Place of Last Drink (POLD) Enforcement:
A national and local assessment

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As required by the
Alcohol Policy 19 Conference,
we have signed a disclosure statement and
note the following conflict(s) of interest:

None

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POLD Evaluation Team

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Overview of Session

- **Background**: Traci Toomey

- **Overview of POLD nationwide and in Minnesota**: Daniel Schriemer

- **Minnesota POLD implementation**: Eileen Delehanty

- **Minnesota POLD outcome evaluation**: Daniel Schriemer & Kath Lenk

- **Summary/Discussion**: Traci Toomey

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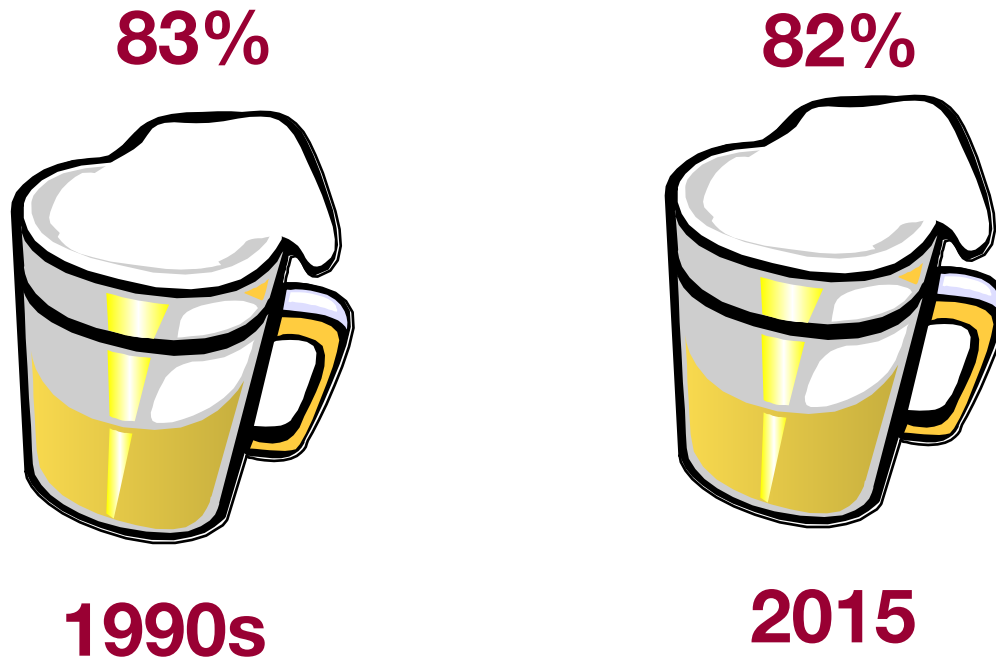
Background - Overservice

- **Overservice** – serving alcohol to obviously intoxicated people

- Currently prohibited in 48 states

- Associated with problems such as DUI & assaults

1. Babor, T. F., Caulkins, J. P., Edwards, G., Fischer, B., Foxcroft, D. R., Humphreys, K., ... & Reuter, P. (2010). Drug policy and the public good.
2. Branas, C. C., Han, S., & Wiebe, D. J. (2016). Alcohol use and firearm violence. *Epidemiologic reviews*, *38*(1), 32-45.
3. Smith, G. S., Branas, C. C., & Miller, T. R. (1999). Fatal nontraffic injuries involving alcohol: a metaanalysis. *Annals of emergency medicine*, *33*(6), 659-668.

