Effecting Change through Alcohol Control Policies

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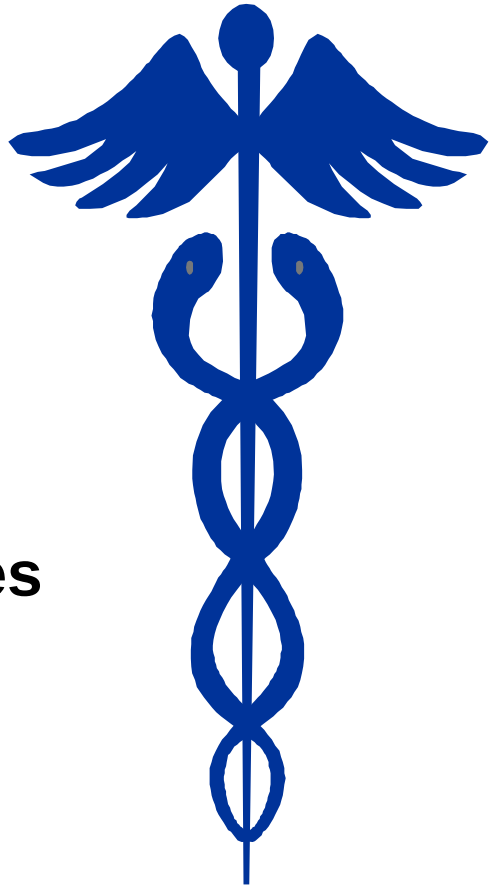
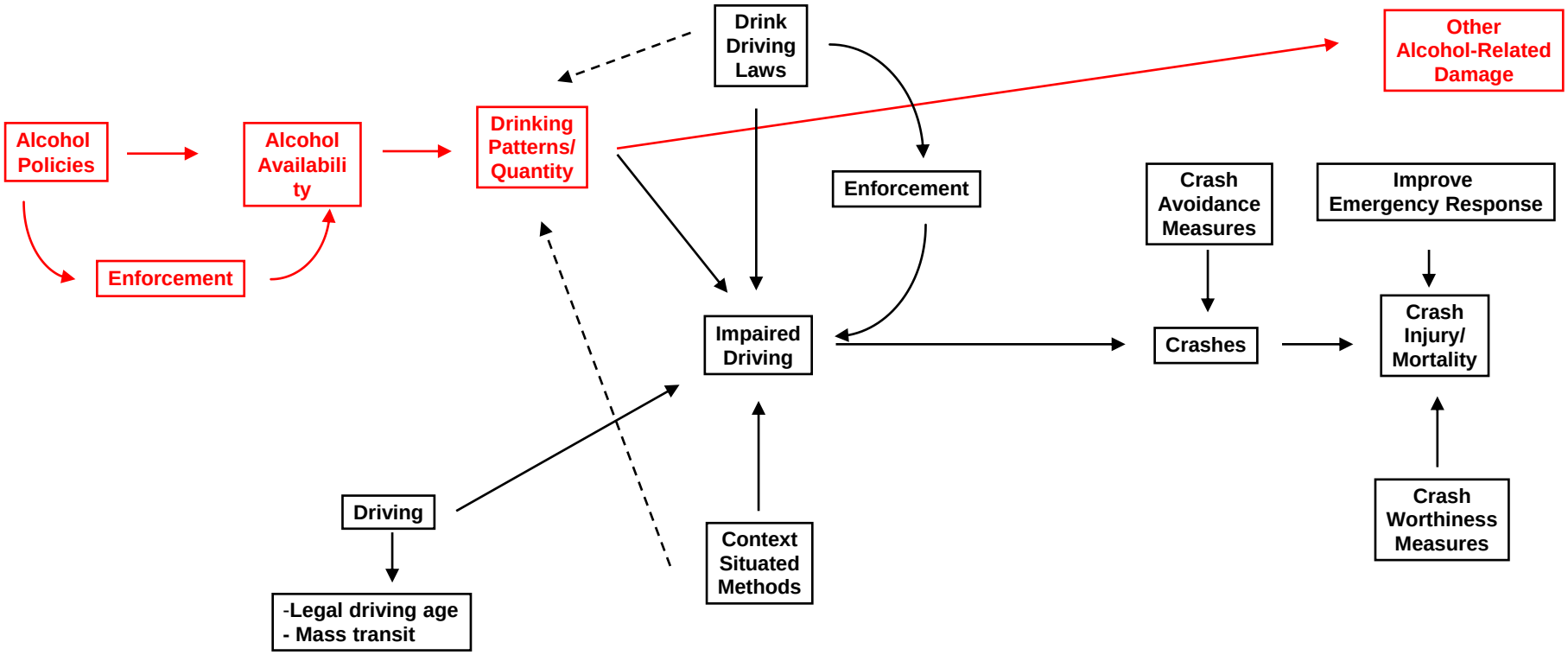
Alcohol-related Problems

- Traffic Crashes
- Homicides
- Suicides
- Drownings
- Falls
- Other Drug Use
- Assaults
- Rapes
- Teen Pregnancies
- Snowmobile Crashes



