, and provided an overview and background of TEAM at the facility. The Risk Manager/Safety Director provided information about security issues. Extensive information about the concessions operation was provided by the General Manager of the concessionaire and his assistants.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

Changes in alcohol service at the facility began a decade ago with a change in management. Before the present management organization took over the facility, beer was used to boost attendance. For example, the facility:

- o Promoted nickel beer nights;
- o Distributed free beer after home runs;
- o Encouraged keg parties; and
- o Sold beer in 32 ounce containers.

Problems between management and staff occurred when the management organization took control of the facility. These problems were largely due to the arrival of a new management team from another part of the country (viewed as "outsiders"). Consequently, it took time to "smooth out the operation."

## FACILITY B

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### The Implementation of TEAM: Motivation, Timing, and Start-up Issues

Senior management of the management organization responded to the initial requests from Major League Baseball and the National Highway Traffic Safety Association for participation in TEAM. Management attended a TEAM training session conducted in San Diego and began implementing the TEAM program at the facility in 1987.

There were three basic reasons for the management organization's receptiveness to the TEAM program:

1. Concerns about liability issues regarding suits that could be brought against the company as a result of alcohol-related incidents;
2. A desire to avoid embarrassment resulting from publicity associated with alcohol-related incidents; and
3. A view that alcohol use within the facility must be carefully controlled in order to avoid imposition of severe restrictions, or even the elimination of alcohol from the facility. Such restrictions could result from public reactions to excessive drinking and its untoward consequences.

Additionally, the president of the concessionaire organization had explicitly stated that the company must provide alcohol to the public in a responsible manner, even at the cost of reduced sales. Thus the primary target of the company's efforts to promote responsible drinking became the heavy drinker.

Adoption of TEAM at the facility was greatly facilitated by support from the concessionaire's staff. Their enthusiasm for TEAM and persistent efforts to ensure that the program is implemented contributed to the full-scale adoption and implementation of TEAM at the facility.

One respondent thought that this was probably the first facility in the country to have all employees trained by TEAM.

Due to strong support from upper management of both the management organization and concessionaire, the implementation of TEAM proceeded smoothly.

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### **TEAM Training**

After the facility mandated TEAM training for its employees, the State created a certification program for servers of alcohol. Even though certification is not yet mandated by law, the facility elected to require State certification for all of its staff who serve alcohol. However, the State's certification training does not fully meet the needs of the facility, primarily because State alcohol training is necessarily applicable to many other types of settings and does not deal in sufficient detail with the special needs of the facility. Consequently, TEAM training was modified in two ways:

- o It emphasized the special circumstances of the facility that were not dealt with in the State training program; and
- o Some of the redundancy between the State and TEAM training was eliminated.

All staff involved in serving alcohol must receive training from the State and pass a written test in order to become certified by the State. Certification training must be repeated every two years. In addition, all employees who interact with fans must complete TEAM training.

TEAM training is conducted by facility staff who were trained by managers who participated in NHTSA TEAM training. Because of the high turnover in staff, TEAM training is provided for new employees every few weeks.

An early problem involved staff apprehension in identifying intoxicated patrons. Some staff apparently felt they had to assess every patron with whom they came into contact, and they were nervous about their ability to make accurate assessments. Staff anxiety was dealt with by revising TEAM training to stress that staff need only apply common sense and be aware of obviously intoxicated individuals.

### **Communication with Fans**

A combination of media are used to communicate the facility's TEAM policies to fans:

- o Signs at each entrance specify the rules;

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- o At least twice during the season, game programs list facility rules for fan behavior;
- o Game programs contain full-page responsible drinking messages;
- o The large telescreen and many monitors placed around the facility carry responsible drinking messages during games;
- o Alcohol servers wear TEAM buttons.

The concessionaire management believes that many patrons do not see the extensive signs. Therefore, they train the concessions staff to approach patrons directly whenever a problem or potential problem arises and to verbally describe the relevant policies in a friendly manner.

### **Alcohol Policies:**

**Outside the Facility.** No drinking is allowed in the vast parking area surrounding the facility. Tailgate parties are prohibited. At one point, management considered relenting on its prohibition of tailgate parties. However, the policy remains unchanged because of the warnings received from NHTSA about the problems that would result.

The only modification in the policy contemplated at this time is to allow non-alcohol tailgate parties.

**Admissions.** The facility does not allow patrons to bring any alcohol into the facility. State law forbids fans from bringing liquor, but not beer, into the facility. However, the facility took the additional step of prohibiting the carrying of any alcohol into the facility. Search procedures for contraband alcohol are somewhat stricter in those areas of the facility that serve liquor than they are in those where only beer is sold.

**The Sale of Alcohol.** The following policies regarding the sale of alcohol are enforced by facility staff:

- o No sales of alcohol to underage (under age 21) patrons;
- o Liquor and wine can be sold and consumed only in designated areas, and no alcohol can be taken out of these areas;

## FACILITY B

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- o The maximum container size of beer sold at the concession stands is 18 ounces;
- o Vendors in the stands carry only 12 ounce cans which are poured into cups that are then given to the fan. This is smaller than the 16 ounce containers that were sold before TEAM;
- o The vending of beer in the stands stops after the seventh inning;
- o No intoxicated patrons are served alcohol;
- o The quantity of alcohol purchased by fans is monitored wherever possible, especially in boxes, and questioned whenever the amount appears excessive;
- o By State law, patrons sitting in a box who want alcohol served within the box must hire a server provided by the facility;
- o No limit is placed on the number of beers that an individual can purchase at one time.

An example will help convey the seriousness and vigor with which these policies are enforced. An empty liquor bottle was found in a "non-alcohol" box after a game. The individual who had rented the box was telephoned and threatened with losing the privilege of renting boxes. In addition, the presence of a facility monitor was required the next time the individual and his group rented a box, even if they planned to have no alcohol served.

**Problem Behavior.** The facility management emphasizes prevention of problems. For example, all staff are instructed to be alert for obviously intoxicated patrons as part of their TEAM training. Staff who sell alcohol are trained not to sell alcohol to intoxicated patrons, and other staff who notice intoxicated patrons alert ushers and security to keep an eye on these individuals. This happens, for instance, when a ticket taker notices that a patron entering the facility appears to be intoxicated.

In general, it is concessionaire procedure to strictly enforce facility policies. Staff are trained to:

- o Intervene immediately when a fan behavior problem is detected;

## FACILITY B

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- Make every effort to resolve the incident peacefully; and
- Call security when fans do not respond to polite requests.

At considerable cost, the concessionaire has chosen to pay for a large security force that is both highly visible and able to respond quickly to incidents.

One policy that greatly bolsters staff adherence to TEAM procedures is that supervisors and management always back-up staff. For example, if a vendor refuses to sell beer to a patron he or she believes is intoxicated, no supervisor will overrule the decision.

Teenagers who have been drinking before they arrive at the facility constitute a difficult problem. However, respondents reported that there is not much the staff can do.

Transportation for Intoxicated Fans. While the facility encourages the use of designated drivers by fans, alcohol servers are instructed to treat the members of groups having a designated driver the same as any other fan. That is, fans are not allowed to become intoxicated simply because someone else will be doing the driving.

Intoxicated patrons are made to leave the facility in one of three ways:

- A sober spouse or friend may take responsibility for getting them home safely;
- The security staff will call a cab for an intoxicated driver; or
- The police will arrest the intoxicated individual.

The management organization decided against offering free rides to intoxicated patrons for two reasons:

- They were concerned that the service would be abused by fans simply wanting to take advantage of a free ride; and
- They wanted to avoid problems associated with becoming responsible for automobiles left in the parking lot by intoxicated patrons.

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### **Maintaining the TEAM Program**

Managerial style appears to play a significant role in the operation of TEAM. For example, considerable efforts are directed toward creating a feeling of hospitality and responsibility among staff. On the one hand, employees are encouraged to view patrons in the same light as they would guests coming to their own homes. The importance of every fan is impressed upon them, and the impact on their jobs of losing fans is stressed. On the other hand, management conveys to staff the message that selling alcohol is a privilege that can be removed if staff fail to serve alcohol and monitor fans in adherence with all State laws and facility rules.

Two closely related problems were mentioned by several respondents, but neither was deemed significant:

- o Much of the staff that interacts with the public is part-time and paid only the minimum wage; and
- o Turnover creates the need for frequent TEAM training sessions and dictates extra vigilance by supervisors.

There are other problems that must be dealt with. For example, there is the constant need to make sure that staff check the ages of young patrons before selling them alcohol. Another problem is the difficulty vendors have of assessing whether a patron seated in the stands is intoxicated. The vendor does not have the opportunity to observe the fan walking, and typically interacts with the patron at a distance.

One way in which management deals with the problems involving vending is to threaten vendors with the cessation of vending. In fact, management would like to discontinue vending. They feel there would be fewer problems (especially the difficulty of judging intoxication levels of fans sitting in the stands) and fans might be inclined to make fewer purchases if they always had to go to the concession stands to obtain beer.

### **External Influences on Drinking and the Control of Alcohol**

As described above, the State has instituted a training and certification program for servers of alcohol.

## **FACILITY B**

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One of the motivating forces for the facility to continue with strong efforts in implementing its alcohol policies is the presence of the Alcohol Beverage Commission (ABC). The ABC makes frequent, unannounced visits to the facility to check whether underage and intoxicated patrons are being served alcohol.

Finally, MADD is quite active in the area.

### **Effects Associated with TEAM**

Interviewees reported that alcohol sales declined roughly 12 percent over the previous four years.

The situation at the facility has been reversed to such an extent that several respondents now report having more trouble with the few people who disobey the no smoking policy than they do with alcohol-related issues. Respondents reported two dramatic indicators of the facility's success:

- o Virtually no contraband alcohol containers have been discovered among the refuse that is cleaned up after games. The Risk Manager reported finding only two empty bottles during the four years he has worked at the facility;
- o The facility has not received a single citation from the ABC during the ten years during which the present management organization has managed the facility. This contrasts with the last day the facility was under the management of the previous company during which the ABC wrote more than one hundred citations.

In general, the Risk Manager attributed the apparent absence of smuggled alcohol and the paucity of alcohol incidents to word-of-mouth reports that the facility takes its alcohol policies very seriously. In addition, he believed that the whole spectrum of facility rules contributes to the typically orderly atmosphere in the facility. For example, the facility enforces a dress code that requires fans to wear shirts and shoes. Together, this rule and the other guidelines for fan behavior may create the family atmosphere desired by management. In his words, fans learn that "this is not just a big bar."

**FACILITY B**

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**Recommendations About TEAM.**

Respondents were pleased with TEAM and reported no negatives about the program.

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**FACILITY C**

## **FACILITY C**

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### **Setting and Organizational Structure**

The facility is owned by the city and administered by the city's Department of Parks. The ball club has been a tenant in the stadium since its opening and is responsible for most aspects of its operation. There are some exceptions however. For example, the city handles plumbing, electrical work, and painting in the stadium.