Background - Overservice

High likelihood of alcohol sales to intoxicated patrons at bars & restaurants

83%

82%

1990s

2015

Toomey et al., 2016

Background: Conceptual Model
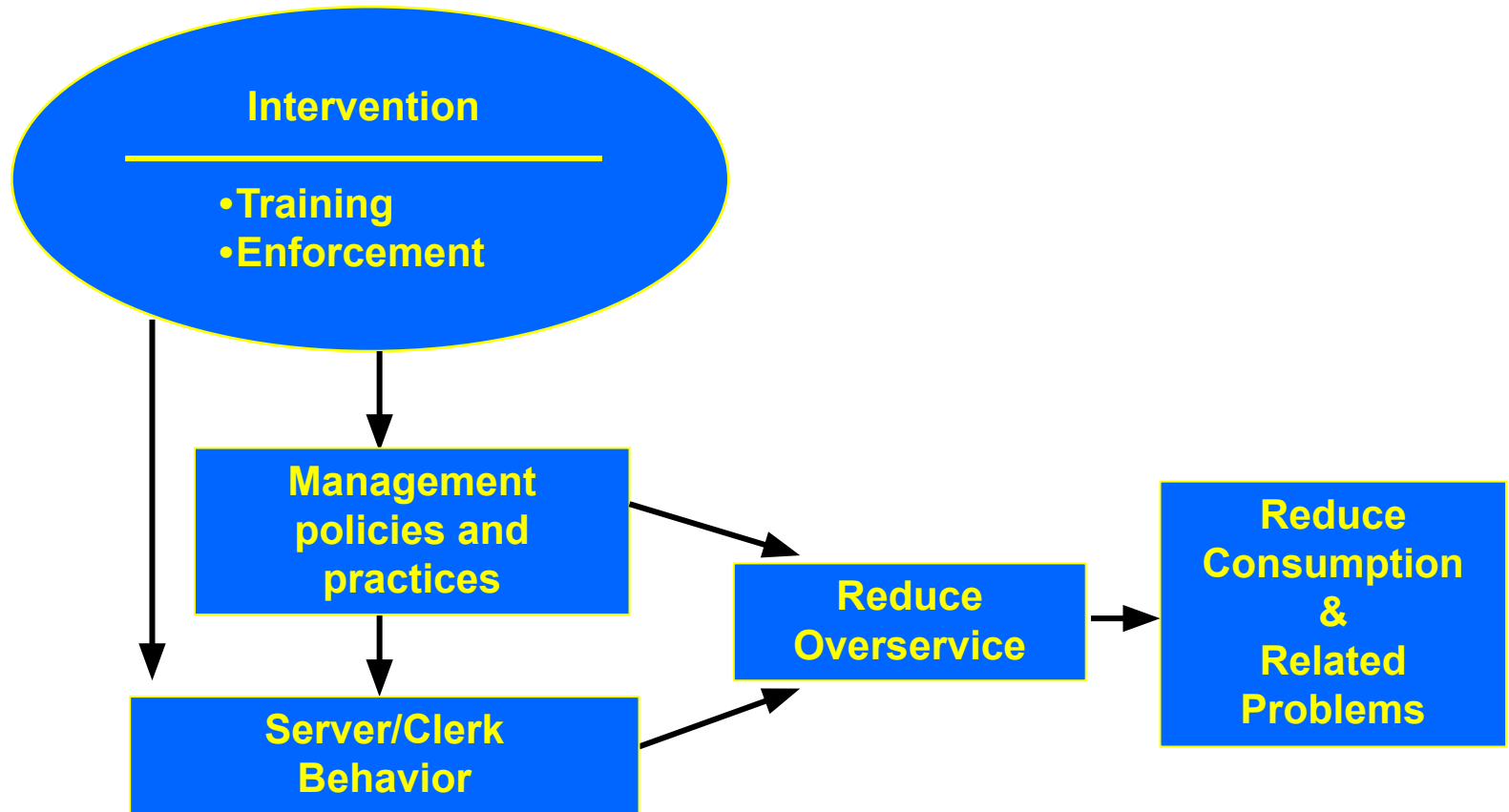
Strategies Used to Reduce Overservice

- Overservice enforcement may include:
    - Random inspections
    - Walk-throughs
    - Observations for overservice
    - Pseudo-intoxicated purchase attempts
    - **Place of last drink (POLD) enforcement**
- None of these strategies have been rigorously evaluated

Place of Last Drink (POLD)

- **Ask** about and **record** the place where an intoxicated individual last drank alcohol

- Data are monitored for **patterns** of overservice

- **Follow up** with sources that are regular POLD

POLD Nationwide

- Surveyed 1024 law enforcement agencies (response rate 1024/1411= 73%)

