

Protective Environments Work Group Final Report

May 2020

Introduction and Charge

The University of Iowa 2018-2021 Anti-Violence Plan outlines a strategy in the policy section to, “Implement strategies to create protective environments and expand prevention environments surrounding big events that are associated with alcohol consumption, including home football games and concerts”. Various stakeholders across campus are involved and invested in creating protective environments to support a safe and respectful environment in our campus community.

The charge of the work group addresses the research findings of Lindo, Siminski & Swensen (2018) who studied the degree to which events that intensify partying increase sexual assault. Specifically, they tracked crime data about sexual assault occurrences associated with football games on university campuses across the country. There is considerable evidence linking alcohol use and increased sexual assault victimization and perpetration on college campuses (Lindo, Siminski, & Swensen, 2018; Lorenz & Ullman, 2016; Krebs, Lindquist, Warner, Fisher, & Martin, 2009) Approximately half of all sexual assaults are associated with either the perpetrator’s alcohol consumption, the victim’s alcohol consumption, or both (Abbey, Zawacki, Buck, Clinton, & McAuslan, 2004, p. 271). This does not mean that alcohol causes sexual assault, but that it is present in the situation. We acknowledge that students choosing to consume alcohol or participate in a partying culture does not imply that if victimized, they are responsible for their sexual assault. Victimization is committed by the perpetrator.

Further literature review was conducted by the work group members which included university and community policies, programs, and messaging related to large events, alcohol use and protective environments and research findings supporting each recommendation.

Work group members included:

- Mara Cheney and Olivia Westemeier- Co-Chairs from Well-Being and Harm Reduction and Student Advisory Committee on Sexual Misconduct
- Susan Junis and Shalisa Gladney- Rape Victim Advocacy Program
- Leandra Jenkins- Residence Education
- Tanya Villhauer- Well-Being and Harm Reduction
- Brittany Greenbaum- University Counseling Service
- Luke Visser- Leadership, Service, and Civic Engagement
- Marcus Wilson and Andy Winkelmann- Department of Athletics
- Andy Farrell- Iowa City Police Department
- Stephen Dohrmann- University of Iowa Police Department
- Joe Reilly- Iowa City Downtown District Nighttime Mayor
- Kari Harland- Department of Emergency Medicine, Carver College of Medicine & Injury Prevention Research Center
- Alicia Aguiar- Assessment, Improvement, and Research
- Teri Schnelle – Director, Projects and Partnerships in Office of VPSL
- Office of the Sexual Misconduct Response Coordinator served as consultants

Process:

The group met biweekly beginning in January and completed the following to prepare the recommendations:

- Built a definition of Protective Environments based on definitions from other institutions as well as work and insight from the work group itself.
- Conducted a review of existing UI policy, procedures, programs, and messaging around protective environments.
- Reviewed current interventions in place on the UI campus and discussed how we might recommend increased support for those initiatives.
- Reviewed data from the University of Iowa Department of Public Safety, Office of the Sexual Misconduct Response Coordinator, Speak Out 2017 survey data, NCHA survey data and Iowa City Police.

Definition of Protective Environments:

The committee defines protective environments as surroundings and conditions (physical space, policies, culture, messaging) which prevent sexual misconduct and support, promote, and foster safer and healthier communities.

Recommendations:

The work group decided to put forth a recommendation for each suggested category: messaging, policy, data analysis, programs, and promotion of safe spaces.

(1) The committee recommends messaging that cultivates a pro-social culture around protective environments.

Strategies to support this recommendation include:

- Align messaging across existing social media campaigns targeting these groups
 - Examples include: See Something Do Something, Green Flag Campaign, SAAM, etc.
- Partner with organizations and existing programming that work to reframe masculinity in a healthy way (FSL, Athletics, Men & Masculinities Coalition, Men's Anti-Violence Council)
- Aligning the current prevention work in place to promote protective environments
- Coordinate messaging with the Campus Education Subcommittee
- Share pro social messaging with community partners for consistent messaging within and around the Iowa City/University Community
- Assessment of messaging that meets the goals and outcomes established in reaching targeted groups.