Public transportation to the facility is available.

There are no bars in the vicinity of the stadium.

### **Sources of Data**

The site visit was conducted during a well-attended Saturday afternoon game.

The primary contact for this report was the Stadium Director (who is also a Vice President in the ball club organization). In addition, information concerning concessions was provided by the concessionaire's Vice President of Operations and the Concessions Manager at the facility. The Chief of Security, Assistant Chief of Security, and a security supervisor provided details concerning the security operations. Finally, the Hostess of a stadium lounge described her role as one of the TEAM trainers.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

Both the ball club and concessionaire have attempted to control drinking at the facility for many years. For example, the concessionaire initiated its own alcohol awareness program in 1985 and required every employee to receive training. More recently, all employees have been required to be trained and certified in a widely used server training program.

The concessionaire's interest in controlling drinking stems from:

- o Concern about liability issues;
- o A desire to avoid jeopardizing lives; and

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- o An interest in creating a family atmosphere.

Prior to TEAM, the ball club introduced other alcohol management programs to its staff. For instance, following the 1985 season, it organized a five-part Prevention, Education, Alertness, Confrontation (if necessary), and Enforcement (PEACE) program. In 1987, they updated the PEACE program and added "Three Paths to Improvement" that consisted of (1) "Selling Courtesy Throughout Games to Fans," (2) "Improved Vigilance by Ballpark Personnel," and (3) "Enforcement of Stadium Procedures/Policies."

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

The push for the ball club to join TEAM came from both Major League Baseball and the National Highway Traffic Safety Administration. The ball club began formulating plans for its involvement during 1987. The decision to become involved with TEAM was made at the top management levels of the ball club, and once the decision was made, the staff participated enthusiastically.

A primary motivation was the desire to create a "family atmosphere" within the stadium. For example, the 1990 Information Manual that was distributed to all staff states, "ALCOHOL MANAGEMENT POLICY -- The ball club's number one priority has always been to make [the stadium] the place to go for great baseball in a safe, enjoyable, family atmosphere".

### **TEAM Training**

Thus far, over 2,000 facility employees have received TEAM training. Roughly 1,500 were trained during TEAM's first year and another 500 the following year. No TEAM training took place this year because the only two rooms large enough were unavailable.

Training is conducted by three employees of the ball club who deliver four-hour sessions to groups having a maximum size of 70. Trainers were trained by the National Highway Traffic Safety Administration. An effort has been made to train everyone, including ticket sellers, vendors, security, parking lot attendants, ushers, front office personnel,

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electricians, police department officers who serve on details at the stadium, and representatives from the Commissioner's Office. Although training is not required, a log is kept with the names of everyone who attended training, and efforts are made to entice into training those who have not yet attended. TEAM training is presented as an integral part of "Spring Training" for new employees, and employees are offered both four free game tickets and credit toward their individual bonus for their participation, but they are not paid .

The ball club and the concessionaire developed their own employee handbook. It begins with the standard TEAM training manual and then presents specific policies of the ball club and the concessionaire. In addition, the manual details responsibilities in the area of alcohol issues for each category of employee.

TEAM trainers who were interviewed during the site visit were enthusiastic about the training and reported receiving extensive positive feedback from trainees.

TEAM training is given only to new employees. At the present time, there is no provision for refresher courses.

### **Communication with Fans**

At the first game of the season, a "Warning and Notice" is distributed to fans in all of the stadium parking lots. This notice warns that, "NO PERSON SHALL DRINK OR CONSUME AN ALCOHOLIC BEVERAGE, OR POSSESS WITH INTENT TO DRINK OR CONSUME, AN OPEN CONTAINER WHICH CONTAINS AN ALCOHOLIC BEVERAGE, IN ANY PUBLIC PLACE EXCEPT FOR WHICH A PERMIT HAS BEEN OBTAINED."

At the start of every game, the TEAM logo is shown on a large screen, while an accompanying public address announcement informs fans of the stadium alcohol policies.

### **Alcohol Policies:**

**Outside the Facility.** Tailgate parties are permitted only if they meet two criteria: (1) they do not take up any extra parking spaces, and (2) no alcohol is consumed.

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The police department has a mini precinct at the stadium and is in charge of traffic and crowd control outside the facility.

**Admissions.** The ball club has always checked fans (at all entrance gates) for bottles and cans upon their entering the facility. In 1988, before TEAM, the process was beefed up to include searching containers that could be used to smuggle mixed drinks into the stadium. Claim checks are available for coolers and other banned items so that fans can check them at the gate.

Prior to the start of each game, four security staff are stationed just outside each gate, and another four are stationed just inside. In addition to searching for contraband and identifying intoxicated fans attempting to enter the stadium, the presence of these security staff helps send a message to fans that stadium regulations will be enforced. Intoxicated patrons are refused admission to the facility. In addition, both ticket takers and ushers are instructed to alert security staff to the presence of fans they think could become troublesome.

**Alcohol Sales.** No vending of beer in the stands is allowed either after the seventh inning or two hours after game time, whichever comes first. The two-hour clock keeps running even if a game is delayed, such as by rain. Concession stands stop selling alcohol at the end of the eighth inning, and there is no sale of alcohol during extra innings.

Fans sitting in "suites" can not bring alcohol in or out of their seating area. In addition, a server must be hired from the concessionaire if alcohol is to be sold, and a monitor checks each suite during the game. If fan behavior within a suite begins to get out of control, the servers reduce the amount of alcohol in mixed drinks. This procedure appears to work well.

Fans may purchase a maximum of four beers at one time. The largest beer sold is 22 ounces. No concession stands are devoted exclusively to beer, and no discounts are given for the purchase of larger amounts of beer.

**Problem Behavior.** Care is taken to ensure that the number of security staff on hand are adequate for the number of fans attending the games. For example, in previous years when attendance was low, the facility averaged 70 security

## FACILITY C

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staff for each game. Now that attendance is much higher, the average number of security staff has increased to roughly 130 per game.

During games, task forces of security staff consisting of a sergeant and three officers rove the stadium looking for problems. The philosophy behind these task forces is twofold. First, problems will be discovered more quickly if the security staff actively searches for them. Second, a small group of security personnel will be able to deal with most problems much more decisively than a single individual.

Friday and Monday nights have traditionally produced the most fan problems. Monday night patrons are probably not season ticket holders and seem to consist of a higher than usual percentage of males. Currently, Monday night games result in more difficulties than those on Friday nights.

The most troublesome fans tend to be off-duty policemen, firemen, highway patrolmen, transit police, and housing police who come to games on chartered buses from the city and from surrounding jurisdictions. Many apparently wait for their bus at a bar and then continue drinking while on the bus. On occasion, entire busloads of patrons have been refused admission to the stadium.

A computer printout of all group ticket sales is made available to the security staff so that potentially troublesome groups can be identified in advance. Security supervisors are alerted and informed of the seating locations of these individuals.

When identifiable groups of fans, such as those who come together on a bus, cause problems at a game, the group sponsors or leaders are contacted following the game and informed that their behavior is unacceptable. In addition, as part of a monitoring process, representatives from the sales staff visit every group that purchased group tickets during a game.

When members of a group cause problems, the security staff attempts to identify "the most mature person" in the group. They then politely request the individual's cooperation in calming down the group and, at the same time, make clear that troublemakers who persist will be ejected from the stadium.

## **FACILITY C**

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Another tactic used in areas of the stands where fans have become overly boisterous is to halt the vending of beer.

Three years ago, a single Fan Relations Counter was set up in the stadium. One of its key functions was to provide fans with a means for informing the security staff about disruptive behavior without having to do so in front of the troublemakers. The Counter proved so effective and so popular that there are now ten of them spread throughout the stadium. The purpose and location of the Fan Relations Counters is announced over the public address system. In addition, fans are instructed to report problems without attempting to intervene. Staff supervisors regularly check in at these Counters to find out about any problems falling within their domain.

Attendants have been stationed in all bathrooms, and the walls are being painted white in an effort to make them less gloomy. Together, these actions are expected to result in better maintained bathrooms which will contribute to a more positive atmosphere at the stadium.

Transportation for Intoxicated Fans. Concessions staff are trained to call the security staff whenever they encounter an intoxicated patron. Once an intoxicated patron is identified, regardless of by whom, the security staff obtains the seating location of the individual. The individual is asked to hand over his or her car keys and to wait in the first aid area until a ride home is available. An effort is made to have friends accompanying the individual provide a ride home, or calls are made to the individual's home to locate someone willing to provide a ride. If the individual is judged too drunk to drive, and no sober driver can be found, the police are called. This was necessary only once during the current season.

Neither designated driver nor safe ride programs are available at the facility.

### Maintaining the TEAM Program

According to the Stadium Director, the key to maintaining an active TEAM program is "the tone set by management." Management must be persistent and must continue reinforcing staff for taking actions to control the sale and consumption of alcohol. It is also very important to communicate to em-

## **FACILITY C**

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ployees that "the purchase of beer is a privilege, not a right." Furthermore, employees must feel confident that they cannot get into trouble for refusing to sell beer to a fan.

A primary motivating force for the security staff is simply "self-protection." Security managers note that it is much more effective to stop problems at the gates than it is to deal with them in the stands. Similarly, the sooner the security staff can identify and intervene in a problem, the more likely they are to minimize the chances for a serious confrontation.

The concessionaire hires several people whose sole function is to monitor the sale of alcohol. Their job includes observing whether vendors and concessionaires are selling to underage or intoxicated fans.

Vendors are a potentially weak link in the concessionaire's efforts to control the sale of alcohol. They tend to be young, and are paid by commission. Furthermore, they can easily be surrounded by fans and intimidated. In order to counteract these potential problems, the concessionaire requires most employees to work in other positions for three years before becoming beer vendors. Furthermore, anyone caught selling to underage fans is fired, without exception. The strict enforcement of this policy seems to convince vendors that it is not worth jeopardizing their lucrative jobs, in which they can earn two to three hundred dollars for three hours of work.

The selection of security staff is important to effective stadium control. The Chief of Security explained that he prefers ex-police officers because they have considerable experience with crowd control and with taking abuse.

### **External Influences on Drinking and the Control of Alcohol**

Two years ago, the facility added a family section in compliance with State regulations. Two percent of the seats in the stadium must be alcohol-free, and the vending of alcohol is prohibited in 5% of the seats. However, these sections are not popular and are the last to be filled, despite advertising. Next year, 4% of the seats in the stadium must be alcohol-free, and the year after that the figure increases to 6%.

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### **Effects Associated with TEAM**

The primary contribution of TEAM was to formalize the many informal alcohol policies and practices which already existed. Before TEAM, the various alcohol control efforts were "hit or miss."

In earlier years, it was common to have 30 to 50 alcohol-related ejections during a Friday night game. By contrast, there were only two alcohol-related ejections during the Friday night game that immediately preceded the site visit.

