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COLORADO ALCOHOL &  
DRUG ABUSE DIVISION

## ASSESSMENT OF CURRENT ALCOHOL AND TOBACCO POLICY REGARDING SPORTS EVENTS IN COLORADO

Submitted to  
Colorado Alcohol and Drug Abuse Division

By  
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1991

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REGARDING SPORTS EVENTS  
IN COLORADO**

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In 1990, the Colorado Alcohol and Drug Abuse Division contracted with the Pikes Peak CARE Coalition to identify and research key public policy issues in the State of Colorado. Following are the findings and recommendations regarding the issue of alcohol and tobacco policy at sports events.

### **I. Executive Summary**

#### **Findings:**

- \* Alcohol and tobacco policies in regard to sports events are currently receiving much national attention.
- \* Sports event policy in Colorado is diverse and conflicting.
- \* Distribution policy varies greatly throughout the state. Thirty five percent (35%) of the facilities surveyed have a per purchase limit on alcohol and 44% have a cutoff time before the end of the event.
- \* Fifty-nine percent (59%) of Colorado facilities that sell alcohol, sell beer only. Twenty-nine percent sell a full line and the remainder sell beer and wine or wine coolers.
- \* Less than one third of Colorado facilities surveyed have designated driver or "call a cab" programs.
- \* Server training is sporadic and very few events offer formal programs. Sixty-four percent (64%) of the Fair and Show Association members offer no training to their servers.
- \* Decision making regarding alcohol and tobacco policy is generally done by fair boards for fair and show members (71%) and by local government for non-fair events (53%).
- \* There are no alcohol or tobacco sponsors at 44% of the events surveyed, 31% have only alcohol sponsors and 19% have both alcohol and tobacco sponsors.
- \* Revenue from alcohol sales is crucial to the existence of many Colorado sports events, ranging from 2 to 65% of total income.
- \* Of the unique populations surveyed, colleges and universities have the most consistent policy for serving, security, training and type of alcohol sold.
- \* Ski areas selling alcohol on premise offer no formal training to employees, leasees or security in regard to alcohol management, according to those surveyed.
- \* Denver facilities have very diverse policies. Larger facilities seem to maintain more control over alcohol and tobacco policies and are very aware of options and industry standards.
- \* In mid-size communities, most serving of alcohol (88%) is done by a contracted concessionaire.

- \* Seventy-five percent (75%) of mid-size communities have alcohol sponsors for their events.
- \* No rural communities surveyed listed tobacco sponsors for any of their events.
- \* Public perception of tobacco seems to be very different than that of alcohol. Tobacco sales, sponsorship and policy is much more regulated.
- \* Sixteen percent (16%) of all facilities surveyed sell tobacco.
- \* The Pro Rodeo Circuit Association rodeos sponsored by Copenhagen/Skoal were the only tobacco sponsors noted in the survey.

**Recommendations:**

- \* 1. Comprehensive study is warranted in several areas related to sports event policy in Colorado.
  - a. College and university sports events practices should be studied as a separate entity in its entirety to achieve a full understanding of state wide perspectives.
  - b. Ski areas and other tourist-driven communities seem to have some of the most inconsistent policies and should be further reviewed.
  - c. Non-spectator sports such as fishing, hiking, and canoe or river sports could be investigated.
  - d. The majority of event promoters come from outside the State of

Colorado. Regulations and contract agreements are often determined on a national level, leaving little opportunity for local arena input. Local event managers should insure that promoter policies parallel event facility policies.

- 2. Server training is a relatively easy program to implement and can alleviate several potential alcohol related problems. Development of a consistent practical server training program should be considered by all event managers.
- 3. Sample model policies developed for several types of events could prove beneficial to communities at the local level as they attempt to provide alcohol management strategies as part of their event planning. The development of these model policies could be a joint effort between state and local policy makers and event management. Policy for public events other than sports is one such area.

## II. INTRODUCTION

Alcohol and tobacco policies as they relate to sporting events has recently received a great deal of attention. The target market for beer companies coincides with the sports spectator audience. For instance, Coors states, "Coors likes sports because sports sells beer." (Klatell, Marcus, 1988) Many

**"Current legislation regarding smoking and alcohol management has compelled communities to review policies and implement changes. Colorado communities are no different."**

companies "have turned to sponsoring live events instead of putting all of their advertising dollars into buying commercials in an expensive and fragmented TV market."

(Klatell, Marcus, 1988). The large number of spectators who attend sports events where alcohol is available has raised concerns about drunk driving and crowd behavior. The question as to whether advertising and sponsorship of events such as sports target youth or encourage abuse, has been raised. According to Anheuser-Busch, "the fact is that beer advertising does not cause alcohol abuse any more than automobile advertising causes speeding or soft drink advertising causes tooth decay." Current legislation regarding smoking and alcohol management has compelled communities to review policies and implement changes. Colorado communities are no different.

The State of Colorado offers a wide variety of sports events. The alcohol and tobacco policies vary based on the type and location of the event as well as the number of participants which ranges from 15 to thousands. Policies range from merely providing a non-smoking area, to providing server training for each and every employee, and from absolutely no alcohol or tobacco sponsorship to exclusive sponsorship. Throughout these very different situations, however, several consistencies prevail. One is the need for education around the issue of alcohol management. Another is policy determination coming from the local levels of government.

**"The fact is that beer advertising does not cause alcohol abuse any more than automobile advertising causes speeding, or soft drink advertising causes tooth decay."**

Several aspects of alcohol policy around sports events will be discussed in this document. A statewide survey of seventy-seven events and twenty three concession and security companies was conducted to determine alcohol management policy, personnel issues, decision-making procedures, revenue impact and sponsorship considerations. In addition, each member of the Colorado Fair and Show Association was surveyed to provide consistent, statewide data. Special attention is paid to certain, unique areas around the state: Ski areas, the Denver area, rural communities, mid-size communities and colleges and

universities. In addition to the statewide information, out-of-state information is provided to offer a comparison to policies and procedures in Colorado.