Campus messaging aimed at awareness-raising about sexual violence has been found to increase knowledge, increase willingness to get involved in and improve the likelihood to take action to reduce violence against women (Potter, Moynihan, Stapleton, & Banyard, 2009). Prosocial messaging may improve a person's attitude toward and desire in changing an unwanted behavior (Thaler & Helmig,

2013). For example, prosocial messaging has been used effectively to target campus men's attitudes, beliefs and behaviors as well as perceptions about sexually aggressive behavior (Mennicke, Kennedy, Gromer, & Klem-O'Conner, 2018). For all messaging, evaluation should be conducted throughout the process to improve effectiveness and should be student-driven (Potter & Stapleton, 2011; Ortiz & Shafer, 2017). Consideration should include the careful evaluation of modes used to communicate messaging. For example, text messaging (although cost-effective) has not always been effective in improving sexual assault awareness (Chiriboga, 2016; Fjeldsoe, Marshall, & Miller, Y, 2009). The Centers for Disease Control and Prevention (CDC) has published evaluation guidelines that outline six key steps: engage stakeholders, identify program elements to monitor, select key evaluation questions, determine how information will be gathered, develop an analysis and reporting plan and ensure use and share lessons learned (Centers for Disease Control and Prevention (CDC)). Finally, messaging will be much more successful long-term when combined with a supportive environment that facilitates the desired behavior change (Randolph & Viswanath, 2004).

(2)The committee recommends that policy and communication around relevant risk factors for sexual misconduct (ex. alcohol, tailgating) be reviewed and adjusted to foster protective environments.

We know that alcohol-related sexual assault does not occur at the stadium, but it does occur later in places such as bars, private residence, and residence halls.

Strategies to support this recommendation include:

- Review tailgate guidelines on HawkeyeSports website and other relevant sources and make recommendations as needed
- Work with Athletics on sharing violence prevention messaging during athletic events
- Explore current patrol systems around areas impacted by large athletic events
 - SHOUT out to continue to provide support to patrons and community members on Saturday game days
 - Ensure that SHOUT receives appropriate training on bystander intervention and what to do in the event of a disclosure of sexual misconduct with the UI Violence Prevention Team
- Assessment of different components of football game days already occurs, however the committee recommends increased or added assessment in the following areas:
 - Screening patron data- who is turned away, why, etc.
 - Ejections and arrest rates at the stadium
 - Utilize Park Hub to assess the amount of time parking lots are open and participants are tailgating
 - Continued assessment of incidence of violations, trips to ER, etc.

Pregaming before social events and tailgating prior to sporting events contribute significantly to high risk drinking behaviors (Hustad, et al., 2014). Students participating in their study who consistently reported both pregameing and tailgating drank more frequently, engaged in heavy drinking more frequently, reached higher blood alcohol levels, experienced more alcohol-related consequences, and endorsed higher alcohol beliefs (Hustad, et al., 2014, pp. 1931-1932). Increases in alcohol use have been documented on college football game-days at the University of Iowa through the study of blood-alcohol levels measured in local emergency room visits (Fierro-Fine, Harland, House, & Krasowski, 2016). The University of Iowa's Alcohol Harm Reduction Advisory Committee continues to engage with campus and

community partners to implement comprehensive and research-based strategies that create conditions which decrease high-risk drinking and the related harmful consequences. Both the Fierro-Fine et al. (2016) study and the University of Iowa's National College Health Assessment (NCHA) data indicate that the proportion of students who report high-risk drinking behaviors has declined since 2009. However, in recent years, that decline has plateaued and there is a continued need to address the impact of alcohol on our campus to reduce alcohol-related sexual assault.

UI Athletics, in collaboration with UI Department of Public Safety, Iowa State Patrol, UI and Johnson County Emergency Management, UI Hospitals & Clinics, UI Parking & Transportation, Iowa City Fire Department, and Johnson County Ambulance Services undertake a number of measures to ensure the safety, welfare and security of fans coming to the University of Iowa's campus on football gamedays. These units meet regularly throughout the year to plan for and coordinate the seven home football games occurring each fall.

On football gamedays, over 100 law enforcement officers from agencies throughout east central and southeast Iowa coordinate with UI Police and patrol throughout campus; they are visible inside and outside of the stadium, engaging in community policing to quickly address problems while promoting responsible behavior. In addition, UI Athletics contracts with Contemporary Services Corp. to hire and train over 500 security staff who are strategically placed inside the stadium and in UI parking lots. CSC and uniformed law enforcement officers, together, address reports of intolerable behavior in the parking lots and stadium, and they screen every fan entering Kinnick Stadium.

Approximately 30 students who comprise of "Fans First" and up to 50 student volunteers under the direction of the UI Department of Public Safety assist in parking lot management and stadium supervision on football gameday. The Fans First students wear lime green shirts for visibility and are located throughout the tailgating footprint to assist with any questions or concerns regarding the game day experience.