The bleacher sections produce few problems even though four to five large groups typically sit there. One spokesperson explained the absence of problems with two observations. First, fans sitting in the bleachers tend to eat more than other patrons. Second, they must walk some distance in order to obtain beer, since there is no vending within the bleachers.

The security management feel that "the word is out" concerning their strict enforcement of alcohol policies. As evidence, they note that they used to confiscate 50-60 beers and bottles at each gate prior to TEAM. Now, almost nothing is confiscated. Furthermore, there do not seem to be as many young men drinking in the stadium as was the case in previous years.

The concessions management noted two important changes over the last few years. First, fan behavior has improved markedly since the mid 1980s. Second, beer sales have dropped dramatically, resulting in the loss of millions of dollars of revenue. Some of the lost revenue has been made up through increased sales of food and non-alcoholic beverages. However, there is no substitute that approaches the profitability of beer. Despite the drop in revenue, the ball club has not pressured the concessionaire to increase alcohol sales.

### **Recommendations About TEAM**

No suggestions were made for modifying the TEAM program. However, some respondents made the following recommendations for any facility wanting to introduce and maintain an effective TEAM program:

- o Leadership must come from the top down.

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- o Follow-up is the key.

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**FACILITY D**

## **FACILITY D**

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### **Setting and Organizational Structure**

The facility is owned by the city and is located a short distance from the downtown area. Because the stadium is surrounded by large parking lots, drinking establishments are some distance away. Public transportation is available.

### **Sources of Data**

The facility was visited on a day when no game was played.

The primary spokesperson during the site visit was the Director of Stadium Operations for the baseball club. Other respondents included the Director of Events for the company that manages the facility, the Division Manager for the concessionaire, and the Supervisor of Security for the security subcontractor.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

The impetus to control the sale and consumption of alcohol at the facility came from the ball club and the concessionaire. The concessionaire took the initiative to develop its own alcohol manual and has a long-standing policy of hiring compliance officers to enforce its alcohol policies. In addition, all servers of alcohol are required to be trained in a widely used server training program.

Efforts to control the sale and consumption of alcohol began prior to introduction of TEAM in 1987. While alcohol was not considered a major problem, alcohol issues constituted the largest category of written complaints received by the stadium. Consequently, it was decided during the baseball club's management meetings that a comprehensive effort would be made to deal with alcohol. For example, as a result of these meetings, ushers were instructed to report problems that they observed to the security staff. Prior to this initiative, the ushers simply wiped seats. Also, family sections were created.

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

The impetus for involvement with TEAM came from the baseball club. TEAM was seen as a useful vehicle for creating the

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desired family atmosphere at the facility. In addition, respondents pointed out that liability costs "are becoming extraordinary."

Respondents also mentioned that the Liquor Control Board is quite active and makes frequent, unannounced visits to the facility. Many of these visits involve the use of undercover investigators.

In 1988, two officials from the ball club participated in a four-day TEAM training workshop at Chevy Chase, MD. Upon their return, they met with key people throughout the facility in order to pass on what they had learned.

### **TEAM Training**

All new employees receive training that is tailored to their specific jobs, and are then turned over to experienced employees. However, there is no formal TEAM training for employees.

All servers of alcohol are required to complete a widely used server training program. These servers are not exposed to more general TEAM training in order to prevent their becoming confused about two training programs.

### **Communication with Fans**

The TEAM logo is printed on every ticket, and TEAM messages are announced over the public address system before the game. Signs at the gates ask fans to prevent drinking patrons from driving.

### **Alcohol Policies:**

**Outside the Facility.** Tailgate parties are permitted in the parking lots, though there is growing sentiment within management to eliminate them. In earlier years, many fans would participate in tailgate parties well into a game and then come staggering into the stadium. Now, the police intervene when the game starts and ask fans to end their parties and attend the game.

**Admissions.** Until recently, regulations prohibiting fans from bringing alcohol, cans, and bottles into the facility

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were strictly enforced with rigorous searches. In an effort to minimize the intrusion on the vast majority of fans who obey the regulation, new tactics have been implemented. First, two guards posted at each gate single out and thoroughly search only those fans they believe are most likely to attempt smuggling contraband into the stadium. Second, instead of asking fans to open their bags, baskets, and other potential hiding places for alcohol, the guards simply feel the weight of the container and are usually able to rule out on that basis the possibility of holding alcohol.

### The Sale of Alcohol.

Concession stands sell beer either in 18 or 20 ounce containers, while vendors offer only 16 ounce cups of beer. A maximum of two beers may be purchased at one time by a customer. Beer sellers are instructed to check the identification of anyone who appears less than 30 years old.

Originally, the staff ran into problems attempting to check the identification of fans wanting to purchase alcohol -- many individuals came without their wallets and, hence, without identification. Now, the fans have learned that they will be required to provide identification, and most of them come prepared.

Between five and twenty alcohol supervisors (four of whom wear plain clothes) are hired for each game. Their primary function is to observe customers in order to determine whether underage or intoxicated patrons are being served.

If staff become suspicious that adults are purchasing alcohol for minors, they notify the security staff. Security, in turn, check the identification of all fans involved.

Beginning in 1989, vending of beer in the stands stopped at the end of the fifth inning. Previously, vending ceased at the end of the eighth inning. All beer sales end after the eighth inning.

"Family sections" have been created in which both smoking and drinking is prohibited.

Sellers of alcohol and security personnel are shown a book of false identification cards in order to help them detect fake IDs.

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**Problem Behavior.** Stadium staff track groups of individuals likely to cause problems. These are either individuals noted because of unruly behavior while entering the stadium or particular groups that have caused trouble in the past. Their seating locations are given to a dispatcher so that security can keep an eye on them.

One of the first steps taken to control unruly fans is shutting off the vending of beer in their seating section. The security staff then can better observe those fans wanting to drink, since these people must walk to a concession stand and must speak with the beer seller.

The security staff patrol the stands looking for bottles of alcohol that have been smuggled into the stadium. Between innings, they walk to the bottom of the seating sections and look up at the fans in order both to make themselves prominent and to locate problems.

When an intoxicated person engaging in unruly behavior is brought to the attention of the security staff, the fan is ejected but held until a sober driver can be located to take him or her away from the stadium. If the intoxicated person is a minor, either the parents must come for the youth or an adult accompanying the youth must sign for him or her.

However, if intoxicated fans are not bothering anyone, the security staff does not intervene.

A security dispatcher continuously scans the stands with binoculars in order to locate fans causing problems. The security staff then deal directly with minor problems but call the police for major incidents. Recently, the facility began paying for one police officer to be stationed at the stadium so that the police are readily available when needed.

The general admissions area is the source of most problems. Tickets in this area are inexpensive, and many heavy drinking males are attracted to this location.

**Transportation for Intoxicated Fans.** The facility promotes both designated driver and safe rides programs. Fans interested in serving as a designated driver are offered free soft drinks if they sign up for the program at a booth. Drivers who become too intoxicated to drive safely can obtain a free taxi ride home as part of the facility's safe ride program.

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### Maintaining the TEAM Program

Management believes that the continuing success of the TEAM program depends to a large extent on maintaining a cooperative effort among the several staffs that are involved with alcohol issues. One mechanism used at the facility is the holding of "summits" prior to games where trouble is expected. Summit meetings bring together management from the different staffs to discuss a wide range of issues pertaining to controlling fans at a forthcoming game, such as one where an especially heated rivalry exists with the opponent.

Respondents also noted that many of the managers came to the facility at the same time and have now had the opportunity to develop together as an effective team.

Management reported that staff who vend beer or sell it in concession stands understand the importance of the public's perceptions of the environment at the stadium. They are aware that some facilities do not allow the sale of beer and realize that unless they adhere to their alcohol policies, a public backlash against drunken behavior at the stadium could result in the cessation of all beer sales and the loss of their jobs.

Any vendor caught violating an alcohol policy, such as selling to underage fans, receives a minimum three-game suspension. A second offense results in termination.

The President of the ball club and upper management fully support the efforts of the staff to control the sale and consumption of alcohol within the stadium.

Shortly after the TEAM program began, many staff reported being fearful of making mistakes. Subsequently staff have been instructed to follow their instincts involving how to handle alcohol issues, and to simply do the best they can.

Ushers have become very involved in the process of controlling alcohol-related problems, because, ultimately, it makes their jobs easier when the problems are dealt with early on, before they escalate. Furthermore, they receive strong backup from management.

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### **External Influences on Drinking and the Control of Alcohol**

The city has been involved in an extensive crackdown on drinking and driving. Many roadside checkpoints have been stationed by the State Police on the main roads leading to the stadium (instigated by MADD), and there has been an extended media campaign. Support from the mayor and other town officials has been strong and prominent.

Fans are increasingly willing to come forward and report disturbances. Respondents who noted this phenomenon attributed it to "changing times."

### **Effects Associated with TEAM**

One of the major influences of TEAM has been to create an environment at the facility in which everyone is aware of alcohol issues and where the different staffs work together. For example, prior to TEAM, the security and concessions staffs operated independently of each other. Now, they work closely together.

Increased efforts to reduce alcohol sales to underage patrons have resulted in double the number of false identifications that have been confiscated.

One respondent indicated that TEAM has contributed to substantial savings in insurance claims.

Beer sales were reported to have decreased approximately two percent since TEAM was implemented.

The policy prohibiting fans from bringing alcohol into the stadium has been extremely successful. For example, it is rare for the security staff to catch more than one individual per game drinking contraband alcohol. In addition, the facility now averages two to three alcohol-related ejections per game, a rate with which management is comfortable, though it would prefer even fewer ejections.

Respondents referred to a number of techniques for managing alcohol issues learned from TEAM materials that have been adopted by the facility. For example, the reduction in the number of innings during which beer is vended in the stands (from eight down to five) followed management's participation in TEAM training. Similarly, the decision to check the

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identification of everyone wanting to purchase alcohol who appears to be under the age of 30 was stimulated by that initial TEAM workshop.

It has been necessary for the security staff to call for police assistance in the stands only twice in the past two years, and one of the times occurred during a football game.

The Supervisor of Security cautioned that incident logs might appear to indicate that the number of alcohol incidents has increased since the introduction of TEAM. However, he believes that the reason is simply that the security staff has become more sensitive to alcohol incidents as a result of their participation in TEAM. Thus they are reporting more incidents at the same time that the actual number is probably decreasing.

TEAM is relevant to two of the five unions involved in operating the facility -- concessions and ushers/ticket takers. The presidents of both unions support TEAM and see the program as reducing the problems faced by their members.

### **Recommendations About TEAM**

Respondents made the following suggestions:

- o A small pocket-sized TEAM manual that could be carried by employees during games would be helpful. It should be a condensed version of the larger manual;
- o The main ingredient necessary for a successful TEAM program "is that support for TEAM come from the top down;"
- o TEAM is a good program that helps everyone, but in order for it to be effective, it must be tailored to the specific needs of each facility where it is adopted.