When studying the figures and information compiled in this report, certain considerations should be taken. One, the definition of events is sports activities with a spectator focus. Two, the surveys were compiled with self-reported information. Three, the events selected for the surveys, exclusive of the Fair and Show Association members, were decided upon by the local Chambers of Commerce throughout the state. Four, the diverse categories of events selected provide various inconsistencies in the data available. To provide some consistency at a statewide level, the Fair and Show Association members, whose major events tend to be rodeos, were surveyed and analyzed exclusive of other events. Five, due to the unavailability of data in certain instances, some of the statistics will not equal 100%.

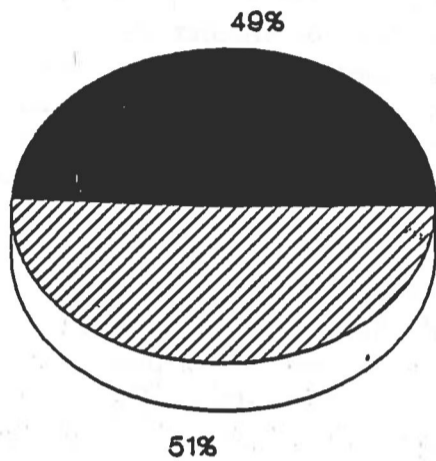
Due to the extent of the subject, several areas warranted further study and were not included in the report. Sports that are not considered spectator sports, such as fishing and rafting, were not included. The impact and policy of promoters, largely coming from out-of-state, were not included due to the extensive research required to acquire adequate information. Intense review of current city and county ordinances, special event permit policy and pending legislation are not included. Also not included were other types of public events such as concerts and exhibits which are hosted at many of the locations surveyed.

### III ALCOHOL MANAGEMENT POLICIES

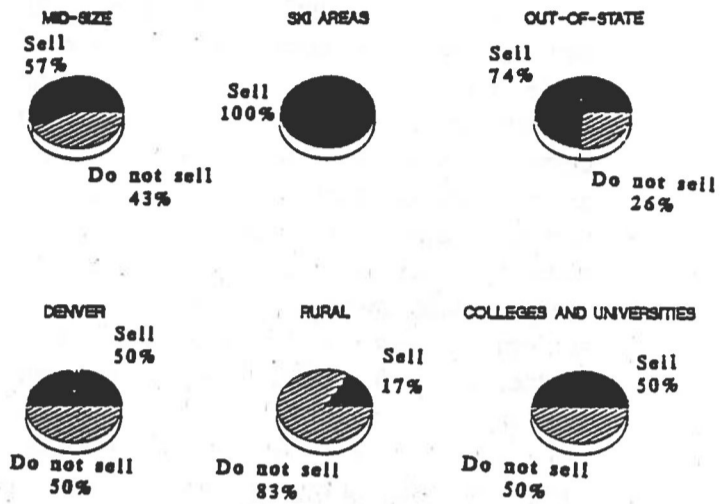
The actual sale and distribution of alcohol products, including whether or not they are sold, what is sold, policy regarding end of sales limits, per person carry away limits, bringing alcohol into events and designated driver programs are all components of alcohol management policy.

Fans in the U.S. have been mixing beer with sports since at least 1882 when the American Baseball Association was founded (Johnson, 1988). American society has assumed the relationship between sports and alcohol availability. As one event manager in a Colorado Springs rodeo arena put it, beer is provided because "it's one of the comforts they (spectators) enjoy having". That may well be so, but many facilities have begun to take a more active role in exactly how this "comfort" is provided. In an effort to prevent disruptive behavior and discourage problems, policies such as "upgrading security, opening beer-free sections, limiting the beers bought by each customer and reducing cup sizes" (Johnson, 1988) have been instituted. Management is putting more resources toward employee training and crowd control. The alcohol industry has developed its own packages of responsible fan behavior. In its Good Sport program, Anheuser-Busch states one of its goals is "to help ensure that alcohol beverages are consumed safely, responsibly and legally" (1989). Similarly, Miller has developed a Responsible Event Plan "to ensure that, when our beers are served, they are consumed responsibly" (Prince, 1990).

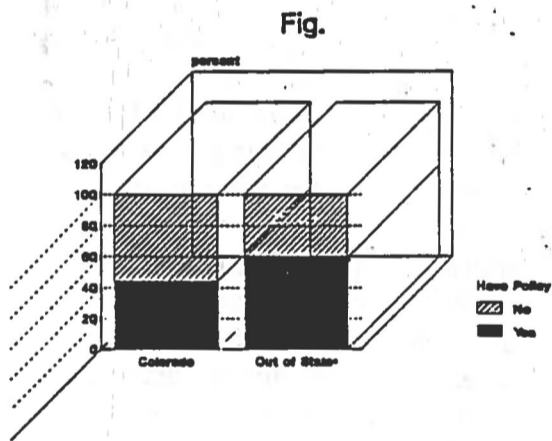
**Fig. 1 FACILITIES SELLING ALCOHOL**  
Colorado State Survey 1990



**Fig. 1a Facilities Selling Alcohol**



**Fig.2 DRINK/PERSON LIMIT POLICY**  
Colorado State Survey 1990



**Fig. 3 Sports Event Cooler Policy**  
Fairs & Shows, Other, Total

	Coolers Allowed			No Coolers	
	Sell Alc	No Sales	W/no alc	Sell Alc	No Sales
Other	10%	21%	5%	33%	31%
Fairs & Shows	6%	22%	3%	28%	41%
Total	6%	22%	4%	32%	36%

\* Out of state statistics include one or more state or county fairs survey from the following states: Arizona, California, Florida, Iowa, Kansas, Montana, Nebraska, New Mexico, New York, Oregon, Texas, Utah, Virginia and Wyoming.



Colorado is utilizing some of the above techniques in several areas across the state. The more comprehensive use of these techniques is happening in the densely populated areas of the state and certain techniques are utilized in some areas more than others. A manager in Colorado Springs stated that there is "no need to regulate" the number of drinks people walk away with because, "very seldom do people ask for more than two." In fact, only 35% of the events surveyed in Colorado indicated a number of drinks per person limit. Forty-four percent (44%) indicated a cut off of sales prior to the end of the event, usually between one half and two hours prior to closing. In contrast to even the most stringent Colorado policy, 59% of the out-of-state facilities contacted have a purchase limit and 88% of them have a cutoff before closing.