UI Athletics also maintains a Game Day Hotline, which includes text messaging capabilities, for fans who wish to report medical emergencies or intolerable behavior. This service is advertised throughout its communications mediums. UI DPS Emergency Communications Center and Johnson County Joint Emergency Communications Center also support the Game Day communication operation as applicable.

(3)The committee recommends utilizing current assessment tools to obtain data about perceptions of safe spaces on campus and within the community.

Strategies to support this recommendation include:

- Incorporate aspects of assessment throughout existing campus data (i.e. Campus Climate Survey, Skyfactor, NCHA data)

Crime mapping has been used by police for about a century to identify high-crime areas, types of crime being committed in the identified areas and the best way to respond (National Institute of Justice, 2005). Hot spots have varied definitions, however, for our work, a hot spot is an area where a higher level of a particular crime occurs without a common offender (National Institute of Justice, 2005, p. 2).

Colleges and universities have published findings about crime “hot spots” related to alcohol use on and off campus. Geographical information system (GIS) mapping was used by community and campus law enforcement to track alcohol-related crimes at the University of Wisconsin-Madison. These researchers identified key areas of Madison with a high concentration of bars, bars in the downtown area and high concentration of student addresses. They identified the types of crimes and times of highest incidence of violations. The university made changes in alcohol and visitor policies during high-risk drinking weekends, as well as new practices for bar licensing, alcohol-related fines, and enforcement policing (Brower & Carroll, 2007). The University of Central Missouri conducted GIS mapping of alcohol related crimes on campus tracking time frames of day, days of week, months of year, and football game days. They concluded that residence halls and fraternities were spaces that generated the most calls and the lowest crime incidence day was Wednesday (Cho, 2012).

Off-campus parties have been found to attract students who live on or off campus, above or below the legal drinking age, and are desirable due to the large numbers they attract in a space (Jakeman, Silver, & Molasso, 2014). Off-campus parties are a particular challenge to manage and monitor due to the complexity of regulations and cross-jurisdiction of law enforcement entities involved. Success of partnerships between university law enforcement, researchers and the community to reduce crime in a campus setting is not well documented (Elmes & Roedl, 2013). An example partnership with university and municipal police has been published about West Virginia University, analyzing spatial and temporal trends to identify hot spots through crime mapping of their three campuses and community (Elmes & Roedl, 2013). Comparisons of using GIS mapping between city and campus indicated similar incidence rates in time frames of day, by month and by academic year. There was benefit for all parties by raising awareness of clustering across jurisdictional boundaries and along common borders and that intervention strategies should target areas of high crime clusters, such as renter-occupied housing (Elmes & Roedl, 2013).

Further consideration about “hot spots” is the perception students have about “safe spaces” on campus. Michigan State University incorporated additional campus climate survey questions using “heat map” survey questions about particular spaces (buildings/areas) on campus where students felt supported and a sense of belonging (Brown, 2016). Results of their study were mixed in that some areas had both positive and negative perceptions, such as the stadium or specific residence halls. Uncomfortable areas included outdoor spaces that were dark and isolated, and areas of campus where minority students, in particular, didn’t feel supported because they just had no reason to go there. Administrators planned to use the data to share with residence hall organizations, student government and diversity officers to have conversations about creating more welcoming space (Brown, 2016, p. B13). Fuhmann, Huynh and Scholz (2013) compared students’ fear of crime in a particular area with actual crime incidence, including sexual assault. They defined “fear of crime” as the fear of becoming a victim of crime in different parts on a university campus (Fuhmann, Huynh, & Scholz, 2013, p. 322). Students did not feel safe in parking and commuter lots in remote areas and dark/not-well-lit areas around residence halls and academic buildings. Most of the “student-feared” hot spots were inconsistent with high crime incidences. For sexual assault, however, fear of crime in student housing areas matched the higher incidence rate but was inconsistent with increased fear on the central campus, where the incidence rate was low (Fuhmann, Huynh, & Scholz, 2013). Education about myths related to actual crime rate and

safe spaces was recommended. All researchers acknowledged limitations of underreporting to accurately capture incidence rates and sexual assault, in particular is more likely to be committed by a person known to the victim and even less likely to be reported.

(4) The committee recommends that the existing UI Raise the Bar program be supported and energized. This could be accomplished by having a Student Involvement Ambassador work with the Late Night Initiatives and Assessment Coordinator as well as RVAP to be trained and dedicated to promoting, implementing, and evaluating the Raise the Bar program.