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**FACILITY E**

## **FACILITY E**

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### **Setting and Organizational Structure**

Facility E is owned by the city, and events are run by the baseball club. There are no serving establishments in the immediate vicinity of the stadium.

### **Sources of Data**

A series of meetings were held with the Director of Stadium Operations for the ball club; the Assistant General Manager for the concessionaire; a representative from the sub-contractor for security services; other security personnel; ushers; and vendors. The contractor also observed two evening baseball games and other aspects of stadium operations.

The ball club provided the contractor with survey data collected from fans and employees.

Information about TEAM was also available in several manuals and other documents provided by the ball club.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

The ball club had introduced policies to reduce alcohol-related problems prior to TEAM. For example, in 1985 they stopped allowing beverage containers into the stadium and stopped the sale of beer at the end of the seventh inning.

The subsequent adoption of TEAM provided a structure for making additional changes and increased the cohesiveness and comprehensiveness of their alcohol policies.

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

TEAM was introduced in 1988. The Director of Stadium Operations noted that Major League Baseball first attempted to introduce TEAM to the ball club in 1987. He postponed implementation for one year, because the invitation to begin TEAM came only three months before the 1987 season was to start. Ball club management was supportive of the concept.

## FACILITY E

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### TEAM Training

Training is provided by an outside trainer who developed a training curriculum tailored to the ball club after being sent to the "trainer of trainers" program.

TEAM training is a condition of employment for all stadium personnel who interact with fans (e.g., ticket sellers, ticket takers, ushers, concession stand servers and beer tenders, private security personnel, etc.). The training takes approximately four hours. Staff are paid to attend (except sub-contracted security staff who are given free game tickets). Other efforts to emphasize the importance of training and assure attendance include providing food during training, sending out reminder notices to staff, and giving staff a choice in dates on which to participate. Efforts are made to professionalize the training and communicate the idea that the ball club is committed to TEAM. The Director of Stadium Operations attends almost all training sessions, communicates his support of TEAM training, and emphasizes that management will support employees' actions to enforce alcohol policies.

Employees performing different functions (e.g., security and vendors) are trained together. The Director of Stadium Operations and others felt this was a critical aspect of the program, because it sets a "universal standard" of performance, gives employees a better understanding of how their actions affect one another, and publicly defines the responsibilities of different employees.

Because of the large turnover in staff each season, TEAM training must be repeated each year. No refresher training has been conducted as yet.

The content of training has been modified as needed based on recommendations of staff and the trainer.

TEAM training is bolstered by use of training/policy manuals. For example, the Employee Guide provided by the vendor and the Employee Handbook prepared by the ball club in cooperation with Major League Baseball provide information about the scope of the national drunk driving problem, BAC information, effects of various doses of alcohol, the legal responsibilities of servers, and ball club alcohol policies.

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Employees completing TEAM training are awarded a certificate signed by the Director of Stadium Operations. All trained staff are required to wear TEAM logo lapel pins.

Although some changes in training were recommended (see below), all staff reported that the training was of very high quality.

### **Communication with Fans**

There are no signs specific to TEAM in the stadium. This is because the stadium is a multiple use facility, and other users (e.g., football) do not participate in TEAM. However, generic signs concerning alcohol use are used in the stadium. For example, the video scoreboard displays anti-drunk driving messages, the beer concessions have signs warning fans that sales will cease at the end of the seventh inning, etc.

In general, the Director of Stadium Operations felt that much more publicity about TEAM was needed among fans and the general public.

### **Alcohol Policies:**

**Outside The Facility.** Tailgate parties are not under the control of the ball club, since the parking area surrounding the stadium is controlled by a contractor who is accountable to the city. The contractor has not participated in TEAM. In order to institute a policy prohibiting tailgate parties, it would be necessary to include other users of the stadium in the decision making. Furthermore, the football team would be concerned about the possibility of reduced attendance resulting from the elimination of tailgate parties.

The parking lot is patrolled by city police.

**Admissions.** TEAM policies prohibit fans from bringing alcoholic beverages into the stadium, and no bottles, cans, or liquid containers can be brought in, regardless of their contents. Security personnel stand at the ticket gates and randomly inspect packages, handbags, etc., for contraband. Large trash containers are placed at the gates to accommodate contraband that fans do not wish to return to their

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vehicles. Security, ticket-sellers, and ticket-takers prohibit anyone from entering the stadium who is intoxicated.

Alcohol Sales. Alcohol sales policies include the following:

- o Vendors are required to take precautions to deny service to intoxicated or underage persons. For example, anyone who appears to be under age 30 is asked for identification.
- o Concession stand and beer cart sales are stopped after the seventh inning ends. Alcohol is served in club facilities during later innings but cannot be brought into the stands.
- o Patrons are limited to two containers of beer or wine per purchase.
- o The size of beer containers has been reduced to 16 ounces (it was once as large as 27 ounces).
- o There is no vending of alcohol in the stands.

Problem Behavior. Ushers, security, concessionaires, and other staff are expected to monitor the stands and other stadium locations carefully for problem behavior. Warnings and ejections may take place for behavior such as possessing alcohol without proper proof of age, providing alcohol to underage fans, rowdiness, etc. If necessary, serving of alcohol can be discontinued in parts of the stadium.

No police work inside the stadium.

Ushers and security personnel maintain records of alcohol-related incidents and offenders.

Transportation for Intoxicated Fans. At present, there is no designated driver or safe rides program at the stadium. There are tentative plans to institute a designated driver program next year. The program would offer designated drivers coffee or soft drinks, and prizes might be awarded in an effort to publicize the program. Booths to sign up designated drivers would be used. The Director of Stadium Operations has visited other stadiums using designated driver programs to learn more about them.

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If a fan is ejected from the facility, security help obtain a ride home from a friend or family member. Minors are released only to the custody of a parent or guardian. Fans may be turned over to the city police for detoxification.

### **Maintaining the TEAM Program**

Overall, the Director of Stadium Operations feels that TEAM has been implemented properly and that adjustments have been made as needed. For example, the change in State law lowering the illegal per se BAC level for driving to .08 required some redesign of TEAM training and redesign of BAC charts to make them consistent with the changes.

### **External Influences on Drinking and the Control of Alcohol**

As noted above, the stadium has no direct control over drinking in the parking lot. This increases the chances that intoxicated patrons will attempt to enter the facility.

Other tenants of the stadium do not utilize TEAM. Differences among tenants concerning alcohol policies is occasionally a source of confusion among security, concessionaire employees, and other staff employed by more than one tenant. Ideally, all tenants should adopt uniform policies and share responsibility for TEAM training and promotion of TEAM.

### **Effects Associated with TEAM**

There were strong feelings that TEAM has had a positive impact on alcohol-related behavior at the stadium. This has been reflected in a decrease in violent incidents and arrests for drunkenness. At the same time, there has been an increase in ejections. The rise in ejections is attributed to the fact that in the past, fans who brought in contraband alcohol or violated other alcohol-related policies would only have been warned, whereas now they are more likely to be ejected. There are approximately eight ejections per game. Most involve minors in possession of alcohol or a can or bottle, rather than intoxication or rowdiness.

Alcohol sales were reported to have decreased since TEAM was implemented.

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Another TEAM-related change was the discontinuance of a special family seating section. This was done because the general atmosphere had improved and because continuing this practice "sent the wrong message," i.e. that the larger stadium was not safe for families.

Prior to TEAM, different staff tended to blame one another for failing to control fan behavior. Security, for example, tended to blame vendors for over-serving fans; while vendors blamed ushers for failing to identify intoxicated fans in the stands before they purchased more alcohol; and so on. Now staff understand that they share a responsibility for preventing and controlling fan alcohol abuse.

A 1988 survey of event personnel at the stadium provides additional information on the impact of TEAM. It should be kept in mind, however, that the survey had a very low response rate (163 completed surveys out of the 500 that were distributed, or 32%) and, therefore, may not accurately represent employees' views. Major findings include:

- o "Nearly 85% of the respondents agreed that their awareness of trouble signs, and willingness to act using ball club policies in alcohol-related situations has improved since participating in the TEAM program;"
- o About 97% felt TEAM had "significantly" or "somewhat" improved their understanding of ball club policies;
- o Ninety-three percent felt TEAM had "significantly" or "somewhat" improved overall safety at ball club games;
- o Eighty-four percent felt TEAM had "significantly" or "somewhat" improved overall fan enjoyment;
- o Eighty-two percent felt TEAM had "significantly" or "somewhat" improved employee working conditions;
- o "When asked for the single most important benefit of TEAM...cooperation among employees in differing jobs (14%) and knowledge of other employee's jobs (12%) ranked the highest."

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### **Recommendations About TEAM**

Several respondents pointed out the value of mixing different categories of staff during the training process. It was recommended that other facilities adopt this practice.

There were several comments to the effect that the TEAM training video tapes should be revised. People found the first set of video tapes "not realistic." A recently revised set was judged only slightly better. It was suggested that producers of new videos pre-test them extensively with stadium staff. More generally, it was recommended that TEAM materials be updated and upgraded. The question was raised as to whether local or regional highway safety personnel could help update statistical information in the training using local data.

Staff recommended that different versions of training be designed: one in-depth training for new staff and a shorter refresher course for staff who have been trained in the past.

It was recommended that Major League Baseball promote the TEAM concept with marketing personnel. At present, the marketing department does not regard TEAM as a part of its priority efforts. The consequence is that TEAM is not publicized to the general public as well as it might be.

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**FACILITY F**

## **FACILITY F**

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### **Setting and Organizational Structure**

The facility is owned by the city. Public transportation is available, though most fans use automobiles.

There are no serving establishments in the immediate vicinity of the stadium.

### **Sources of Data**

A meeting was held at the facility with the Vice President of Stadium Operations-Security. Additional information was collected by reviewing materials concerning the implementation of TEAM at the facility.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

According to the Vice President of Stadium Operations-Security, the facility had a reputation as one of the worst baseball stadiums for crowd behavior prior to the implementation of TEAM in 1989. It had received considerable negative press about incidents of alcohol-related violence. The alcohol policies that existed prior to 1989 were both inadequate and poorly enforced.

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

Prior to being hired by the facility, the Vice President of Stadium Operations-Security participated in the TEAM "trainer of trainers" program conducted in Los Angeles. When he was hired by the ball club, he implemented TEAM.

The management of the ball club was very receptive to TEAM and hoped that TEAM would help restore the facility to a "respectable" place. During his first year at the facility, the Vice President of Stadium Operations-Security completely revamped management personnel and practices at the stadium. The previous alcohol policy statement, which had been one page long, was revised and expanded into a comprehensive program consistent with TEAM guidelines. Management and supervisory staff participated in the assessment process leading to this change. The Vice President of Stadium Operations-Security instituted other changes including an

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extensive revision of personnel policies and procedures. Both TEAM and other personnel policies were incorporated into an extensive handbook which is distributed to all staff.