The type of alcohol sold varies from place to place. Thirty two percent (32%) of the Colorado events sell 3.2 beer. Twenty-six percent (26%) sell regular beer. Beer and wine coolers or wine are sold at 21% of the facilities and 29% have a full line of alcoholic beverages available. In the out-of-state facilities, 30% sell beer, 41% sell beer and wine or wine coolers and 29% sell a full line of alcohol.

Another factor affecting alcohol policy is the ability of spectators and participants to bring coolers into an event. Seventy-one percent (71%) of the events responding indicated no coolers are allowed, 47% of those are facilities which sell alcohol. Twenty-two percent (22%) of the facilities do not sell alcohol but do allow coolers. (See figure 3 for further detail.)

Designated driver programs are available at only 32% of the facilities selling alcohol. Generally, no program is available where alcohol is not sold, regardless of whether alcohol is brought in by spectators. Just 18% of the out-of-state facilities reported having any kind of program. The definition of a designated driver program varied from having a formal set up, such as a booth, to simply having public transportation easily accessible (as in the ski towns). Miller and Anheuser-Busch have responsible drinking programs in place and available to their distributors. Coors is currently developing an event plan. Anheuser-Busch leads the pack with its "Know When to Say When" program, comprised of four different components.

#### IV. PERSONNEL POLICY

Concessionaires, event managers and security employees are the primary personnel who deal with alcohol management. Personnel who actually do the ID checking, serving and confrontation for alcohol-related services varies from facility to facility and from sport to sport. Management at the facilities is adding resources for education of employees and security coverage policy, at least partially due to increased liability. A facility in Denver provides the TEAM (Techniques for Effective Alcohol Management) training through their concessionaire, "to protect revenue," meaning alcohol sales revenue. The alcohol industry is also supporting efforts to reduce problems. According to one concessionaire, "beer companies are very much concerned about how it's (the sale of alcohol) handled."

In Colorado, once again, the actual implementation of policy is very diverse. Training of employees is done by management, other employees, police officers or TEAM or TIPS certified trainers. Security and law enforcement officers are very much on their own in regard to alcohol management training with the exception of one larger facility in the state. There is a facility in Denver where it is a policy that "if alcohol will be served, off duty police officers must be employed." Many events simply have police officers on call in case of any problems. In these cases, the experience of the security or police officer is relied upon to deal with any possible situation that may arise. Age checks of individuals is done by the people serving the alcohol, by gate ushers or by security. One security company is asked to check ID in addition to the server to "eliminate the chance for error by that much more."

Server training, even if not formal training, tends to be more elaborate when concessionaires are contracted to provide vending services. Six of the events surveyed, run by concessionaires and others, provide formal TEAM or TIPS training for their employees or management. The others either have no training, have training provided by the police department or have more experienced employees do the training. Sixty-four percent (64%) of the fair and show association members have no training at all. Concessionaires do the serving of alcohol for 18% of the facilities. Employees of the facility do the serving at 38% and volunteer workers do it at 35%. These percentages point out some inconsistencies in policy, partially due to the diversity of the events, possibly

due to a lack of education on the part of event planners and employees.

Personnel employed for security (usually law enforcement personnel) prove to be somewhat more consistently trained than servers. Law enforcement provides some form of security for 59% of the facilities. An additional 7% have security provided by a combination of law enforcement and employees. Another 12% hire outside security agencies. Eight percent (8%) have no security available and 12% represent facilities such as softball fields where security is not generally deemed necessary. The remainder have other personnel such as the forest service or ski patrol provide security. Out-of-state, 50% of the security is provided by law enforcement, 8% by law enforcement and employees, 21% by an outside agency and the remainder use different combinations of agencies, staff and other personnel.

## V. DECISION-MAKING ENTITIES

Due to the nature of sporting events, government has historically had a fairly active role in alcohol policy determination. The health department, law enforcement, park and recreation departments and city and county government all play a part in promoting policy. Government and management have been working together to provide adequate alcohol management at sports events for quite some time. Owners, management and concessionaires are involved in the process as are tenants of the facilities which may be publicly owned and leased for special events. Management is required to follow state and local ordinances and implement

certain security policy and the government attempts to make the facilities safe and enjoyable for the public it serves.

In 1988, the New York State Assembly approved a bill mandating that every major professional stadium and arena in the state declare 6% of its seats alcohol-free and another 15% free of vendors but allowing consumption of alcohol (Johnson, 1988).

In Colorado, most policy-making is done by the city or county where the facility is located. However, much of the decision making is done by the management, concessionaires and even the tenants leasing the space, therefore creating a great deal of variation in how policy is implemented. For example:

- in one county, a manager states that the event sells beer in order to "make things work with the county (because the county is) a lot stronger than us."
- a ski company "(doesn't) serve shots in restaurants on the slopes"
- a football stadium has a "long standing public perception that has caused (them) not to change their (alcohol) policy" of allowing coolers to be brought in and no beer sales.

In the case of the County Fairs and Shows members, most policy making is done by the fair board in regard to both what is sold at events and management policy associated with the sales. Seventy-one percent (71%) of the fairs are governed by fair boards and 21% by the local government. Many of the fair boards are appointed by government

officials. In contrast, 53% of the non-fair event alcohol policy is determined by the local government. An interesting point to note is that in 80% of the non-fair events, those who decide what alcoholic beverages will be sold are different from those who determine policy.

All of the facilities surveyed follow state liquor laws and local ordinances. Ultimate control is, of course, placed in the hands of the government which grants liquor licenses and special permit licenses to the management, concessionaire or lessee.