Multiple Intervention Points for Each Type of Problem



Source: Wagenaar & Toomey, 1994

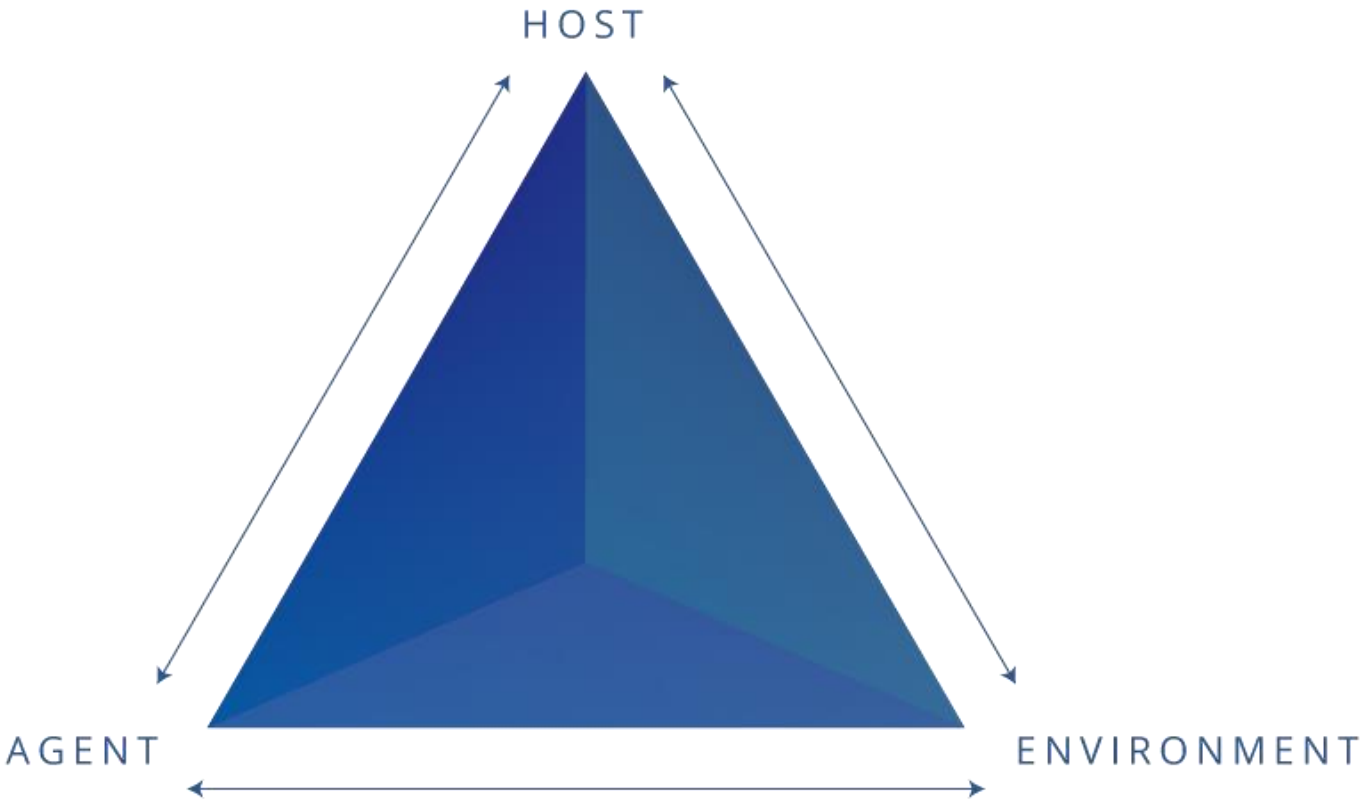
Can we address these alcohol-related problems without policy change?

Presentation Outline

- **Why do we need to focus on alcohol policies?**
- **What alcohol policies and related strategies should we focus on?**
- **How can we increase effectiveness of alcohol policies?**

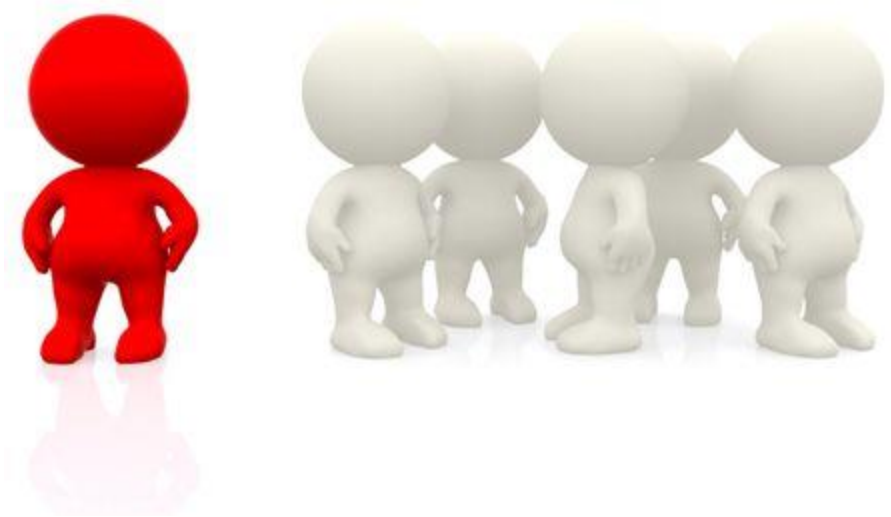
Why do we need to focus on alcohol policies?

EPIDEMIOLOGIC TRIANGLE



Host

- Knowledge
- Attitudes
- Perceptions
- Genetic susceptibility
- Etc.