Initially, there was opposition to the institution of TEAM by some long-term employees. Their opposition, however, was not so much specific to TEAM as it was part of their unenthusiastic response to the new atmosphere of accountability and control reflected in comprehensive personnel policy changes. The solution to this problem was to insist that staff comply with policies or seek employment elsewhere.

### **TEAM Training**

In the first year of implementation (1989), each of the 950 employees received 4 hours of TEAM training. Among those trained were approximately 150 city police who are assigned to the stadium during games. Training was conducted in 16 sessions with mixed groups of employees (security, ticket takers, police, etc.). Mixing different categories of employees allowed the trainees to learn more about one another's responsibilities, get an overall view of how TEAM would operate in the stadium, and learn how their decisions about alcohol use would affect other employees.

During 1990, training consisted of four refresher courses for returning employees and four regular sessions for new employees. Employees who had taken the training were allowed to participate in the regular as well as the refresher courses if they desired. In addition, every employee was evaluated by a supervisor and tested on their knowledge of the employee manual (including alcohol policies). The need for ongoing training is a consequence of the high turnover among stadium personnel -- the average stay is approximately three years.

Training is a condition of employment for all staff, and staff are paid for their participation.

Because, the Vice President of Stadium Operations-Security's responsibilities do not leave him time to conduct training for all employees, a trainer was hired for this purpose. The trainer has experience as a teacher, has served as a TEAM trainer for other stadiums, and proved an excellent resource.

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An important adjunct to training is the annual Event Personnel Handbook, which provides staff with a ready reference to alcohol policy. The 1990 edition devotes about ten pages to alcohol policies and procedures and includes descriptions of responsibilities for different categories of staff, including: parking directors and cashiers, ticket sellers, ticket takers, ushers, rest room attendants, concession stand servers, other (club) servers, security, and police.

Plans for the 1991 season include the following changes designed to improve employee performance:

- o To improve the caliber of employees, the stadium has begun an extensive effort to recruit new employees. In addition, all past employees will be re-interviewed.
- o New employees will receive four hours of TEAM training (and additional training time focusing on first aid training, policies and procedures, etc.). Returning employees will receive two hours of refresher training concerning TEAM and two more hours on ballpark knowledge and information.
- o Since the majority of the janitorial and maintenance crew is Hispanic, TEAM training will be presented to them in Spanish.
- o Team training sessions will be video-taped (in both English and Spanish). The tapes will be used to train employees hired after the season begins and for refresher training.
- o An existing newsletter for employees will now be published in Spanish and English and will be distributed year round (off-season editions will be mailed to employees). This publication will update employees on policy and procedure changes and outline any new responsibilities they may have as a consequence.

### **Communication with Fans**

Information about TEAM is conveyed to fans in many ways. For example, signs throughout the stadium display the TEAM logo and advise people to drink responsibly. Information about TEAM, including the rules of conduct concerning drinking, are displayed with other safety information on the

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video display board at the outset of each game. In addition, video loops advising fans about alcohol policies, such as the seventh inning cut-off, are shown continuously at each concession stand serving alcohol.

The rules of conduct at the facility are printed in the baseball club's magazine and include the following information about alcohol:

No alcohol or illegal drugs may be brought through the gates...Persons observed breaking the law, e.g., drinking alcohol under the age limit, using illegal containers, etc. will be subject to immediate ejection and criminal prosecution...Laws prohibiting consumption of alcoholic beverages by minors and disorderly conduct in public will be strictly enforced both in the facility parking lot and inside the stadium.

### **Alcohol Policies:**

**Outside The Facility.** Tailgate parties are permitted at the facility with the following provisos: (1) they are limited to designated parking areas, (2) drink and disorderly behavior are prohibited by local ordinances, and (3) underaged drinking is prohibited.

**Admissions.** "Glass bottles, cans, or alcoholic beverages are not permitted...only plastic bottles with unbroken seals are permitted...plastic bottles with plastic seals are subject to inspection." In addition, persons who appear intoxicated may be refused admission. If staff suspect intoxication, they may notify security where the fan is seated so that security can monitor the situation.

Fans are screened for possession of alcohol before they enter the facility by parking directors and cashiers, by security stationed at stadium entrances, and by ticket sellers and ticket takers. Fans found in possession of contraband are instructed to dispose of the beverage or return it to their vehicles.

When a fan who has entered the stadium is found in possession of an alcoholic beverage not purchased at the facility, the beverage is confiscated.

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**Alcohol Sales.** Policies concerning the sale of alcohol include the following:

- o Alcoholic beverages purchased in the Stadium Club or private suites cannot be brought into the seating area.
- o Concession stand and other servers are required to screen fans and refuse sales to intoxicated or underage patrons. Persons who appear to be under 35 years of age are asked to present identification, and any apparently false identification is confiscated (the fan may recover the identification from security after the game).
- o Concession stands, including portable locations, terminate alcohol sales at the close of the seventh inning. For doubleheaders, the cutoff is advanced to the end of the fourth inning of the second game.
- o A fan may purchase only two alcoholic beverages at one time.
- o There is no vending of alcohol in the stands.
- o Service of alcohol may be discontinued as needed to control crowd behavior.

**Problem Behavior.** Initially, fans exhibiting disruptive behavior, foul language, etc. are asked to stop the activity. If the activity persists, security may be summoned and, if needed, police, who are on site.

Each ball club and concessionaire employee is required to submit an accurately completed ball club incident card on any individual who appears to be intoxicated, underage and in possession of an alcoholic beverage, or in violation of other ball club alcoholic beverage policies.

A log is maintained of all fans ejected from the arena. The log indicates whether the incident was alcohol-related, includes a photograph of the fan, and is entered into a computer database so that repeat offenders can be identified. When a fan has been ejected on several occasions, his/her name is filed with the local District Attorney, who issues a restraining order that bars the fan from attending events at the facility. This has rarely occurred, but first offenders are told this may occur if they are ejected in the future.

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Transportation for Intoxicated Fans. No arrangements exist for a safe rides program to transport intoxicated fans home. If a fan is ejected or too intoxicated to drive, stadium personnel will make arrangements to secure safe transportation for the fan from a friend, relative, or cab. In extreme situations, a fan may be placed in protective custody by the police.

Next year (1991 season) the Vice President of Stadium Operations-Security plans to introduce a designated driver program at the facility. Interested patrons will be invited to register as designated drivers at specially marked booths. As an incentive to participate in the program, they will be given two free non-alcoholic beverages during the game. Arm bands will be used to identify designated drivers. In order to participate, prospective designated drivers must show a valid driver's license and sign a waiver promising they will abide by rules of the designated driver program and will not drink before, during, or after the game. The waiver will also acknowledge receipt of the wrist band and button, and tickets for two free soft drinks. Stadium staff will monitor designated drivers to be sure they do not purchase alcoholic beverages. Violators of the designated driver program will be ejected from the stadium. In addition, designated drivers will be eligible to win retail items (shirts, sweaters, uniform shirts, hats, etc.) which will be donated by Major League Baseball. Further details concerning the program are being developed.

### Maintaining the TEAM Program

Aside from initial resistance from some employees, implementation of TEAM has gone well. A key element in the success of TEAM has been management's support of staff efforts to enforce alcohol policies. As stated in the 1990 Event Personnel Handbook, management will support staff decisions concerning refusal of admission to a fan, refusal of sales of alcoholic beverages, and ejection from the facility.

Another aid to maintaining the program is an Employee Management Council. Representatives of all event staff meet with the Vice President of Stadium Operations-Security once each month to review any issues of concern to employees, including implementation of TEAM.

A constant problem underlying TEAM is the need to inspire employees to intervene with belligerent fans. Approximately

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half of the time the interactions become heated and unpleasant. Almost always this involves abusive language directed at staff, but occasionally there are physical exchanges which usually consist of the fan grabbing the staff member's arm or some similar act. Some staff are reluctant to face these situations and therefore tend to avoid action. This can lead to the problem becoming worse as the game progresses. One solution would be to create improved videos of these situations.

### **External Influences on Drinking and the Control of Alcohol**

In 1990, the State lowered the illegal per se BAC level for driving from .10 to .08. As a result there is a greater focus necessary by all employees that alcohol is responsibly served and consumed by guests attending games.

In 1989 Major League Baseball founded California Teamwork, a pilot program promoting local partnerships among the five California baseball clubs, local law enforcement, and the California Highway Patrol. As a result of this program there has been better cooperation between the local police and the stadium in coping with alcohol problems. In fact, local police hand out flyers to fans about TEAM. The ball club assists the California Highway patrol with their sober graduation program by having players speak at high schools during high school graduation time.

Despite the Teamwork program, the Vice President of Stadium Operations-Security indicated that the facility's TEAM program has not established strong enough links with larger community efforts to reduce drunk driving. As a participant on a local DUI task force and other community drunk-driving programs, he feels that greater connections between TEAM and these efforts could enhance the effectiveness of both.

### **Effects Associated with TEAM**

The Vice President of Stadium Operations-Security reported that TEAM has generated marked, positive changes in the facility. In the past, alcohol-related disturbances were the most common reason for ejections. This changed the year TEAM was introduced: ejections for use of other drugs became more common (27%) than ejections for alcohol (25%). The Vice President of Stadium Operations-Security feels this is

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due to the fact that staff intervene earlier to prevent drinking from getting out of hand and because of the messages communicated to fans that this behavior will not be tolerated. Other evidence of the impact on fan behavior concerns the frequency of fighting (often alcohol-related) among fans. Last season, only 3% of the ejections involved fights, versus 50% the previous year. Alcohol sales have also declined.

The Vice President of Stadium Operations-Security felt that TEAM has been at least partially responsible for increased attendance at the facility and for the return of more families. Marketing surveys have been conducted which indicate that 80% of fans are happy with the changes in alcohol policy associated with TEAM.

### **Recommendations About Team**

As discussed above, it was recommended that different categories of employees be trained in the same sessions. This allows them to better understand how their actions will affect the entire implementation of TEAM.

Despite the added cost, it was recommended that teams consider hiring a TEAM trainer to reduce the training burden on stadium administrators.

The Vice President of Stadium Operations-Security recommended that the video training materials which portray interactions between staff and patrons be modified. The videos are not as realistic as they might be, and the poor acting detracts from their value. In his view, realistic role playing is critical to motivate staff to intervene in situations and to deal with their fear of confrontations with abusive fans. He suggested that a new generation of videos be developed in concert with stadium employees who could screen and critique them. He also recommended that the videos be revamped to include the difficult types of situations encountered in the stadium. As an example, he described the situation of finding a fan with contraband and empty cans of beer under his seat who denies that they belong to him. The usual response at the facility would be to remove the cans and tell the patron that his behavior will be monitored by security for the remainder of the game.

Although it would be costly, it was recommended that NHTSA send a representative to some training sessions to speak

## FACILITY F

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about TEAM efforts across the country. This would help underscore the importance of the program to employees.