In the State of Colorado, because of the diversity of populations and events, local policy-making seems to have been successful. More attempts to control are maintained when larger crowds and more densely populated areas are the locations of event sites. In the more rural areas, the communities are content to simply follow the state regulations on licensing and drinking age and avoid implementing sophisticated alcohol management policy. Certain event representatives indicated that this may be due to the small number of people in attendance and the difficulty of enforcing policy with limited staffing resources.

## VI. ALCOHOL AND TOBACCO COMPANY EVENT SPONSORSHIP

Sponsorship is a crucial issue in the operation of sporting events. Much discussion is going on at the national level in regard to the effect that sponsorship and advertising have on America's youth. According to a recent report called "Beer and Fast Cars" by the Marin Institute and

AAA Foundation, "Of all industry sponsors, brewers are second only to the tobacco industry in amount spent" (in auto sports sponsorship), and, "The brewing industry spent more than \$180 million during 1987 on sports sponsorship" (Buchanan, 1989). The link between sports and alcohol goes beyond auto sports. "The International Ski Federation allows national sponsors to sell advertising on racers' uniforms" and "allows beer ads (but) prohibits cigarettes and whiskey" (Klatell, Marcus, 1988).

Surgeon General Koop's Workshop on Drunk Driving recommended that "alcohol companies should not be allowed to sponsor or promote public events if the majority of the audience is under the legal drinking age." Koop also recommended that ads "eliminate the use of celebrities who have a strong appeal to youth" (Buchanan, 1989). This would include many athletes.

Stephen Burrows of Anheuser-Busch states, "We're trying to get the best return on our advertising dollar and yes, the idea is association between our product and a sport people love. But they (anti-sponsorship) are making a quantum leap to say that this association leads to alcohol abuse" (Smothers, 1990). Experts in the alcohol and drug treatment field do consider drunk driving a form of alcohol abuse.

Anheuser-Busch, Miller Brewing and Coors were surveyed in regard to their sponsorship of sporting events. All three stated their target market to be males from the age of 21 and older, up to age 49. However, the industry has been challenged on the issue of how the market determines what segments 21 year-old legal drinking age adults from 20 year-old

underage adults. Coors has responded to that issue by altering their marketing tactics toward borderline audiences such as college students.

According to a Coors distributor, college students no longer comprise a significant portion of their marketing efforts. Three of Anheuser-Busch's major target markets; Major League Baseball, NCAA, and the NFL, have viewers who's median age is 38-46 years old, according to Nielson research.

All of the major breweries listed football, basketball, motorsports and golf as key advertising targets. All stated that event sponsorships number in the thousands nationally and Anheuser-Busch claims that, in addition, its 950 independent wholesalers sponsor "grassroots sports events on the local level" such as softball tournaments and bowling, much like the other major breweries.

Colorado event sponsors and management portray all aspects of this issue. A Denver area manager states "the more (sponsors) the merrier" and no constraints are in place. A rural county fair states there is no alcohol sponsorship or sales "because of liability" and it is "not good relations with the public." Still another states, "Bikes and alcohol don't mix," in regard to a cycling event. These quotes are indicative of the statistics brought out in the survey. There are no alcohol or tobacco sponsors at 44% of the events surveyed. Events with alcohol sponsors comprise 31% and alcohol plus tobacco comprise 19 percent. Information is not available from six percent (6%) or four of the 70 respondents.

## VII. REVENUE IMPACT

According to Greg Prince, Senior Editor of Beverage World magazine, "One calculation that does make sense is beer-plus-sports. That's been a profitable agreement for both parties seemingly since Eve threw Adam history's first curve" (Prince, 1990). Alcohol sales at sports events mean profit, but not profit without cost. Generally, event policy where alcohol is served requires more security, insurance liability policies and increased personnel to serve and supervise sales.

In addition, there is the potential for alcohol related problems in the stands. In an effort to help control fan violence, the San Francisco Giants lost \$600,000 in revenue by banning beer vending in the stands.

- "We knew it would have a negative financial impact on our beer sales, but we also noted that 90 percent of the feedback from the fans was positive."

In that situation, alcohol-related security problems went down and other concession sales went up (Johnson, 1988).

- On the other hand, "The American brewing industry had done a good job in keeping all manner of tournaments...afloat when they might have sunk, or never have tried to swim at all" (Johnson, 1988).

The alcohol industry provides a good deal of support to local communities in spite of the fact that beer sales have been flat in recent years. According to the three

major American breweries, their sales have continued to increase in spite of a flat market by taking market share from the smaller breweries such as Stroh and Heileman.

Similar to the national scene, Colorado sporting events also walk both sides of the fence in the sales of alcohol. Revenue from alcohol sales ranges anywhere from 5% to 65%.

- One event sponsor in Glenwood Springs puts it this way, "It would hurt more than losing beer sales, people wouldn't come".
- A Denver area manager says the loss of sales would have "more impact because we wouldn't be able to sell a service to clients."
- Another event manager states that, "It's nice to see the responsibility factor," even if sales have declined with alcohol awareness and liability.

Alcohol sales comprise a considerable amount of profit in the minds of those surveyed. Eighty five percent (85%) of the non-fair and show event managers that sell alcohol stated that the loss of those sales would significantly affect revenue. All of the non-fair event managers listed revenue as 20% or greater. The fair and show members listed revenue anywhere from 3% to 25% of sales with 71% of those being below 10% revenue. It is interesting to note that the fair and show members show alcohol as a less significant portion of revenue than non-fair and show facilities.

Liability insurance has a significant impact on the revenue of any public event. Most persons surveyed in regard to insurance policy requirements indicated that they carry a general liability policy for their facilities. A few facilities carry a special policy which relates specifically to alcohol sales on premise. One or two of the event managers stated they did not sell alcohol because of the cost of a liability policy.

There are three ways an entity can be insured for alcohol consumption related incidents. The first is through the Comprehensive General Liability (CGL) policy which covers a group having alcohol available but not for sale. The CGL will not cover serving alcohol to an obviously drunk individual whether alcohol is sold or not. The second is a liquor liability policy which can be purchased in addition to the CGL and which covers drunk driving and other alcohol-related incidents. The third is an addendum to the CGL which includes liquor liability. Both the second and third options do provide for the sales of alcohol.