Agent = Product

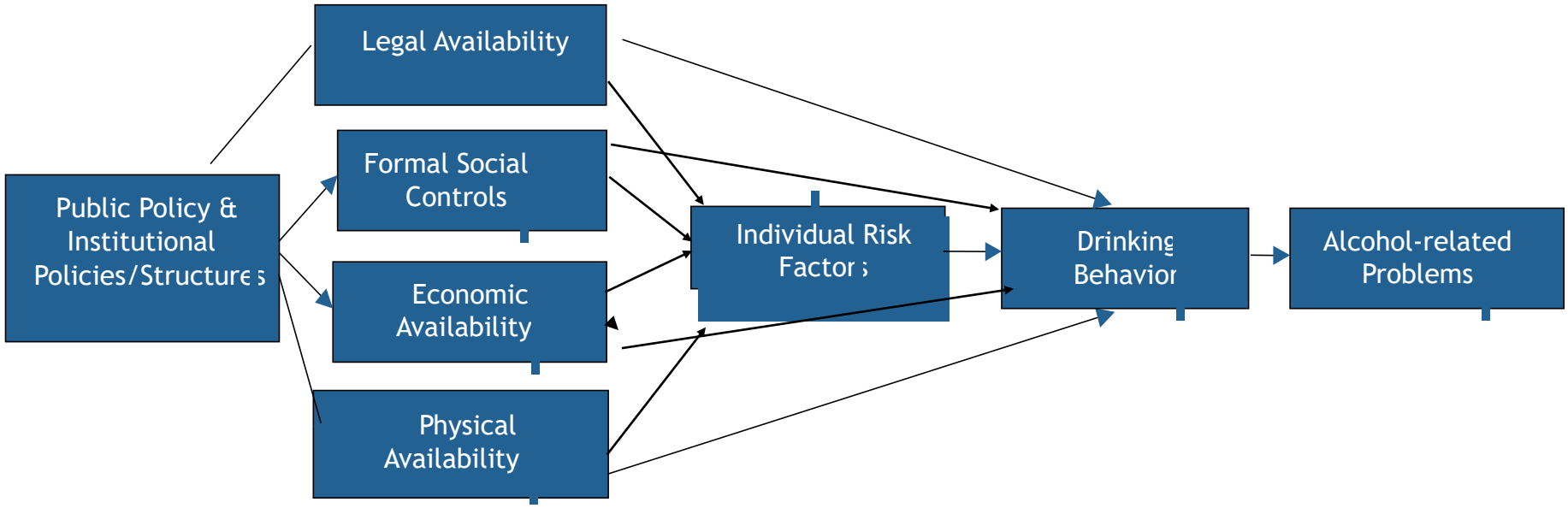
- Type of product
- Amount of alcohol
- Price
- Promotion
- Location

Environment

- **Not clean water, trees, pollution prevention!!**

- **Legal availability**
- **Physical availability**
- **Economic availability**

Integrated Theory of Drinking Behavior



Adapted from Wagenaar & Perry, 1994

Why Else Change Environment?

- **Turnover in high-risk groups**
- **Individual-oriented efforts typically have short-term effects by themselves**
- **Most alcohol-related problems at population level not attributed to high-risk drinkers**

What alcohol policies and related strategies should we focus on?

Alcohol Policies

- **Can regulate consumption, products, and environment (availability)**
- **Different levels:**
  - **Federal**
  - **State**
  - **Local**
  - **Institutional**

Supply vs. Demand Approach

Where should we focus?

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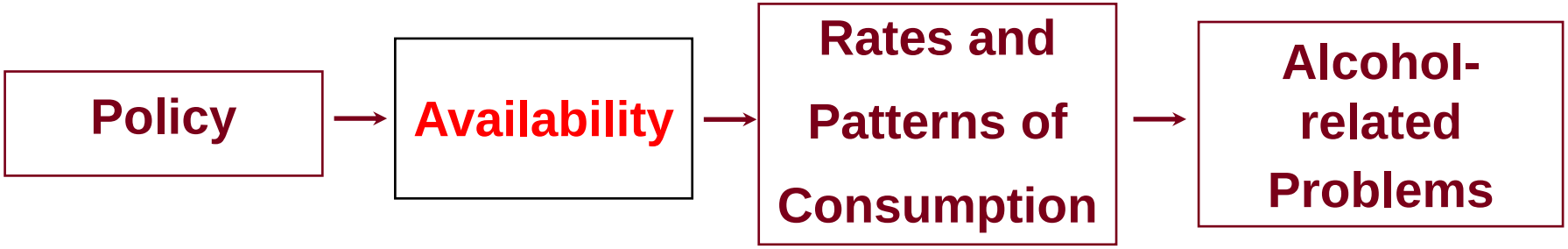
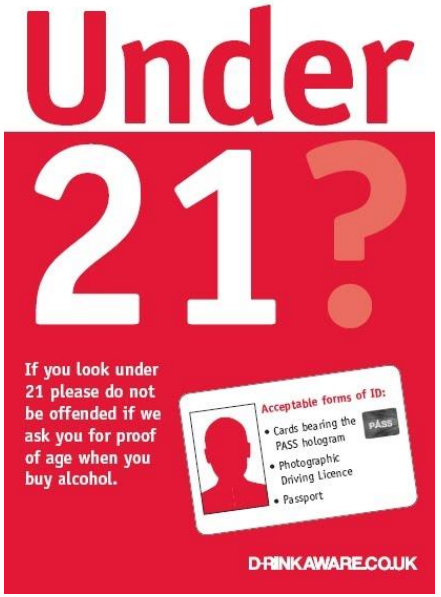