- 7% (n=71) reported conducting POLD

- Types of incidents for which POLD data were collected:
  - Driving under the influence (DUI) was most common (97%)
  - Underage consumption (63%) was the next most common
  - No other incident types were collected by more than 50% of agencies conducting POLD

POLD in Minnesota

- Began in 2014

- Shared database across agencies

- Collaboration between law enforcement agencies and coalition

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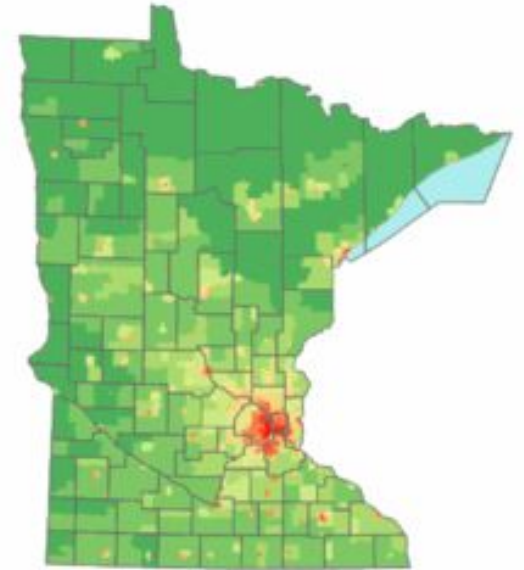
POLD in Minnesota - Continued

- Variable length of participation across agencies

- Most agencies collect data for all incident types
  - 23% of agencies reported collecting POLD only for DUI incidents

- Some agencies collect POLD for all location types, not just licensed establishments

Evaluation

- **CDC-funded Project**
  - Assess implementation of POLD
  - Assess effects on traffic crashes & EMS
  - Develop dissemination tools

- **NIH-funded Project**
  - Assess effects of POLD on servers/managers, sales to obviously intoxicated patrons, crime

Conceptual Model
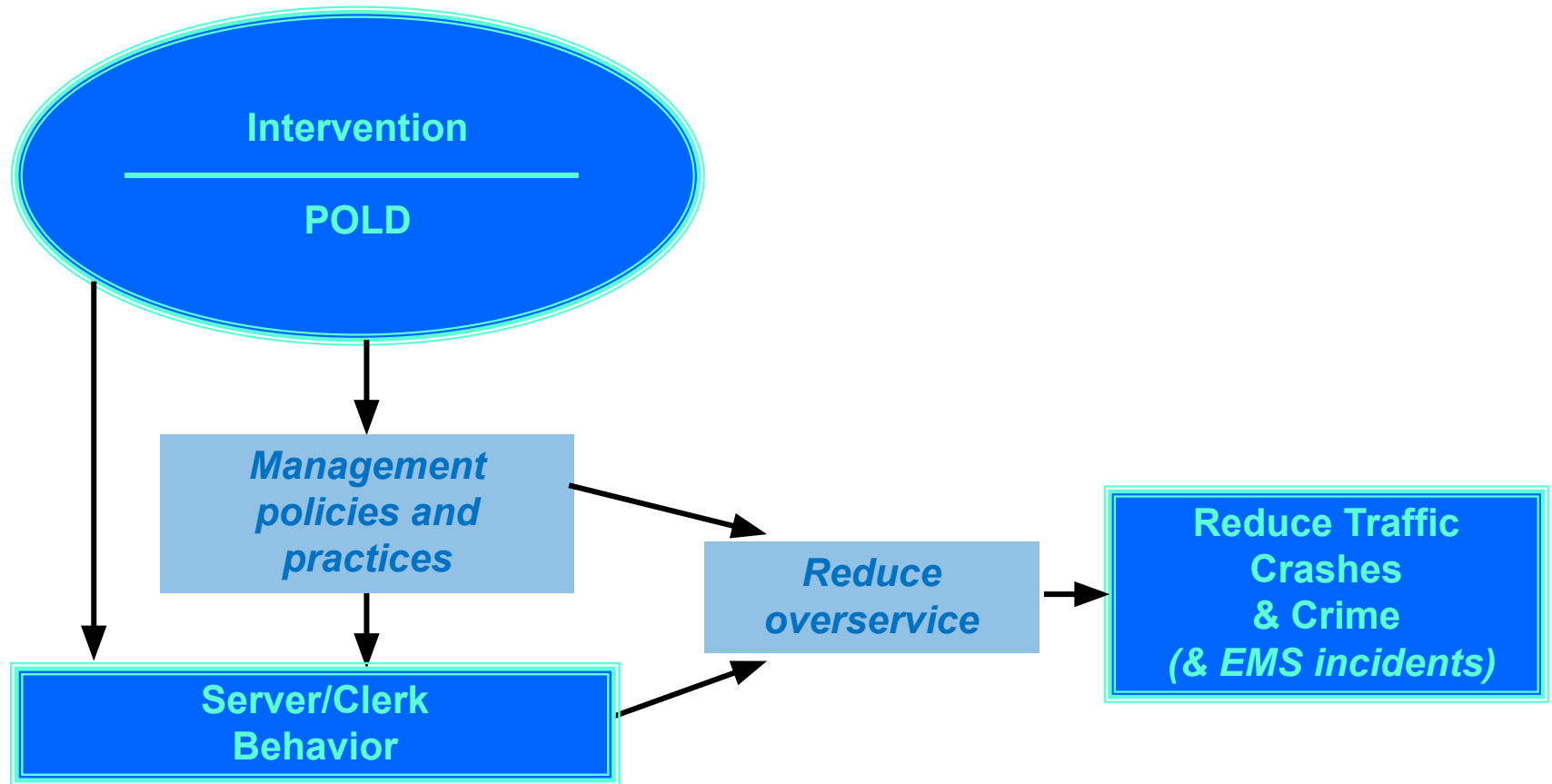
Importance of Implementation