This program is currently administered by RVAP who implements the program for downtown establishments. This recommendation is meant to support current programming by providing a consistent funding option for this program.

Strategies to support this recommendation include:

- Promotion via consistent social media campaigns and outreach to downtown establishments
- Seek opportunities to collaborate with other entities implementing similar programming within the community such as Prelude Behavioral Services
- Bars can only host events for FSL if they are trained in Raise the Bar
- Continue with assessment that is currently in place for the Raise the Bar Program

Alcohol-outlet density has been associated with increased campus rape-offense rates in an ecological analysis of 32 U.S. college campuses (Scribner, et al., 2010). There are nearly two dozen bars located in downtown Iowa City, blocks from the University of Iowa campus (ThinkIowaCity, 2020). Graham and colleagues have been published multiple studies and recommendations about barroom culture, sexual aggression and the impact of alcohol use in these locations. Graham and Homel's book describes the normalized culture of violence associated with public drinking and the impacts and outcomes in these settings. They emphasize the importance of involvement of the bar staff in developing situational solutions and modifying the physical environment (Graham & Homel, Raising the bar: Preventing aggression in and around bars, clubs and pubs., 2008). The *Safer Bars* program was developed to reduce aggression in bars in Australia and was found to reduce physical aggression, focusing on the hours between midnight and 2 am (Graham, et al., 2004). The UI Raise the Bar program is based on the principles of this program and the findings of this research.

Success in a late night program has been measured at Bradley University where they found that as participation in the late night programming increased, alcohol-related violations declined (Shotick & Galskey, 2013). Late night programming at the University of Iowa continues to provide alternatives for students that don't involve alcohol consumption. These programs continue to be sponsored by multiple campus partners on Thursdays, Fridays or Saturdays between 10 pm and 12 am throughout the academic year. Ongoing evaluation of attendance and feedback about University of Iowa's late night program continues as we seek to attract more students, especially those in the high risk drinking categories.

(5)The committee recommends focusing on marginalized student demographic groups with measures and programming that address specific risks and needs for safe spaces.

Strategies to support this recommendation include:

- International students/ Racial/ethnic minorities - Partner with cultural houses to identify additional safe spaces for specific groups and identify high-risk situations within these communities
- Support RVAP in their grant work focused on building protective environments for LGBTQ folx
 - Increase education and response for spaces frequented by and created for the LGBTQ population
- Students with disabilities – Partner with Disability Services to identify risks from their perspective, verify appropriate accessibility for all programming, outreach to student disabilities organization.
- Conduct assessment in regards to perpetration
 - Where, how, and who is causing harm?
 - The Campus Climate Qualitative Focus Group work will include questions like these

The University of Iowa's Speak Out Iowa (2017) campus climate survey identified four high-risk demographic groups reporting higher incidence of sexual assault (University of Iowa, 2017). These groups include sexual- and gender-minority students, international students, students with disabilities and racial and ethnic minorities. Researchers concur with the University of Iowa (2017) findings of increased prevalence of sexual violence within groups of students who identify as sexual- and gender-minority (de Heer & Jones, 2017; Coulter & Rankin, 2017; Manning & Holtzman, 2014; Edwards, et al., 2015), international students (Forbes-Mewett & McCulloch, 2016; Bonistal Postel, 2015), students with disabilities (Campe, 2019; Snyder, 2015; National Council on Disability, 2018) and racial and ethnic minority students (de Heer & Jones, 2017; Porter & McQuiller Williams, 2011). There are distinct differences found in the research within each of these groups.

Sexual and gender minority students report a higher incidence of sexual assault victimization (Coulter & Rankin, 2017; Martin-Storey, et al., 2018; Mennicke, Geiger, & Brewster, 2019; Seabrook, O'Conner, Cusano, & McMahan, 2018) and it is estimated that campus climate surveys underreport the prevalence of the problem (Yost & Gilmore, 2011). Students who identify as trans and non-binary have been found to be at even higher risk (Martin-Storey, et al., 2018; Coulter, et al., 2017). As with heterosexual students, many sexual assaults within this minority group occur while both the perpetrator and the target have been using alcohol, and incidences often begin in public spaces like parties and bars but end in private bedrooms (Manning & Holtzman, 2014). In addition, minority stress (the impact of social stigma and homophobia on physical and psychological well-being) may reduce their ability to respond effectively to threats. Positively, having a sense of community within LGBTQ identifying students may reduce risk and this should be fostered at the community and university levels (Murchison, Boyd, & Pachankin, 2017). Perception of inclusivity was also shown to produce significantly lower odds of sexual assault in the findings of Coulter & Rankin (2017). However, these students may have a lower sense of connectedness to the university and sense of support (Mennicke, Geiger, & Brewster, 2019). This research supports prevention and interventions efforts that promote sense of community, tailored to differences within the population (Seabrook, O'Conner, Cusano, & McMahan, 2018).