## VIII. UNIQUE POPULATIONS

### A. COLLEGES AND UNIVERSITIES

Six colleges and universities were included in the survey. This population has certain unique characteristics, one of them being that the age of the majority of the population is under 21. Another characteristic is that the college or university may be a state institution or be government funded but have different policies than other state owned facilities.

Three of the six schools sell alcohol at sporting events. Unlike other facilities, there are certain consistencies among the schools. They all have a cutoff before the end of the event. They all have a limit on the number of drinks that can be sold in a single purchase. They all sell 3.2 beer only. They all put their employees through the TIPS training. None of them sell tobacco. None of the schools sell beer at all of their athletic events. The University of Northern Colorado sells beer only at football games and Denver University sells beer only at hockey games. At these events, along with certain University of Colorado events, the majority of the spectators are community members as opposed to students.

Only Colorado State University hires a concessionaire. The remaining two schools have their own employees do the ID checking and serving. Security for all six schools includes some on-campus security. One school uses an agency and another uses city police officers in addition to campus personnel. Coolers are not allowed in two of the stadiums selling alcohol. The third allows coolers without alcohol. Two of the schools have no designated driver program and one is in the process of implementing one.

In contrast to the number of schools selling alcohol, all six schools indicated some type of sponsorship by a beer company. Coors provides some form of sponsorship for all six colleges. Anheuser-Busch is involved at four of the schools. Only one school listed Miller as a sponsor. Although they all have beer sponsors, one would rather do without but is tied in to past contracts for sponsorship.

The Athletic Director stated, "It doesn't seem quite right to me to have a policy against (sponsorship) and then go to these companies for support." The companies sponsor primarily through scoreboards, score tables and schedules. Programs, merchandise and alcoholic beverage products are also used. Product is used in conjunction with booster club sponsored events or press boxes only.

Recent controversy arose at University of Colorado when a group of students opposed their new sports arena being named after Coors as the result of a of a \$5 million donation. However, a student body vote approved the use of the Coors name on the building.

The colleges and universities that sell alcohol indicated that it would significantly affect revenue to curtail sales. Beer sales comprise between 30 and 40 percent of event revenue. "That's why everyone takes so much care to control them (alcoholic beverages)," stated one concessionaire.

Alcohol sales at campus sport events are determined by the athletic departments with the exception of Denver University which follows the city's jurisdiction. Policy for the colleges and universities is determined by either the city or a combination of state and campus personnel.

The college and university populations are deserving of further study. Although there is a plethora of information available nationally in regard to campus alcohol and drug status, Colorado could benefit from state-specific information, especially in regard to public events.

## **B. SKI AREAS**

Communities which identify tourism as one of their major industries experience some unique circumstances. Ski towns in Colorado fit this category. Three ski towns, Vail, Aspen and Breckenridge, are considered in this report. All three have alcohol available in the restaurants located on the slopes. At Dobson Arena in Vail, beer is also sold at adult related events such as concerts. ID checking is done at the point of sale by employees of the restaurants or arena. One town has a taxi service for bar patrons provided by a non-profit organization. Otherwise, the communities rely on public transportation to provide for patrons who may be intoxicated.

The training of personnel is provided most commonly by other employees or management. No formal training happens in the communities surveyed. Security is provided by local police in the case of an incident. At one slope, the ski patrol is also relied upon for security but receives no formal training.

Sponsorship by alcohol companies is not actively solicited by any of the facilities. Some events come to town with alcohol or tobacco sponsors without restrictions; however, this year, at Aspen, "there will be no more tobacco industry sponsorships on its mountains" (Brady, 1990). Another ski resort representative stated that they have no alcohol or tobacco sponsors because they "don't think it's compatible with why people come to the mountain."

Revenue impact is considerable, about 50% of sales, at Dobson Arena. The other survey participants were unclear about the percentage of sales because the restaurants on the slopes are operated by outside leasees.

Ski resort communities are another population that warrant further investigation. Comparison of policy with states such as Utah and Vermont, which have similar tourist populations, may be helpful. A complete comparison of all Colorado ski areas is also pertinent.

### C. DENVER AREA

Denver, due to its population and urban setting, retains more control of its events through the city than do other communities in Colorado. Of the seven facilities surveyed, four of them sell alcohol. Two facilities sell 3.2 beer only, the others have a full bar available. All four hire a concessionaire who does the carding and the serving of patrons. Coolers are allowed in just one of the facilities. Two have a designated driver program.

"it is not a given right to serve alcohol."

Personnel are put through either TIPS or TEAM training at three of the facilities. A concessionaire explained the reason for this as "it is not a given right to serve alcohol." Another facility has experienced employees do the training. Security is provided by outside agencies and police officers at two of the facilities. One facility has its own security and the

remaining one has a manager oversee operations and contact the police with any problems.

Three of the facilities are managed by the city and must comply with all city ordinances and Denver Theaters and Arena Guidelines. The other is privately owned and policy is determined by the owners in conjunction with state guidelines.

All of the facilities indicated that the sales of alcohol significantly affects revenue, with one stating sales comprised approximately 45% of revenue or earnings. The city receives a commission on concession sales from the concessionaire at city-owned facilities.

The City of Denver appears to be in accordance with what is happening at publicly owned facilities in other areas. The concessionaires are aware of the issues and current policy updates and seem to be conscientious about applying relevant techniques. No major problems of newsworthy proportion were reported by the personnel of the facilities although some did state that a "few problems" had occurred and that the events tend to attract a "rowdy crowd." One facility's management believes that problems that do occur are not necessarily alcohol-related.

### D. MID-SIZE COMMUNITIES

Fifty-seven percent (57%) of the events in mid-size communities in the survey sell alcohol. Thirty-one percent (31%) sell it at all events. Only half of the 28 facilities have a cutoff for sales limit and 6% have a number of drinks per person limit.



Fifty-six percent (56%) of the facilities serve 3.2 beer only. Full bar sales, regular beer only and beer and wine coolers make up 13% each. Coolers are allowed in only 13% of the facilities. Designated Driver programs are available at 31% of the facilities.