In order to improve the links between TEAM and anti-DWI programs in the community, the Vice President of Stadium Operations-Security would like to see more publicity about TEAM directed at the general public through a variety of media. He feels that using ball club players to deliver these messages could be effective, and the players are willing to cooperate in such projects. He pointed out that the local station which televises the club's baseball games has not yet agreed to air public service announcements about TEAM activities. He wonders whether NHTSA or other agencies involved in TEAM could provide assistance in securing publicity.

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**FACILITY G**

## **FACILITY G**

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### **Setting and Organizational Structure**

The stadium is privately owned and is readily accessible by public transportation. Drinking establishments are located nearby.

### **Sources of Data**

During a two-day site visit, conversations were held with many stadium personnel, including the manager of game operations, area supervisors for the concessionaire, security personnel, ticket takers, ushers, and other staff.

The contractor observed stadium operations and fan behavior during two evening ball games.

Other data were obtained by reviewing written materials. These included a transcript of all stadium announcements during one game; a ball club Staff Manual; an older manual, and the concessionaire's Responsible Alcohol Management Employee Training Handbook. The ball club also provided the contractor with fan and employee survey data.

### **Pre-TEAM History: Alcohol Issues and Countermeasures**

In 1982, a new law made beer available at sporting events for the first time. Management of the ball club was concerned about problems that the introduction of beer might cause, and gradually developed policies to address them several years before TEAM was introduced.

### **The Implementation of TEAM: Motivation, Timing, and Start-up Issues**

In 1987, NHTSA introduced the TEAM concept to management, and Major League Baseball provided leadership concerning TEAM goals and policies. Major League Baseball left it to the teams to determine how to adapt TEAM to their situation. The manager of game operations felt that this flexibility helped make the program acceptable and improved its effectiveness. NHTSA also provided examples of policies and procedures from other stadiums already participating in the program. The manager of game operations felt this information was extremely valuable in deciding how the ball club should implement TEAM.

## **FACILITY G**

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### **TEAM Training**

There are approximately 450 ball club employees and 1,500 concessionaire employees who must be trained or retrained each year. Separate training is held for these two groups.

New and returning ball club employees are segregated for training. Training for new employees lasts two to three hours; refresher training for returning employees lasts about half that time. Initially, the manager of game operations conducted the training himself. Now, he attends some sessions, but the chief trainers are two ball club staff who were trained by the manager of game operations. Staff are paid to attend training.

The manager of game operations hires all ball club stadium staff and informs each one about alcohol and other policies when they are hired.

The concessionaire trains its own employees and service group volunteers (volunteers from local service organizations to which the concessionaire contributes in exchange for volunteer labor). The concessionaire has revised the original TEAM curriculum. For example, videos were added. Training must be repeated by employees each season. In addition, training is provided each month to newcomers.

Ball club and concessionaire staff receive written manuals which cover many aspects of their responsibilities, including TEAM. For example, ball club staff receive both a full-size manual and a pocket version. The full-size manual contains information about the effects of alcohol, BAC information, TEAM, the effects of alcohol abuse, signs of impairment, and the facility's alcohol management policies.

### **Communication with Fans**

Messages concerning safe consumption of alcohol appear on the video scoreboard and over the loudspeaker system (e.g., a message displaying the TEAM logo states "Please Don't Drink and Drive" and another message concerns a local Ride Service program). Signs at the entrances explain prohibitions against bringing cans, bottles, and alcoholic beverages into the facility. Signs at the concession stand and restaurants explain facility alcohol policies. The beer and wine cooler cups carry the message "Please Don't Drink

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and Drive," and bartenders are required to wear drinking awareness buttons.

During Summer 1990, the club sponsored a public awareness night for TEAM. In a ceremony on the field shortly before the game, the ball club expressed appreciation to community groups and government for promoting responsible drinking and presented them with plaques. This was broadcast on radio. There have also been TEAM messages on television. During coverage of baseball games, anti drunk-driving commercials which carry the TEAM logo have been presented.

### **Alcohol Policies:**

**Outside the Facility.** There is little parking available in the area of the facility. The many private parking lots are beyond the control of the stadium.

Parking lot employees at the facility itself are instructed to notify security if they observe any fans arriving or parking with open alcohol containers or consuming alcohol. These fan are refused admission to the stadium.

**Admissions.** No one is permitted to enter the facility with bottles or cans. Fans may return non-alcoholic bottles or cans to their car or check them at the gates and recover them after the game. All alcoholic beverages, however, are confiscated and immediately destroyed (large containers are kept at the gates for this purpose). Ticket takers and security staff screen fans as they enter the facility, and security staff search fans carrying packages or bags as necessary.

Intoxicated fans are not allowed to purchase a ticket. Those with tickets are refused admittance.

**Sale of Alcohol.** Policies concerning alcohol sales include the following:

- o Only beer and wine coolers are sold in the facility. Liquor is also available in private suites.
- o No customers may purchase or be in possession of more than two beers and/or wine coolers at any time.
- o Containers for beer are 13 ounces and hold approximately 12 ounces of beer.

## FACILITY G

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- o "All fans of questionable age will be required to produce identification" (Staff Manual). The vendors ask for identification from all persons who appear to be under age 25.
- o Service of alcohol is stopped at the end of the eighth inning, or at the end of the second inning of the second game of a doubleheader. Staff may also discontinue the sale of alcohol at earlier times to preserve order.
- o Spotters and supervisors monitor the service of alcohol. Use of a shopping service is contemplated in the future.

**Problem Behavior.** Ejections are mandated for persons supplying alcohol to minors, for persons in possession of alcohol who cannot produce proper identification, and for persons displaying "rowdy, disruptive, or intoxicated behavior" (Staff Manual).

Ushers, security, and vendors monitor fan behavior closely during games and are required to cut off service, request that fans comply with stadium policies, or take other action if the behavior becomes disruptive.

The primary enforcement groups in the facility are stadium security personnel and city police hired to patrol the stadium.

**Transportation for Intoxicated Fans.** Despite efforts to encourage the use of public transportation, it is estimated that 50% of the fans drive to the facility for games.

Intoxicated fans leaving the stadium are asked to take public transportation or seek another alternative to driving themselves home. There are no designated driver or safe ride programs in place or planned.

### **Maintaining the TEAM Program**

The respondents felt strongly that a key element in the success of TEAM is management's willingness to stand behind staff decisions to enforce alcohol policy. For example, if an intoxicated fan becomes angry from being refused alcohol, supervisors will speak with the fan and support the server's decision. Intoxicated fans who are refused alcohol are of-

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ferred a coupon good for complimentary coffee or a soft drink.

Most refusals to serve patrons are because the fan was intoxicated, rather than because the fan was a minor.

In order to provide staff the support needed to enforce policies, an extensive network of communications is maintained in the facility which provides servers, ushers and other "line staff" with ready access to supervisory personnel, security, etc.

Incident logs are maintained on all refusals of service and ejections. Data are also maintained on groups that may have caused difficulty at the stadium. When such a group contacts the club to arrange another outing, they are warned that intoxication will not be tolerated. In addition, the number of tickets made available to the problem group may be restricted. Prior to each game, the ticketing office provides staff with information on which groups will be present. All groups requesting tickets are informed of facility alcohol policies.

Data maintained by the city police on ejections indicate that the rules concerning fan behavior are indeed enforced. During the 1990 season, there were over 4700 ejections, or about 58 per game. Staff estimate that the most common reason for ejections involves intoxication rather than underage drinking, alcoholic contraband, or alcohol-related rowdiness.

### **External Influences on Drinking and the Control of Alcohol**

The laws concerning alcohol use at this stadium differ from those in effect at many other stadiums. For example, alcohol can be purchased and consumed at age 19, the illegal per se BAC level for driving is .08%, and a driver's license can be suspended for 12 hours if the driver's BAC exceeds .05%. TEAM training materials have been adjusted to these laws.

Serving practices inside the stadium are monitored by the Liquor License Board and by plain clothes city police. There is a cooperative relationship between these external agencies and the stadium. Each month, these agencies meet with stadium staff and point out problems that should be addressed.

## **FACILITY G**

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The city police force has implemented an enforcement program in the vicinity of the facility aimed at apprehending intoxicated drivers. Announcements during the game advise fans that this program will be operating at the conclusion of the game.

### **Effects Associated with TEAM**

The manager of game operations felt TEAM has had a strong positive influence in curtailing alcohol problems.

All the interviewed staff felt that TEAM has promoted greater mutual understanding about one another's responsibilities concerning fan behavior and has given them a better sense of how their actions affect one another.

Security data suggest that TEAM reduced alcohol related incidents. The statistics report security incidents for 1987, prior to implementation of TEAM, and for 1989, the first year of implementation. Attendance fell about 7% from 1987 to 1989, but there was a much sharper decrease in alcohol-related incidents. Liquor license offenses (primarily selling to underage patrons) dropped by 26%, drunk charges by 60%, and assaults (many of which were alcohol-related) by 50%.

### **Recommendations About TEAM**

Several staff felt the videos provided with TEAM training should be improved. They believed that the situations portrayed were resolved too easily. There was also a feeling that having a greater number of videos from which to choose would help keep the training "fresh" each year.

The manager of game operations suggested that Major League Baseball cover more of the costs of operating TEAM. He felt that while his ball club can afford to implement TEAM as he would like, other ball clubs cannot.

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## CONCLUSIONS AND RECOMMENDATIONS

### CONCLUSIONS

Keeping in mind that this study has important limitations, the available evidence supports four broad conclusions:

1. TEAM was relatively easy to implement and was successfully adapted in the variety of settings represented in this study.
2. TEAM has been adopted in spirit and actively implemented in each of the seven study sites.
3. TEAM appears to have contributed to a decline in alcohol consumption and alcohol-related problem behavior among fans.
4. TEAM seems to have produced several general improvements in facilities, including positive changes in the environment that are likely to attract more families, and better relations among different categories of staff.

The following sections amplify the evidence supporting these four conclusions.

#### TEAM Was Implemented In Sites With A Wide Range Of Characteristics

Ultimately, TEAM can have a major impact only if it can be readily implemented in a large number of facilities. Evidence from the present study suggests that TEAM can be adapted to a variety of settings. Even though this project was restricted to a relatively small number of baseball stadiums, the stadiums varied along many dimensions, such as stadium size, corporate structure, the laws concerning minimum drinking age and BAC limits, relationships with local enforcement agencies, and so on.

#### Large Proportions Of Stadium Staff Received TEAM Training

A potential obstacle to the successful implementation of TEAM is the effort required to train large numbers of stadium staff. It appears, however, that large proportions of stadium personnel were trained. Discussions with supervisory staff indicated that large proportions of employees

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received specialized TEAM training in all but one facility. Employee surveys at three sites confirmed this: 87% or more of surveyed staff reported that they had received formal training, that they had read the stadium's alcohol policies, and that their supervisor had spoken with them about these policies.