Policy
Availability
Rates and Patterns of Consumption
Alcohol-related Problems

Policies: Legal Availability

- **Age-21 Drinking Age**
- **No sales to obviously intoxicated individuals**



Policies: Physical Availability

- Density of alcohol establishments
- Days & hours of sale
- Types of licensed alcohol establishments & other venues
- Responsible beverage service
- Dram shop liability (over service of alcohol)
- Non-licensed locations

Policies: Economic Availability (Price)

- **Excise tax**
- **Drink special restrictions**
- **Minimum price**

Community Prevention Guide

- **Increase alcohol tax**
- **Regulate density of alcohol establishments**
- **Maintain current minimum legal drinking age**
- **Maintain limits on days/hours of sale**
- **Implement/maintain dramshop liability**
- **Do not privatize alcohol retail systems**
- **Enhance enforcement of laws prohibiting sales to minors**

https://www.thecommunityguide.org/topic/excessive-alcohol-consumption

Community Prevention Guide, cont'd

- **Insufficient evidence:**
  - **Responsible beverage service training**
  - **Overservice law enforcement initiatives**

  - **Limited studies….**

https://www.thecommunityguide.org/topic/excessive-alcohol-consumption

How can we increase effectiveness of alcohol policies?

Optimize Effectiveness: Include Most Important Components

- **Review of state RBS laws**
  - Most state RBS laws are “weak”
- **Review of state keg registration laws**
  - Lack of deposits
- **Compliance checks**
  - Once per year is not enough

Alcohol Policy Information System (APIS)

- **Great resource**
- **State alcohol policy tracking system**
- **Includes information about components of state alcohol policies**
- **https://alcoholpolicy.niaaa.nih.gov/**

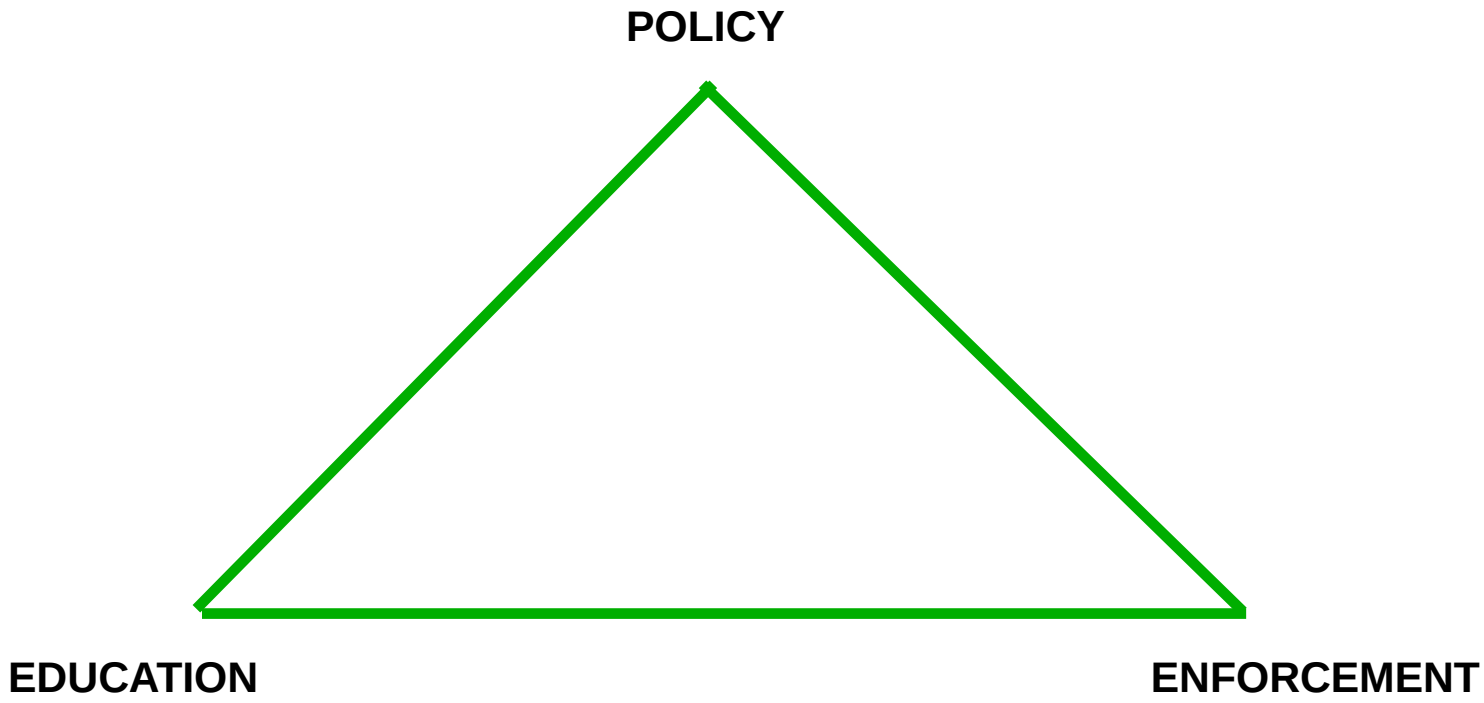
Have you used APIS?