- Carefully measured POLD implementation across agencies in our study

- Used implementation score as a predictor in our outcome analyses

Assessed Implementation

- Surveyed all agencies that implemented POLD in MN anytime between 2010-2019

    - n=26
    - 100% response rate

- Asked questions related to how **well** each agency implemented POLD

    - ~45 questions
    - Open-ended and multiple choice

Implementation Evaluation

- Iterative process

  1. Three independent reviewers identified key questions
  2. Reviewed & finalized questions with larger group
  3. Grouped questions into categories/components
  4. Individually rated each agency as high/low among each component <u>relative to other agencies</u>
  5. Reviewed individual scores & reconciled differences
  6. Developed final scoring metric

Conceptualized:
POLD Implementation Components

- **<u>Start up</u>**: How effective was the agency at starting the POLD program?

- **<u>Data collection</u>:** How well/ often was data collected and recorded? Was it done appropriately?

- **<u>Stakeholder awareness</u>:** How well was POLD engagement maintained in the community?

- **<u>Follow up</u>**: What did the agency do with the POLD data?

Examples of Key Questions

Question	# Agencies Yes
Did your agency inform alcohol establishments about POLD at the start of your program?	12
Did your agency talk with city or county leaders about the start of the POLD program in your community?	15
Were officers in your agency given instruction on how to collect POLD data?	24
Does your agency have a Standard Operating Procedure (SOP) or formal policy related to collecting, recording, or using POLD information?	4

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Examples of Key Questions

Question	# Agencies Yes
Does your agency do anything to maintain awareness about the POLD program among alcohol establishments in the community?	5
Has your agency used any strategies to increase awareness about the POLD program among city council members or other local government officials?	5
Has your agency or community taken any actions in response to an establishment frequently being named a POLD?	11
Has your agency used POLD data to plan or inform observations at bars and restaurants for serving visibly intoxicated customers?	8

POLD Component Scores

Number of POLD agencies by Component Score

Component	Higher	Lower
Start up	13	13
Data Collection Practices	14	12
Stakeholder Awareness	7	19
Follow-up	12	14

POLD Implementation Scores in Minnesota

- ## Overall scoring
  - If 3 or 4 components=higher, then overall=high
  - If 2 components= higher, then overall=moderate
  - If 0 or 1 components=higher, then overall=low

- ## Final Implementation Measure Results
  - High: 9
  - Moderate: 5
  - Low: 12