Further evidence of the commitment to training is the fact that the stadiums used several methods to cope with the high turnover rates among staff. These included providing training year-round, repeating training each year, and distributing training manuals.

**Facility Employees Believe They Are Adequately Trained To Implement Team Policies And Procedures**

Approximately three quarters of the employees surveyed in three facilities reported having dealt with an intoxicated patron. Virtually all of these employees believed that they had been effective in handling the problem.

**A Wide Variety of Alcohol Control Policies Are In Place**

The stadiums adopted a wide variety of measures designed to reduce alcohol abuse. These included such key activities as prohibiting tailgate parties, searching fans for alcohol at gates, limiting the number of beers that can be purchased at one time, limiting alcohol sales and consumption to designated areas, stopping the service of alcohol before games end, and discontinuing alcohol sales when warranted by rowdy behavior.

The facilities also developed strategies for promoting enforcement of these policies by staff. The strategies included training staff in how to handle difficult situations, and applying sanctions (e.g., suspension and dismissal) to staff who failed to carry out policies.

**Stadium Supervisors And Staff Approve Of TEAM**

Both the site visit interviews and the employee surveys indicate that line staff and supervisory personnel approved of TEAM and felt that TEAM had equipped them to cope with alcohol-related problems among fans. One important reason for this may be the feeling expressed in many discussions and in the staff surveys that decisions made by staff to enforce TEAM policies would be fully supported by stadium management. Management themselves were emphatic about the need

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to stand behind staff decisions, such as refusal to serve intoxicated patrons or decisions to eject rowdy fans.

#### TEAM Is Publicized To The Fans

In each stadium visited, TEAM was publicized in a variety of ways. Methods included messages on the scoreboard or video board, public address system announcements, printed programs, signs, buttons worn by staff, tickets, and messages on cups containing beer.

#### Fans Are Aware Of TEAM Policies

The amount and variety of publicity concerning TEAM at the facilities was extensive, suggesting that many fans probably knew about TEAM policies. Results from the fan surveys support this view: the percentage of respondents in the three stadiums where surveys were conducted who reported that they were aware of any alcohol policies ranged from 69% to 90%.

#### Alcohol Sales Have Declined

Spokespersons from six stadiums indicated that alcohol sales had declined. Sales data from two stadiums showed a fall in alcohol sales coincident with the implementation of TEAM.

Fan surveys conducted at three facilities showed that between about one third and nearly one half of the respondents who usually drink alcoholic beverages at the stadiums reported reducing their consumption of alcohol, and that almost no fans reported increasing consumption.

#### Declines In Indicators Of Alcohol Abuse

Spokespersons offered a variety of comments indicating that TEAM had reduced alcohol abuse in their facilities. Their reports included declines in the number of alcohol-related incidents and in the amount of contraband alcohol that was confiscated.

### **RECOMMENDATIONS**

#### Possible Improvements In TEAM

On the whole, supervisors and line staff endorsed TEAM, and there were few suggestions about how to improve it. Most

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suggestions concerned ways to improve TEAM training. The most common recommendations were to improve the realism of the video tapes used to portray interventions with fans.

### Evaluation of TEAM

There is much continuing interest in evaluating the effectiveness of TEAM, both among facilities and organizations currently involved with the program as well as among prospective newcomers. Facilities clearly want to know the progress they are making in dealing with their alcohol problems. Fortunately, individual facilities can do much to monitor this progress by collecting on a regular basis such information as:

- o Survey data from employees;
- o Survey data from fans;
- o Records of problem incidents;
- o Alcohol sales data; and
- o Food and non-alcoholic beverage sales data.

Such information can be tracked over time to assess TEAM's continuing impact on the facility, to identify problems, and to pinpoint areas for change.

In a broader sense, there is a need for more information on effective implementation and maintenance of TEAM. While this study has provided important details in these areas, this research was largely exploratory in nature. Future research should be designed to address the limitations of the present study and confirm its results. That is, efforts should be made to utilize comparison groups, to collect data which will permit pre- versus post-TEAM comparisons, to choose representative sites, and to collect more objective data (sales data, surveys, incident logs, observations, etc.) to complement anecdotal information. For example, there were numerous occasions where respondents' reports could have been verified given sufficient time and resources. For instance, reports about changes in the number of police arrests and the quantity of alcohol sales could, in principle, be verified by obtaining the appropriate documents.

Although the difficulty of more rigorous investigations should not be minimized, the experience of this project sug-

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gests that much may be accomplished. For example, it is clear that stadium personnel are willing to accommodate research and, with sufficient preparation and assistance, willing to cooperate in collecting survey data from fans and employees, in conducting observations of fans, etc. It was also learned that other types of data could have been collected. For instance, some facilities expressed a willingness to conduct unobtrusive observations of fan behavior by videotaping with telephoto lenses from security booths.

Facility records of alcohol sales and incident reports should serve as the primary measures of TEAM impact in future research. Both have important advantages over most other measures. For example, they are direct indices of the desired effects of TEAM, they will often be available over long periods of time (thus permitting several options in the selection of a research design) and they are inexpensive to collect.

Finally, it should be kept in mind that as TEAM expands to new facilities and other sports, there will be valuable research opportunities to collect baseline data prior to program implementation.

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**APPENDIX A**  
**PROTOCOL**

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## TEAM SITE VISITS: PROTOCOL

### INTERVIEWS

1. Describe the history of alcohol policies at \_\_\_\_\_.
  - a. Perhaps begin by describing any alcohol policies that existed before TEAM. What were they, when were they introduced? What was the impact?
  - b. What forces other than TEAM have influenced alcohol policies?
    - i. State and local laws.
    - ii. Public attitudes.
  - c. Describe history of alcohol problems - e.g. drunken fans.
  - d. Describe the owners' and management's reaction to requests to participate in TEAM. Discuss:
    - i. Loss of revenue from alcohol sales.
    - ii. Role of liability for alcohol crashes and incidents.
    - iii. Potential for less rowdy behavior-->more families.
    - iv. Who supported, who objected?
  - e. Review the early phases of TEAM:
    - i. Describe the "Assessment" process.
    - ii. Discuss the formulation of your alcohol policies.
  - f. Describe the evolution of your alcohol policies during TEAM.
  - g. To what extent are policies consistent with the spirit of TEAM? (We answer and only ask about contradictions.)
  - h. To what extent are your policies actually implemented?
    - i. Describe your experience with the TEAM program.
    - j. Pros -- Cons of TEAM. What should be changed?
  - k. Comments about role of MLB and DOT.
2. General implementation questions:
  - a. Discuss role/involvement of management in implementation.
  - b. Who is involved in implementing alcohol policies? (Which staff and supervisors?)
  - c. Who does the training and who gets trained? How long is training? Is it repeated? What is the quality of training?
  - d. Describe supervision as it relates to TEAM implementation.
  - e. In what ways do you inform patrons of your policies?
    - i. Mass communications.
    - ii. Signs.
    - iii. Written information.
    - iv. Public address system.

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3. Meet with supervisors involved with TEAM, such as outside arena, admission checks, security, concessions, ushers, alternative transport. etc., and ask them about the implementation of TEAM:

1. Describe TEAM policies.
  1. What is their role?
  2. What are the responsibilities of their staff?
  3. Describe typical incidents.
  4. What problems occur with implementation?
  5. Discuss supervisor and staff reaction to TEAM.
  6. What is the impact on fans?

#### RECORDS

**Purpose:** Explore relationship between introduction of TEAM and objective records of (1) alcohol and food consumption, and (2) incidents.

**Objective:** Alcohol and food records beginning 3 years prior to TEAM and continuing through present.

- o Want quantity of alcohol, independent of revenue.
- o Want alcohol and food revenue, to see if food is making up any loses from alcohol (Will be happy with percentages if necessary to conceal absolute dollar values).
- o Want incident (incidents, ejections, arrests) logs (ideally with identification of alcohol).
- o Need attendance to control for number of fans.

Prefer records on a game by game basis; identify:

- o Night vs. day.
- o Weekday vs. weekend.
- o Double headers vs. single.
- o Rain shortened.

Try to get a characterization of the season for each year that we have records (factors that affected fan involvement):

- o Team success,
- o Weather patterns,
- o Local economy,
- o Alcohol countermeasures conducted in the community,
- o Other.

#### Surveys of Staff and Fans

Ideally distribute to 15 or more of each type of staff. Ideally distribute to fans in different sections -- shoot for a minimum of roughly 100 returned questionnaires.

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**APPENDIX B**  
**PLAN PRESENTED TO MAJOR LEAGUE BASEBALL**

## EXECUTIVE SUMMARY

### NHTSA EVALUATION OF TEAM PROGRAM

- o The National Highway Traffic Safety Administration (NHTSA) is conducting an evaluation of the TEAM program.
- o The main objective of the project is to assess the influence of TEAM on drinking behavior.
- o The project also will assess:
  - The TEAM policies and activities that were implemented, including how they were implemented;
  - The training, knowledge, and attitudes of facility employees relevant to TEAM;
  - Fans' awareness of the facility's TEAM program, and their attitudes towards it.
- o Data will be collected from facilities that have strong working TEAM programs. Most data collection will occur onsite by the NHTSA contractor.
- o Facility management and supervisory staff will be interviewed concerning the substance and implementation of their alcohol and TEAM policies.
- o Facility records, beginning before the implementation of TEAM and extending through the present, will be reviewed to obtain:
  - volume of alcohol dispensed per event, divided by the attendance at the event;
  - percent of total receipts derived from alcohol sales per event;
  - number and severity of problem incidents.
- o Observations of fan drinking behavior will be conducted in some facilities.
- o Information will be obtained from facility employees and fans concerning their knowledge of the program, and their attitudes towards it. This information may come from surveys or other methods.
- o A report will be prepared detailing the results of the study.

## BRIEFING MATERIALS FOR NHTSA EVALUATION OF TEAM

The National Highway Traffic Safety Administration (NHTSA) is conducting an evaluation of the TEAM program. NHTSA requests the assistance and participation of Major League Baseball (MLB) in this evaluation because of its strong active involvement in TEAM.

### MEETING:

Representatives from NHTSA and MLB will meet June 25, 1990 (2:00 p.m.) at MLB's New York headquarters. Scheduled to attend for NHTSA are [NHTSA representatives] and [NHTSA contractor]. At this meeting, NHTSA will describe the study and specify the assistance and participation requested from MLB. The one-hour meeting will cover the study objectives, the methods for conducting the study, the types of information to be collected, how the information will be used, what types of facilities are needed, what assistance is requested from facilities, and what assistance is requested from MLB.

### REASON FOR STUDY:

TEAM has been implemented in stadiums and arenas across the country. Yet little data is available concerning the effectiveness of the program. Facilities often differ in the specific TEAM policies and procedures they implement. There is a strong need to evaluate TEAM to: (a) determine which program features work effectively and which don't; and (b) to identify where improvements can be made.