Optimize Effectiveness: Fully Implement Policies

- Increase awareness of policies
  - General population
  - Key implementers
- Increase enforcement of policies
  - Increase awareness of policy
  - Support law enforcement
- Work with judicial system
- Monitor to make sure policy is fully implemented

Think About Implementation from the Beginning!

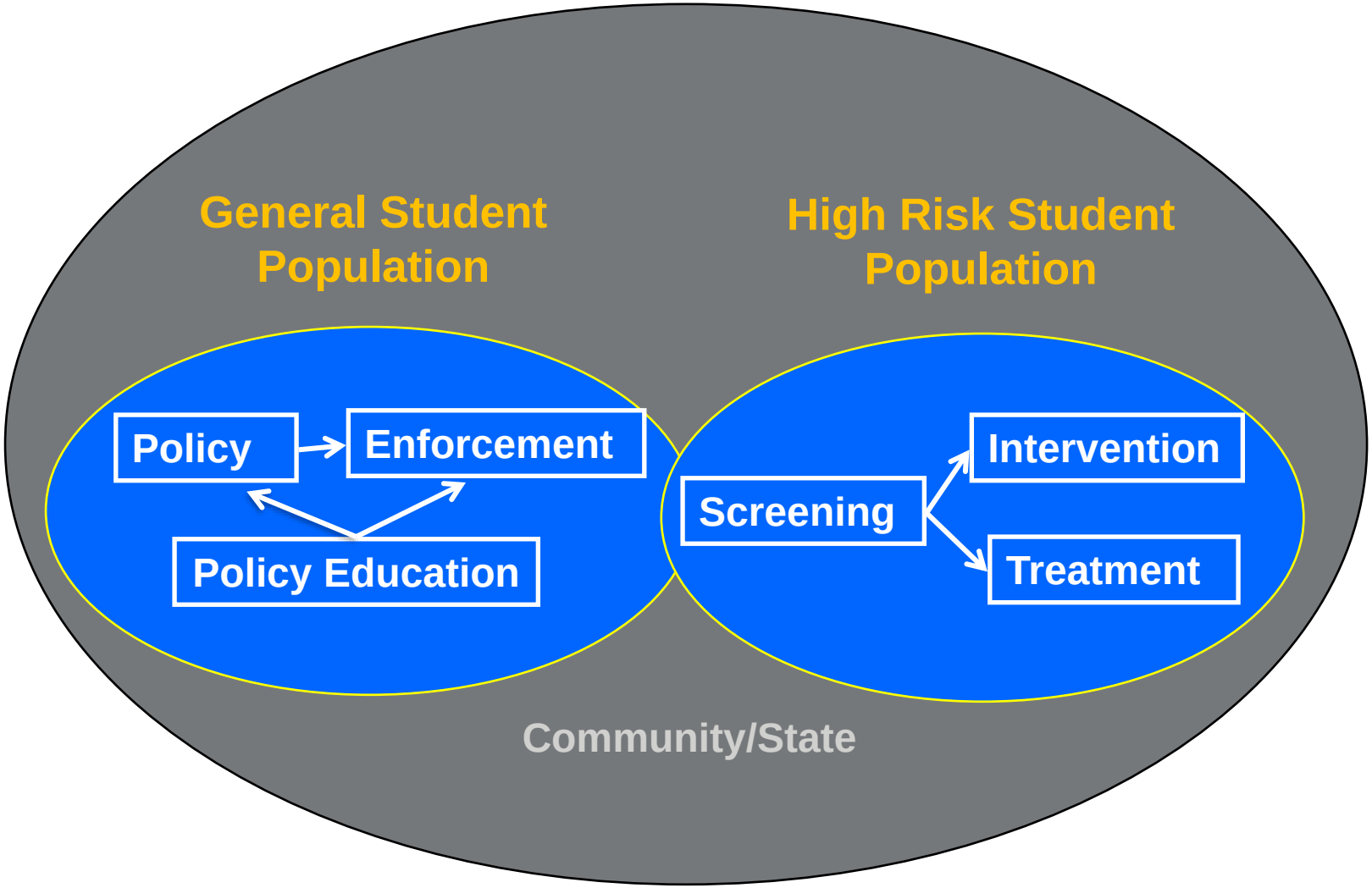
- **Often times we pass policies and then think our work is done**
- **A poorly implemented policy may be as bad or worse than not having a policy at all**
- **Need to consider early what resources and management is needed to fully implement each policy**


POLICY
EDUCATION
ENFORCEMENT

Will one policy eliminate alcohol-related problems?

Each Policy/Strategy is One Piece of Large Puzzle: Make Pieces Fit Together

Campus Alcohol System



Multiple Environmental Strategy Approach Works

- **Communities Mobilizing for Change on Alcohol**
- **Community Prevention Trial**
- **A Matter of Degree**
- **Reducing Underage Drinking Through Coalitions**

Need to Identify Optimal Combination of Policies/Strategies

Example: Ongoing Work to Reduce 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.