Concessionaires provide refreshments at 88% of the facilities selling alcohol, but only 25% reported any kind of formal server training. Security is provided by the sheriff's office for 38% of the events. Another 25% have security provided by the sheriff's office in combination with other law enforcement. Nineteen percent (19%) of the facilities hire private agencies and the others either do not require it they have employees provide security.

Fair boards determine policy in 50% of the mid-size communities. Thirty-one percent (31%) of the events reported that city or county government does the policy-making.

Twenty-five percent (25%) of the facilities listed tobacco sponsors for their events. Seventy-five percent (75%) listed alcohol sponsors. There is some overlap between alcohol and tobacco sponsors. However, nineteen percent (19%) of the facilities reported not using alcohol or tobacco sponsors.

Fifty-six percent (56%) of the facilities believe that the sale of alcohol significantly impacts revenue for the event. Revenues range from 2 to 65% of sales for the facilities that reported. Seventy percent (70%) reported earnings of 20% of sales or higher.

No facilities reported any major alcohol-related problems although one facility claimed there are "no problems but we have to watch 'em." One event was discontinued due to fights, etc. and two facilities reported that they had problems outside the event once people left the grounds.

#### E. RURAL COMMUNITIES

In the rural communities surveyed, 20% of the facilities sell alcohol and none of those sell at all events. No facility ends sales prior to closing and just one (25%) limits the number of drinks taken away in a single purchase. Half of the facilities offer a full line of liquor, 25% 3.2 beer and 25% regular beer. Fifty-four percent (54%) of the 24 rural facilities allow coolers, 8% or two of which sell alcohol. Eight percent (8%) of the facilities have designated driver programs, one facility sells alcohol and one facility does not.

Fifty percent (50%) of the facilities selling alcohol have concessionaires do the serving and ID checking. Twenty-five percent (25%) of the facilities have their own employees do it and 25% have the tenants leasing the space serve and ID. None of the facilities provide server training. Three or 75% of the facilities selling alcohol use the local police force for security. The other facility has the tenants hire their own security. Of all of the facilities, 88% use law enforcement, 8% have no security and 4% use fair board members.

Policy determination is done through local government in 42% of the facilities, by fair boards in 29%, and by a combination

of fair board and county personnel in 21% of the facilities. Four percent (4%), or one of the facilities selling alcohol, has the concessionaire determine policy.

Sponsorship is provided by beer companies for 42% of all of the events. All of the events selling alcohol have beer sponsors and 30% of the facilities not selling alcohol have them. None of the facilities listed tobacco sponsors. Sponsors tend to be solicited by fair managers.

Half of the facilities selling alcohol listed revenue between 5 and 10% and half listed it between 10 and 20%. Half also believed that eliminating sales would significantly effect revenue. Thirteen percent (13%) of the facilities noted alcohol-related problems, with one manager stating that "people who don't live here cause the problems." Another manager stated that the facility began selling alcohol in a bar setting to cut down on fights in the dance and rodeo areas. An event operator in Limon addressed the attention being paid to alcohol and tobacco issues saying, "it's not what you do, it's how you do it," and that the "drinking and smoking thing has gotten totally out of control." He also stated that he will not be planning the event next year but will "sit up in the stands and get hammered."

#### **IX. TOBACCO POLICY**

Generally, the public perception of alcohol is much different than that of tobacco. Tobacco, both smoking and smokeless, seems to be much less accepted and is much more regulated. The ban on television advertising has

required more creativity on the part of the tobacco industry in marketing its products. One of the results of this has been increased sponsorship of sporting events. Nationally, the tobacco industry has been involved in major auto sports, tennis and rodeos. In Colorado, the major focus tends to be on rodeo, although other events are targeted as well.

There is also an increasing national trend to ban smoking in public buildings or confine it to designated areas. In July of 1990, the Atlanta Braves "became the first major league team to launch an anti-smoking program" (Koeppel, 1990). Colorado has not been immune to the outside influence. Denver City Council recently passed a no-smoking ordinance for publicly owned buildings and Governor Romer recently declared all state buildings non-smoking. Sporting events specifically have been affected by these tobacco policy trends as well. Sixteen percent (16%) of all of the facilities surveyed reported selling tobacco products. Of the out-of-state fairs surveyed, 59% sell tobacco. Sixty-one percent (61%) of the Colorado facilities do not have smoking policies, largely due to the fact that the events tend to be held outside. Thirty-nine percent (39%) do have designated smoking or non-smoking areas. The smoking policy is generally determined by local city or county ordinances.

Tobacco sponsorship is even less scarce throughout the state. The only tobacco sponsorship mentioned is Copenhagen/Skoal for the PRCA rodeos and these sponsorships are solicited on a national basis. The rodeos occur at

fairgrounds almost exclusively. Several groups will not allow tobacco sponsors at all and others simply do not recruit large sponsors. Colorado is also in line with national trends in sponsorship. Recently, the Minnesota Timberwolves "implemented a ban on tobacco advertising both inside and outside the...arena...(and) will no longer accept tobacco advertising in any of its publications. Officials estimate the ban will cost...\$400,000 to \$600,000 annually."(Advertising Age, 1990).

"Beer and wine are not defined the same as alcohol, it's spirits, but it's not the same" - National organization's marketing VP on why they accept beer and wine sponsors but accept no "alcohol" sponsors.

## X. CONCLUSIONS

Colorado represents the spectrum in alcohol and tobacco policy around sporting events. There are very few consistencies in event policies with the exception of state mandated guidelines as far as drinking age and licensing.

Following are several quotes from survey interviewees on their perspectives:

"Beer and wine are not defined the same as alcohol, it's spirits, but it's not the same" - National organization's marketing VP on why they accept beer and wine sponsors but accept no "alcohol" sponsors.