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Key Highlights

- Considerable variability in POLD implementation

- Scores are relative to other agencies, not based on ideal implementation of POLD

- Important to consider implementation level when evaluating outcomes

- Can be applied to other policies & practices

Outcome Evaluation

Assessed effects of POLD on:

- Server attitudes
- Alcohol-related crashes
- Crime incidents
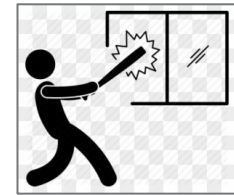
POLD vs. comparison communities

Outcome Evaluation - Servers

- Server attitudes assessed via video interviews
  - Recruitment via Facebook and Instagram ads
  - Age 18+ and held position for one year in a POLD or comparison community

- Participants:
  - 23 from POLD communities
  - 21 from comparison communities

- Qualitative analysis

Interview Questions

- Categories of interview questions
  - Factors that make cutting off customers easy or difficult
  - Ways management involvement can impact cutoffs
  - Likelihood of consequences for overservice

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Outcome Evaluation - Servers

- Servers in POLD communities
  - More support from managers regarding cutting off patrons
  - When prompted, were more likely to name specific strategies for preventing intoxication among patrons

- All servers
  - Not aware of POLD
 - Did not think they would face legal consequences for overserving patrons

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Outcome Evaluation – Traffic crashes

Three <u>alcohol-related traffic crash</u> outcome measures

- **All fatal and non-fatal** (fatal, non-fatal injury and property damage) crashes

- **Non-fatal injury** crashes only

- **Non-fatal property damage** crashes only

Outcome Evaluation - Crime
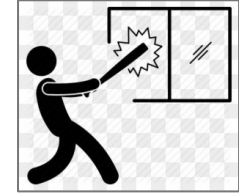
Six <u>crime</u> outcome measures

- **Driving under the influence** (DUI)
- **Part I**: aggravated assaults, rape, robbery
- **Part II**: other assaults, vandalism, disorderly conduct, DUI, liquor laws
- **Combined Part I and II**
- **Violent**: aggravated & other assaults, rape, robbery
- **Non-violent**: vandalism, disorderly conduct, DUI, liquor laws

Outcome Evaluation - Analysis

Regression models for <u>traffic crash</u> and <u>crime</u> outcomes

- POLD communities vs. comparison communities

- 2010 – 2019

- Separate models for each outcome

Outcome Evaluation - Analysis

Regression models

- **Predictor:** duration of POLD implementation
- **Predictor:** level of implementation of POLD

- **Covariates**
  - Agency size
  - Number of alcohol establishments
  - Population density
  - Median income
  - Metropolitan area vs. other (e.g., small town, rural)
  - Year

Outcome Evaluation - Results

- No statistically significant differences
    - Traffic crash outcomes
    - Crime outcomes
    - Duration and level of POLD predictors

Next Steps for Evaluation Projects

- Finalize analyses for effects of POLD on Emergency Medical Services (EMS) outcomes

- Evaluate effects of POLD on intermediate outcomes:
  - Manager attitudes/perceptions and policies/practices
  - Pseudo-intoxicated purchase attempts

Next Steps for Evaluation Projects

- Finalize dissemination tools:
    - POLD Manual *(drafted)*
    - Case studies *(drafted)*
    - Video clips *(completed)*
    - Talking points *(drafted)*

POLD Could Be One Piece of Large Puzzle

How can POLD be used as part of a comprehensive strategy?

Combine with….

- Responsible beverage service (RBS) training for managers and servers

- Other types of enforcement (e.g. observations for overservice, saturation patrols, underage drinking enforcement)

- Local and state alcohol policies (e.g., dram shop liability) that focus on overservice of alcohol

- Local and state alcohol policies that focus on overall excessive alcohol use

Questions & Discussion

http://www.aep.umn.edu/

Discussion

- Whose communities have used a POLD strategy?

  - How does the experience fit with what we presented today?

  - Has POLD been combined with other strategies?

  - Lessons learned?

- How do we ensure that the enforcement is equitable and minimizes harms?

- How else has your community addressed overservice of alcohol?

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