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

83%

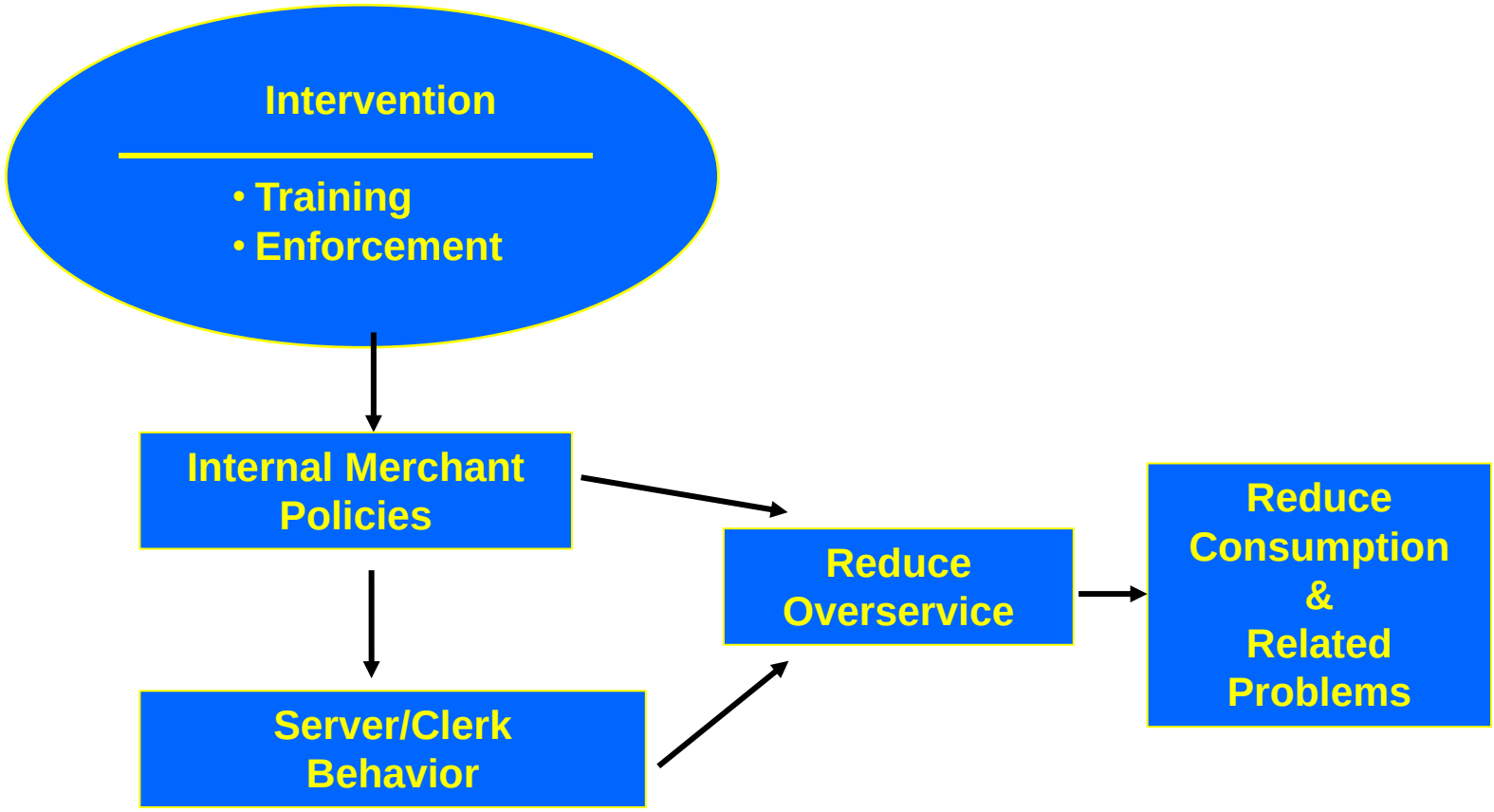
1990s

82%

2015

Toomey et al., 2016

Conceptual Model

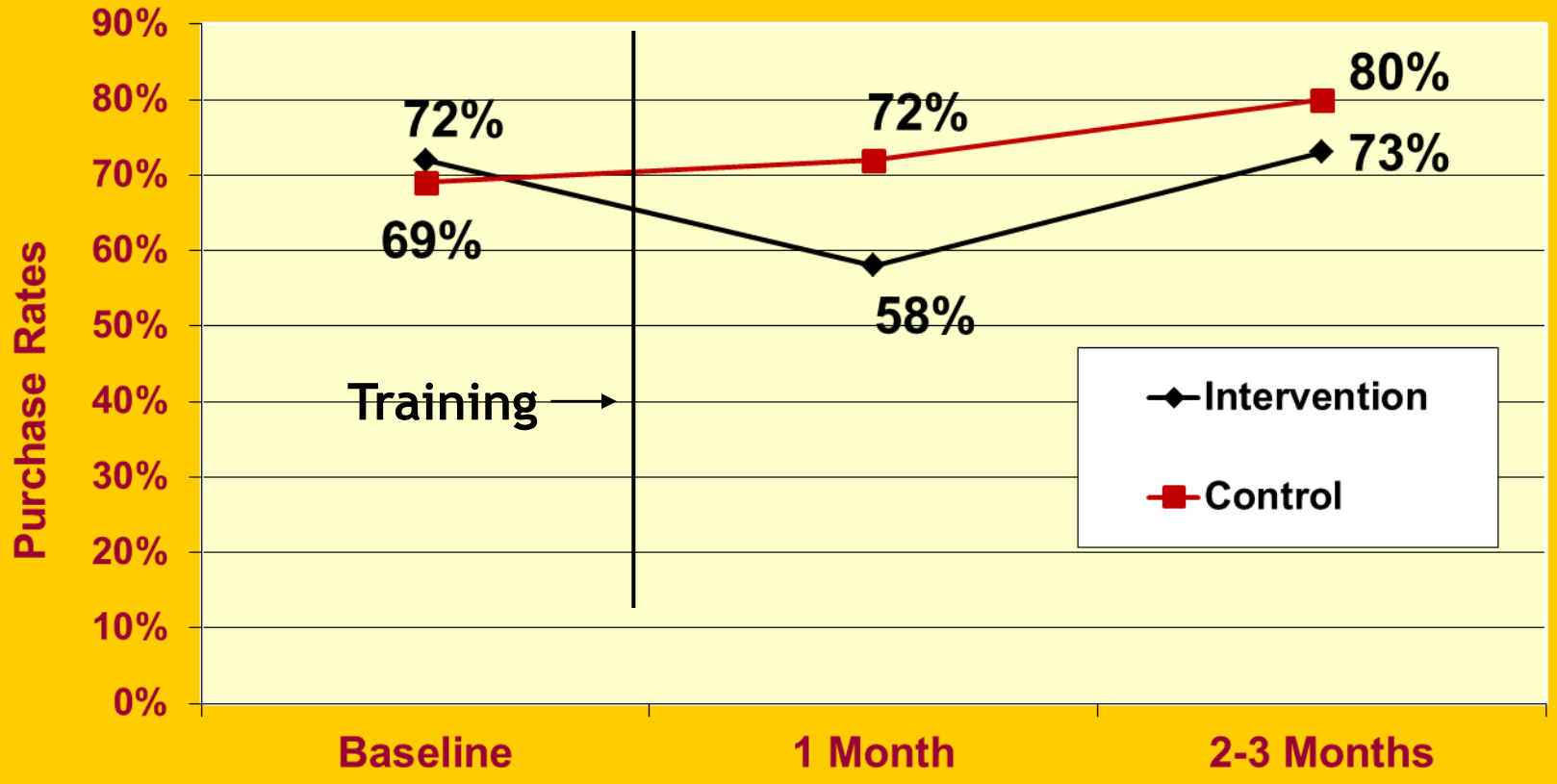


Toomey et al., 2008

ARM Key Features

- **Focus on managers**
- **Trainers w/ hospitality industry experience**
- **One-on-one consultation**
- **Focus = policy development**