### STUDY OBJECTIVES:

The main objective is to assess the influence of TEAM on fan drinking behavior. To accomplish this, the study will determine if TEAM led to changes in fan consumption of alcohol and foodstuffs. The study also will examine whether TEAM was associated with changes in the number and severity of problem incidents in facilities.

It's not enough simply to determine if TEAM had an effect. It's important to find out which policies and activities produced an impact, and which didn't. A key objective is to determine what the facilities did to implement TEAM so that we can relate specific policies and activities to the effects on the fans. For each facility participating in the study, NHTSA will assess:

- o The TEAM policies and activities that were implemented, including how they were implemented;
- o The training, knowledge, and attitudes of facility employees relevant to TEAM;
- o Fans' awareness of the facility's TEAM program, and their attitudes towards it.

### FACILITIES REQUESTED FOR STUDY:

NHTSA proposes collecting information from eight baseball facilities. Because the primary objective is to evaluate the effects of TEAM policies and activities on fans (rather than evaluate how well TEAM was implemented) NHTSA requests participation by facilities that have strong TEAM programs. This is particularly true for the four facilities in which NHTSA proposes conducting fan observations. The remaining four facilities can range from moderate to high implementation.

Facilities must meet several requirements to be included in this study. As stated above, TEAM must be operating at a sufficiently high level to expect an impact on fans. It's also important that the facilities have available the records and information needed for the study. Lastly, the study requires a high level of cooperation from the facilities.

### COOPERATION NEEDED FROM MAJOR LEAGUE BASEBALL:

NHTSA requests the following assistance from MLB:

- o **Recommend Facilities:** NHTSA requests that MLB recommend facilities to include in the study. More than eight can be proposed. The NHTSA contractor will then obtain information from the recommended facilities to make a final selection.
- o **Make Introductions To Facilities:** NHTSA requests that MLB make the initial contact with facilities to inform them of the study, gain cooperation, and alert them of what to expect.
- o **Develop Protocol:** NHTSA requests advice concerning the protocol for approaching and working with the facilities.
- o **Provide Access For Pilot Test:** NHTSA requests access to [Stadium] for pilot testing fan observation methods. [Stadium] is requested because of its proximity to the NHTSA contractor. It is not necessary that [Stadium] be part of the formal study.
- o **Provide Continuing Support:** NHTSA requests continuing assistance from MLB to deal with unforeseen issues or problems that might arise during the course of the study.

### METHOD:

The NHTSA contractor will telephone the facilities recommended by MLB. After introducing himself and describing the study to facility managers, the contractor will request copies of their initial TEAM assessment, initial policy statement, and their current alcohol policies. The contractor also will seek to determine during the call if the facility will provide the information and cooperation required for the study.

Final selection of facilities will be based on the above information; with MLB notified of the results. The contractor will then visit each facility to interview facility management and supervisory staff concerning the substance of their alcohol and TEAM policies, and how those policies were implemented. The contractor also will obtain the following from facility records:

- o **Alcohol Consumption:** The NHTSA contractor will record the volume of alcohol dispensed through the main tap at each game (divided by attendance). The records will begin with games that took place well before the start of TEAM, and continue through the present. This will permit assessment of whether TEAM led to change in overall fan drinking. NHTSA will take precautions to assure full confidentiality of this information.
- o **Alcohol Versus Other Consumption:** The NHTSA contractor will record the percent of total receipts derived from alcohol sales for all games occurring during the above time period. This is to see if TEAM led to a shift in what fans are consuming. Again, precautions will be taken to assure confidentiality.
- o **Incidents:** The NHTSA contractor will scan records of incidents, ejections, and arrests at each facility to learn if there have been changes in their number and severity associated with implementation of TEAM. Confidentiality will be maintained.

NHTSA hopes to obtain information from facility employees and fans concerning their awareness and attitudes towards the TEAM program. The employee data would show how TEAM progressed through front-line personnel to reach the fans, while the fan data would show what ultimately reached them and how it was interpreted. There are obstacles to collecting this information due to regulatory constraints placed on the government. Possible solutions will be discussed with MLB at the scheduled meeting.

During a second visit, fan observations will be conducted in four facilities having a strong operating TEAM program. The purpose is to obtain information on the drinking pattern of fans, and compare it across facilities that differ on some significant aspect of TEAM. Five observers will observe two events on consecutive days. Three will sit unobtrusively in the back of sampled seating sections. Using a seating chart, they will note whenever an alcoholic drink enters the stands. A fourth observer will be positioned in a concession area to witness the amount of drinking that occurs away from seats. The fifth observer will follow the facility security director during the event to learn how incidents are handled.

#### **SCHEDULE:**

The current schedule calls for contact with facilities to be initiated in June, with data collection completed by the end of August.

## ACTION SHEET

- 1) NHTSA meets with Major League Baseball (MLB);
  - MLB recommends facilities.
  - MLB provides protocol for working with facilities.
- 2) MLB contacts recommended facilities to introduce them to the study.
- 3) MLB notifies NHTSA that the contacts have been made and provides information to NHTSA on the persons to contact.
- 4) The NHTSA contractor contacts the facilities to explain the study in greater detail and to request information on TEAM and facility alcohol policies.
- 5) After review of the materials and other information collected over the phone, NHTSA notifies MLB of the final selection of facilities.
- 6) The NHTSA contractor contacts each selected facility to make arrangements for site visits.
- 7) The NHTSA contractor visits sites to review facility sales and incident records, and to interview facility management and supervisory staff. Collection of information from facility employees and fans is also planned.
- 8) NHTSA informs MLB when all the above site visits have been completed.
- 9) If [Stadium] is not one of the facilities in the study, MLB contacts the appropriate persons to see if the NHTSA contractor can pilot test fan observation methods there.
- 10) MLB notifies NHTSA of whether the pilot test can occur at [Stadium].
- 11) If the test can occur at [Stadium], the NHTSA contractor makes the appropriate arrangements and conducts the pilot test.
- 12) The NHTSA contractor contacts four of the facilities in the study to arrange for fan observations.
- 13) The NHTSA contractor travels to the four facilities and conducts fan observations as arranged.
- 14) NHTSA notifies MLB when all data collection is completed.
- 15) NHTSA provides MLB with a preliminary summary of the findings of the study (tentatively late Fall 1990).
- 16) A NHTSA report on the study is printed and distributed (tentatively mid 1991).

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**APPENDIX C**  
**EMPLOYEE QUESTIONNAIRE**

STADIUM EMPLOYEE SURVEY

The National Highway Traffic Safety Administration and Major League Baseball want to learn about alcohol policies and issues at your stadium. Please take a moment to complete this short questionnaire. Your answers will be anonymous and confidential.

1. Name of this stadium:  
\_\_\_\_\_
2. Please check your duties:  
1-parking lot gate-keeper  
2-parking lot security  
3-ticket seller  
4-ticket taker  
5-usher  
6-vendor (in stands)  
7-operate concessions  
8-inside arena security  
9-police officer  
10-waiter/waitress  
11-bartender  
12-other (please specify)  
\_\_\_\_\_
3. Are you a supervisor or manager?  
1-NO  
2-YES
4. Have you received training on Techniques of Effective Alcohol Management (TEAM)?  
1-NO (if NO, skip to Question 6)  
2-YES
5. If yes, who conducted the training?  
1-staff of stadium  
2-National Highway Traffic Safety Administration  
3-other (please specify)  
\_\_\_\_\_
6. Have you read the stadium's policies concerning alcohol?  
1-NO  
2-YES
7. Has your supervisor discussed the implementation of alcohol policies?  
1-NO  
2-YES
8. Have you ever had to deal with a patron who had too much to drink?  
1-NO (If NO, skip to #13)  
2-YES
9. Did you have to seek support or guidance from your supervisor in dealing with that impaired patron?  
1-NO (If NO, skip to #11)  
2-YES
10. If yes, did you get good back-up from your supervisor?  
1-NO  
2-YES
11. Please describe the incident and how you handled it:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
12. Were you effective in dealing with the problem?  
1-NO  
2-YES
13. Do you agree with most of the stadium alcohol policies?  
1-NO  
2-YES
14. What is your sex?  
1-MALE  
2-FEMALE
15. What is the sex of your supervisor?  
1-MALE  
2-FEMALE
16. How many years have you worked at this stadium?  
\_\_\_\_\_ YEARS
17. What is your age? \_\_\_\_\_

Thank you for completing this survey.

Please return this sheet to the person who gave it to you.

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**APPENDIX D**  
**FAN QUESTIONNAIRE**

## FAN SURVEY

The National Highway Traffic Safety Administration and Major League Baseball want to learn about alcohol use at this stadium. Please take a moment to complete this short questionnaire. Your answers will be anonymous and confidential.

1. Name of this stadium:  
\_\_\_\_\_
2. During the past few months, have you seen or heard of any advertising campaigns aimed at reducing drunk driving?  
1-NO  
2-YES
3. Circle any slogans, themes, or key ideas from those campaigns:  
3-drunk driving kills  
4-friends don't let friends drive drunk  
5-alcohol is a crash diet  
6-take the keys please  
7-know when to say when  
8-mothers against drunk driving  
9-students against driving drunk  
10-make it your future  
11-pass the keys  
12-slow on the bottle  
13-because we care  
14-other (please specify)  
\_\_\_\_\_
15. Are you aware of any arena policies concerning the sale and serving of alcoholic beverages?  
1-NO  
2-YES
16. If so, circle all that apply:  
16-free non-alcoholic beverages for designated drivers  
17-call a cab if you want or need one  
18-stop selling alcohol after 7th inning.  
19-don't sell alcohol  
20-special room to sober up  
21-free coffee  
22-no alcohol sales to anyone under 21  
23-no admittance to intoxicated fans  
24-fans can't bring alcohol to games  
25-other (please specify)
26. Circle the food and beverages you usually buy at this stadium?  
26-mixed drinks  
27-soft drinks  
28-meals in restaurants  
29-fast foods  
30-beer  
31-wine
32. Have you changed your alcoholic beverage purchases at this stadium?  
1-I don't drink alcohol  
2-decreased consumption of alcohol  
3-increased consumption of alcohol  
4-no change in consumption of alcohol
33. How did you travel to the stadium today?  
1-charter bus  
2-private auto-alone  
3-private auto-with others  
4-public transportation  
5-cab/limosine  
6-walk/bicycle  
7-other (please specify) \_\_\_\_\_
34. Are you part of a group that is using a "designated driver" who will remain sober?  
1-NO  
2-YES
35. How many games have you attended here this year?  
\_\_\_\_\_
37. Are you currently:  
1-single  
2-married
38. What is your age? \_\_\_\_\_
40. How many years of schooling did you complete? \_\_\_\_\_
42. Circle your sex:  
1-female  
2-male
43. Circle your ethnic or racial background:  
1-White  
2-African American/Black  
3-Hispanic  
4-Asian  
5-Native American  
6-Other (please specify)  
\_\_\_\_\_