Alcohol is "something our society enjoys"

There are "fights all the time but they don't necessarily relate to alcohol"

There is a "time and a place for alcohol"

"To me, it's (alcohol consumption) a real concern, especially when children are involved"

As can be seen by the above quotes, perspectives are varied and conflicting. Facility managers and local governments therefore face certain dilemmas in developing alcohol and tobacco policy. These include:

- Do they sell alcohol and deal with the management issues or do they not sell and forego the revenue?
- When they do sell, how do they control for factors such as tailgate parties, alcohol or tobacco brought in to the facility or people arriving already intoxicated?
- When more structured policy is indicated and implemented, such as not allowing coolers with alcohol in an arena, how is it enforced and how is the extra staff needed to enforce it financed?
- When does the responsibility of the individual end and the responsibility of the facility begin?
- If a major alcohol or tobacco sponsor is eliminated, how is the revenue and support replaced?

These dilemmas raise many questions yet all have been dealt with on small and large scales both locally and nationally. In reviewing the Colorado data, several possible considerations surface.

1. There is a need for education around alcohol management, the potential for problems and possible solutions. Communities throughout Colorado have varying degrees of knowledge regarding liability issues, server training, acceptable spectator behavior and alcohol management policy at sports events. There are many resources available which address these topics; however, perhaps a program focused on rural events might be helpful since most programs deal with larger facilities (i.e. TIPS, TEAM Anheuser Busch Good Sport Program).
2. Many local and state ordinances have not been reviewed for several years, even decades. Review and possible revision may better help meet the needs of communities. Issues such as open container regulations, etc. have not been addressed at the local level in some communities. Governing bodies in these areas may be able to effectively curb or prevent alcohol-related problems by effectively revising and enforcing local ordinances and policies.
3. Policy making at the local level seems to meet the needs of the communities. Colorado is a diverse state in respect to sporting event activity and local government and other entities respond well to their own situations. Many events do not have extensive alcohol and tobacco policy in place. This lack

of policy may be inadequate in some places, but in other locations there have been few problems and individuals tend to maintain responsibility for themselves. Therefore, state-instituted, blanket policy may in fact create more issues than it alleviates in these instances.

4. Tourist driven communities rely heavily on outside sponsorship of events. Many local operators maintain little or no control over what types of sponsors come in. National promoters and sponsorships are often determined without consulting the personnel at locations in which the events will be held. Though the locations may be able to disallow certain events because of their sponsorships (i.e. Aspen banning tobacco sponsors), the revenue impact is much too great for many facilities. Research regarding sponsors other than alcohol and tobacco, as well as promoters who do not deal with alcohol and tobacco companies, may be an option available to tourist-driven communities in regard to alcohol and tobacco management policies. Study of crowd control and safety issues may be helpful in addition to the financial resources.
5. Training of personnel is done very inconsistently throughout the state, creating potential liability issues if a problem does arise. Availability of information regarding alcohol and tobacco management policy should be easily accessible for each event planner. Although many communities may not need extensive intervention and regulation from the state level, server training is a procedure which can be

implemented in response to local needs on a somewhat consistent basis. In most cases in Colorado, servers are given sole responsibility for implementing event policy. Ensuring that the personnel are properly prepared for this responsibility can help to prevent problems.

6. Many facilities rely on local law enforcement to provide all security. Many times, these personnel receive minimal training in alcohol management. It is assumed by event management that the person responding to a problem has adequate knowledge to deal with any situation. Special preparation and training of security personnel may help deter possible problems. Event management must realize that law enforcement officers are asked to intercede in a wide variety of situations and cannot possibly be experts in all of them. Event management, therefore, must take the responsibility for communicating with law enforcement regarding potential problems and practical solutions to those problems, given the skills at hand.
7. Insurance coverage for events tends to be a comprehensive general liability policy. This policy will not cover the sales of alcohol at all without an additional alcohol liability policy addendum or liquor endorsement. Event management should be encouraged to review its liability coverage to determine whether or not it adequately meets the needs of the event.
8. Several of the facilities surveyed are state or government operated. According to one Denver facility representative, certain properties are exempt from certain policy such as the city smoking ordinance, raising a question as to whether or not all government-operated facilities run under the same policies. Inconsistency in policy may create some confusion and warrant review. This instance occurs primarily in larger communities or at the state level.
9. Local beer distributors are concerned about their communities and the people in them. Event planners could benefit by working with distributors in providing training for servers, designated driver program materials, responsible drinking messages and other programs impacting alcohol sales.

**Appendix A**

**GENERAL SURVEY**  
**SPORTS EVENT LOCATIONS**

**ALCOHOL:**

Do you sell it?  
At all events?  
End of sale limit:  
Number of drinks per person limit?  
Types of alcohol: 3.2 Beer Wine Distilled Spirits  
Who Cards?  
Who Serves? (concessionaire)  
Server Training?  
Who decides what will be sold?  
Percent of revenue  
Would elimination of sales significantly affect revenue?  
Who determines location alcohol policy? Local ordinances?  
What are they?  
May coolers be brought in? Policy?

**TOBACCO**

Is it sold?  
Who sells?  
Is there a Designated Smoking Area?

**SPONSORSHIP**

Who sponsors events? Alcohol, Tobacco  
How do they sponsor? T-shirts, ads, promotions, distribution, signage  
How are sponsors decided upon? Who solicits?  
How many events a year?

**CALENDAR OF EVENTS**

Events at location  
Time of year  
Age of audience

**INSURANCE**

Insurance required? Liability, other?  
Who provides? (stadium, promoter, concessionaire?)  
Any action brought?  
Designated Driver Program?

**SECURITY**

Who provides?  
Training?

**Appendix B**

**FAIRS AND SHOWS SURVEY QUESTIONS**

**estimated attendance -**

1. Do you sell alcohol at the Fair/rodeo? Both?
2. Is there a certain time before closing that alcohol sales are cut off?
3. Is a person allowed to take only a certain number of drinks away from a stand at a time?
4. What types of alcohol are sold?  
3.2 Beer   Beer   Wine Coolers   Wine   Distilled Spirits
5. Is alcohol sold in the stands?
6. Are people allowed to bring coolers in?
7. Who decides what will be sold?
8. Who determines policy? County Commissioners  
Fair Board  
Concessionaire
9. Do you contract with a concessionaire (vendor) or provide concessions with your own employees?
10. What is the policy for servers of alcohol? (training, carding, etc.)
11. Do the servers also do the carding?
12. What type of security is provided?
13. What company provides security?
14. What kind of alcohol management/crowd control training does security have?
15. Who provides the training?
16. Has there been a "Designated Driver" program available?