- **Establishment-specific policy manual**
- **Co-led staff meeting**

Pseudo-intoxicated Purchase Rates



Toomey et al., 2017

Hybrid version of ARM

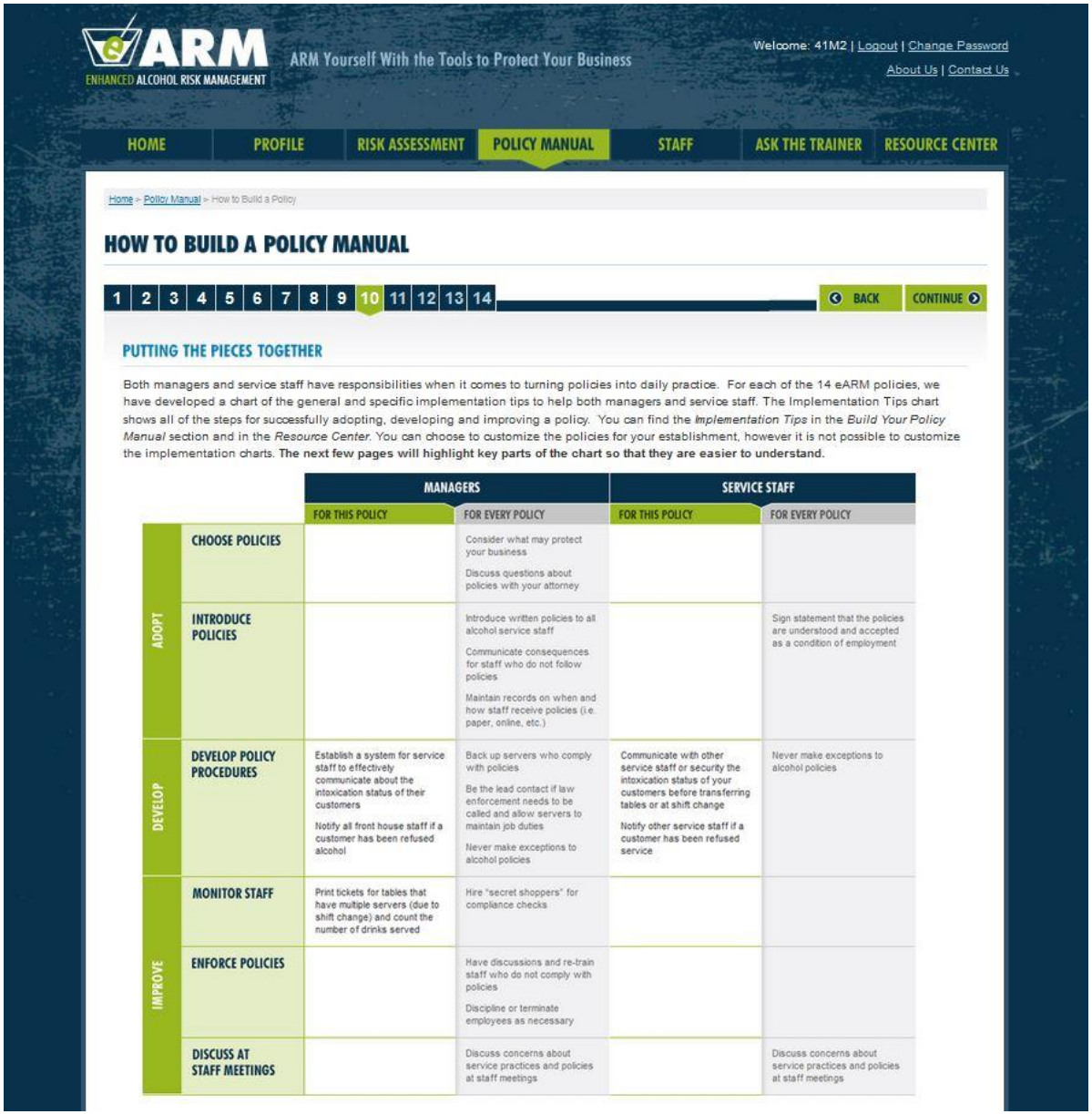
- **In-person session**
- **In-person staff meeting**
- **Interactive website to create policy manual, with extensive resources**
- **Online customized server training program**