International students present a challenge in identifying protective opportunities due the heterogeneity of this group. Variations may include differences in patriarchal beliefs and perceptions of victimization (Yamawaki & Tschanz, 2005). In the University of Iowa Speak Out survey findings (2017), Asian students had a lower reported rate of sexual violence, while other minorities were higher (University of Iowa, 2017). One recent study in a private university in the Midwest did not find a higher prevalence of sexual violence among international students surveyed (Scholl, et al., 2019). What they did find was that

international students had differences in knowledge and attitudes toward sexual violence with great perceived effectiveness to intervene in potentially risky situations (Scholl, et al., 2019, p. 3). This supports the need for unique prevention education programming tailored to the specific population.

Minimal research has been conducted about students with disabilities and risk factors unique to this group (National Council on Disability, 2018). However, female students appear to be at significant increased odds of sexual assault than female students without disabilities, based on Fall 2016 nationwide NCHA data. (American College Health Association, 2019). As with previous high-risk groups, differences exist between types of disability. For example, students with attention deficit hyperactivity disorder (ADHD) are at increased risk of sexual victimization as well as alcohol and substance abuse, impulsivity and risk-taking behavior (Snyder, 2015). These students are also at higher risk of relationship violence and are arriving at universities with a history of physical and/or sexual abuse (Findley, Plummer, & McMahon, 2015). Snyder (2015) focused on situational and environmental risk factors that may impact the likelihood of sexual victimization. This analysis of nationwide ACHA data indicated that students with ADHD were at increased risk by living off campus, having membership in a sorority, being employed and engaging in binge drinking. Recommendations for institutions include collecting data about students with disabilities risk and experiences in Campus Climate surveys, tailoring education programs to accommodate disabilities and training prevention education and Title IX staff in disability awareness and accommodations (National Council on Disability, 2018).

Racial and ethnic minority students have reported significantly higher incidence of sexual assault as well as relationship violence (Porter & McQuiller Williams, 2011). As with international students, there are cultural differences within this category. There is limited research available to provide insight about risk factors within this population nor research about specific interventions that may be effective. McMahon & Seabrook (2019) identified in an analysis of nearly 6,000 campus climate surveys that racial and ethnic minority women were less likely to disclose sexual assault due to fear of disbelief, rejection or blame. (McMahon & Seabrook, 2019). This may indicate that prevalence of sexual assault may be underreported more than in other demographic groups.

Research in all high-risk groups identified alcohol use as a risk factor for sexual assault as well as increased risk for relationship violence (Murchison, Boyd, & Pachankin, 2017; Snyder, 2015; Edwards, et al., 2015; Bonistal Postel, 2015). Some researchers found that African American students and students at Historically Black Colleges and Universities (HCBU) had lower incidences of high risk drinking, and therefore reduced reported sexual assault (Fagen, McCormick, Kontos, Venable, & Anderson, 2011). Many researchers recommend consideration of intersections of gender identity, sexual identify and race/ethnicity to better tailor sexual assault prevention and treatment for these students (Coulter, et al., 2017; de Heer & Jones, 2017; Martin-Storey, et al., 2018).

Summary:

An extensive literature review was completed by the work group. This review focused on recommendations for situational analysis and prevention efforts with alcohol use and sexual assault. Our recommendations are consistent with the public health approach recommended in developing strategies for situational intervention (Meredith, et al., 2020). Examples of how our recommendations fit into each of the five recommended components are listed below:

1. Comprehensive Prevention – Consistent pro-social messaging and prevention efforts.

2. Infrastructure – Organizational systems and structure – focusing on the partnerships we have listed as well as review of policy.
3. Audience – Appeal to diverse audiences – we have focused on two key student groups: marginalized students as well as those students in the high-risk drinking group
4. Partnerships and sustainability – Continued university partnerships including, but not limited to the downtown district, law enforcement, UI athletics, local bars and advocacy groups.
5. Evaluation – An evaluation component has been included throughout the recommendations.

It is our intention that the recommendations build upon and expand current programs and assessment in place through the Anti-Violence Coalition and its sub-groups.

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