17. Who provides liability insurance? (concessionaire, fair, security)
18. What companies help sponsor the fair?
19. Who solicits the sponsors?
20. How do they sponsor? (signs, advertising, cash)
21. How many major events does the fairground have per year?
22. Have there ever been any alcohol related problems during the fair?
23. As a guesstimate, what percent of revenue do you think alcohol makes up?
24. Would the elimination of alcohol sales significantly impact your revenue?
25. Is tobacco sold at the events?
26. Is there a designated smoking area?

## **Appendix C**

### **Alcohol Industry Survey**

1. What type of sports events do you choose to sponsor on a large scale? (Volleyball, auto racing, etc.)
2. Why are those specific types of events selected?
3. How is the "value" of a potential sponsorship determined?
4. What type of sponsorship is most widely used?
  - advertising
  - product
  - promotional merchandise
  - prizes
  - other
5. What age group are most of the sports events that are sponsored targeted toward?
6. How has the publicity around drunk driving impacted the type of sponsorship you do? Bottom line effectiveness of sponsorship (monetary, exposure)?
7. Has your market share been increasing, decreasing or stable over the last 2-3 years?
8. What is the increase, decrease or stability attributed to?
9. How many sporting events does your company sponsor annually? (nationwide major events, local events if available)
10. Do you have an alcohol management program available for event planners or are recommendations offered at the time of the sponsorship negotiations?
11. Do most sports events sponsorships take a multi-media approach (TV, radio, signage, program ads, etc.)?
12. Which approaches seem to be most effective for you?
13. What is your company's stand on an increased excise tax on beer? Why?
14. How does the Colorado market compare to other similar markets in regard to sports event sponsorship?

## **Appendix D**

### **Communities Surveyed**

9th Annual Raft Race - Las Animas, CO  
Americaid - Estes Park, CO  
Anheuser-Busch  
ARA Services - Denver, CO  
Arapahoe County Fair -  
Arkansas Valley Fair - Rocky Ford, CO  
Aspen Ski Company - Aspen, CO  
Autumn Color Run - Buena Vista, CO  
Bent County Fair - Las Animas  
Boulder County Fairgrounds - Longmont, CO  
Breckenridge Ski Corp. - Breckenridge, CO  
Chaffee County Community Building - Salida, CO  
Chaffee County Fair - Salida, CO  
Cloverleaf Dog Track - Loveland, CO  
Colorado State Fair - Pueblo, CO  
Colorado Hill Climb Association - Colorado Springs, CO  
Colorado Convention Center - Denver, CO  
Contemporary Services - Denver, CO  
Coors  
Currigan Exhibition Hall - Denver, CO  
Denver University - Denver, CO  
Denver Theatres and Arenas - Denver, CO  
Denver Convention Complex - Denver, CO  
Dobson Arena - Vail, CO  
Dolores County Fair - Dolores, CO  
Donkey Derby Days - Cripple Creek, CO  
El Paso County Fair - Calhan, CO  
Elbert County Fair - Elbert, CO  
Estes Park Rooftop Fair and Rodeo - Estes Park, CO  
Garfield County Fair - Rifle, CO  
Greeley County Fair - Greeley, CO  
Harvestfest - Limon, CO  
Jefferson County Fair - Golden, CO  
Kiowa County Fair and Rodeo - Eads, CO  
Kit Carson County Fair -  
Lamar County Fair - Lamar, CO  
LaPlata County Rodeo -  
LaPlata County Fair -  
Larimer County Fair - Loveland, CO

Lincoln County Fair - Karvel, CO  
 McNichols Arena - Denver, CO  
 Mesa County Fair - Grand Junction, CO  
 Midwest Services - Denver CO  
 Mile High Kennel Club - Pueblo, CO  
 Mile High Stadium - Denver, CO  
 Miller Brewing  
 Moffat County Fair - Craig, CO  
 Montezuma County 4H Fair  
 Montrose County Fair - Montrose, CO  
 Mountain Community Fair - Breckenridge, CO  
 Mountain View Athletic Complex - Colorado Springs, CO  
 Octoberfest - San Luis, CO  
 Ogden Allied - Denver, CO  
 Olympic Training Center - Colorado Springs, CO  
 Park and Recreation Department - Greeley, CO  
 Park and Recreation - Woodland Park, CO  
 Park and Recreation Department - Gunnison, CO  
 Park County Fair - Fairplay, CO  
 Park and Recreation Department - Canon City, CO  
 Park and Recreation Department ; Dove Creek, CO  
 Penrose Stadium - Colorado Springs, CO  
 Phillips County Fair - Holyoke, CO  
 Pueblo County fair - Pueblo, CO  
 R M Greyhound - Colorado Springs, CO  
 Range Call Celebration - Meeker, CO  
 San Luis Valley Fair - Alamosa, CO  
 Sawmill Mesa Auto Hill Climb - Delta, CO  
 Sedwick County Fair - Julesburg, CO  
 Ski-High Stampede - Monte Vista, CO  
 St. Ann Celebration - San Luis, CO  
 Strawberry Days, Octoberfest, Chili Cook-off, Luminaria - Glenwood, CO  
 Texaco Grand Prix of Denver - Denver, CO  
 Two Rivers Convention Center - Grand Junction, CO  
 United States Air Force Academy - Colorado Springs, CO  
 United Unity Rally - Hayden, CO  
 University of Southern Colorado - Pueblo, CO  
 University of Northern Colorado - Greeley, CO  
 University of Colorado in Colorado Springs - Colorado Springs, CO  
 Wells Fargo - Denver, CO  
 Westcliff Saddle Club - Westcliff, CO  
 Windy City Express Restaurant - Colorado Springs, CO

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