eARM
ENHANCED ALCOHOL RISK MANAGEMENT

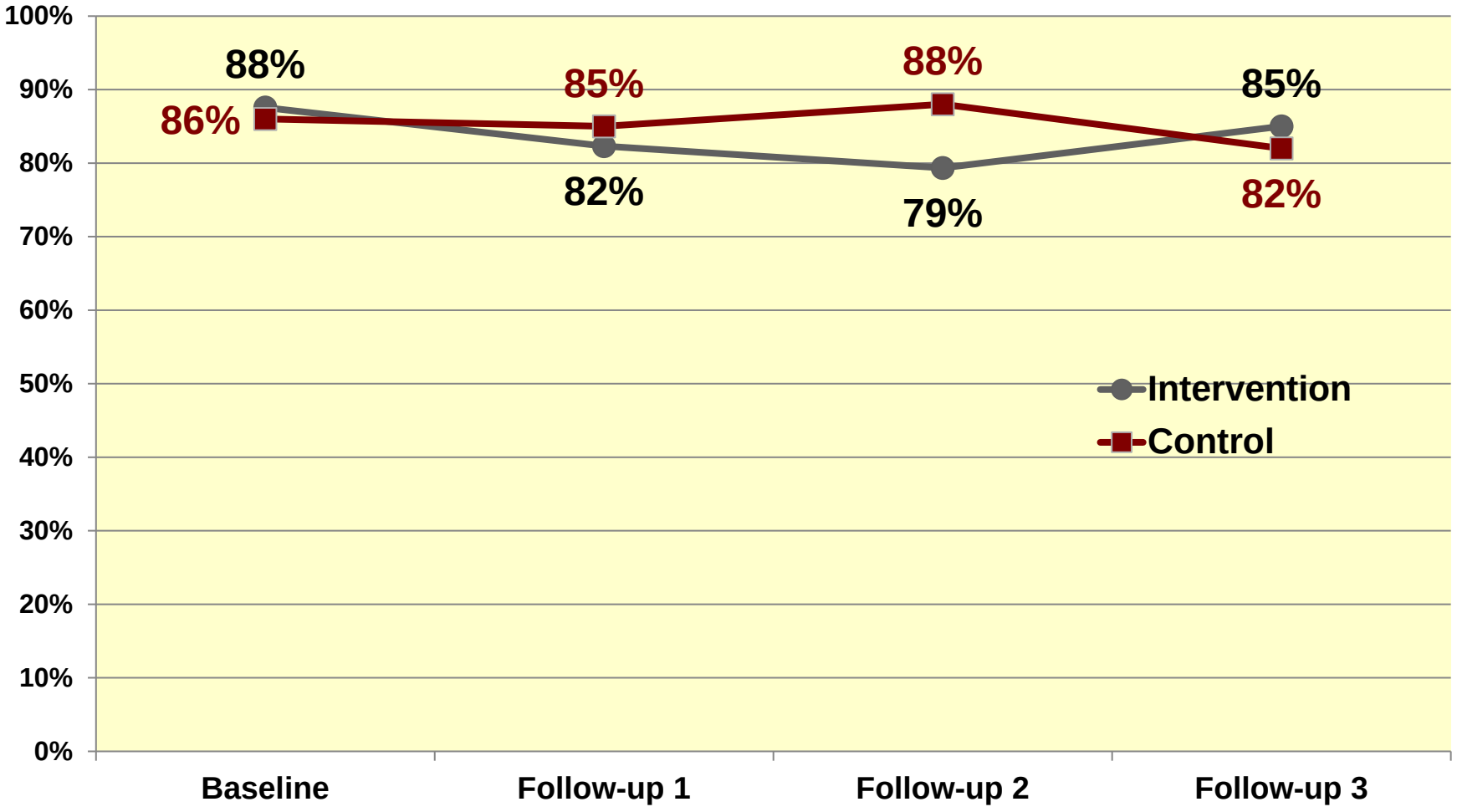
Policy Implementation

- **Helped participants think about how to implement and enforce policies**

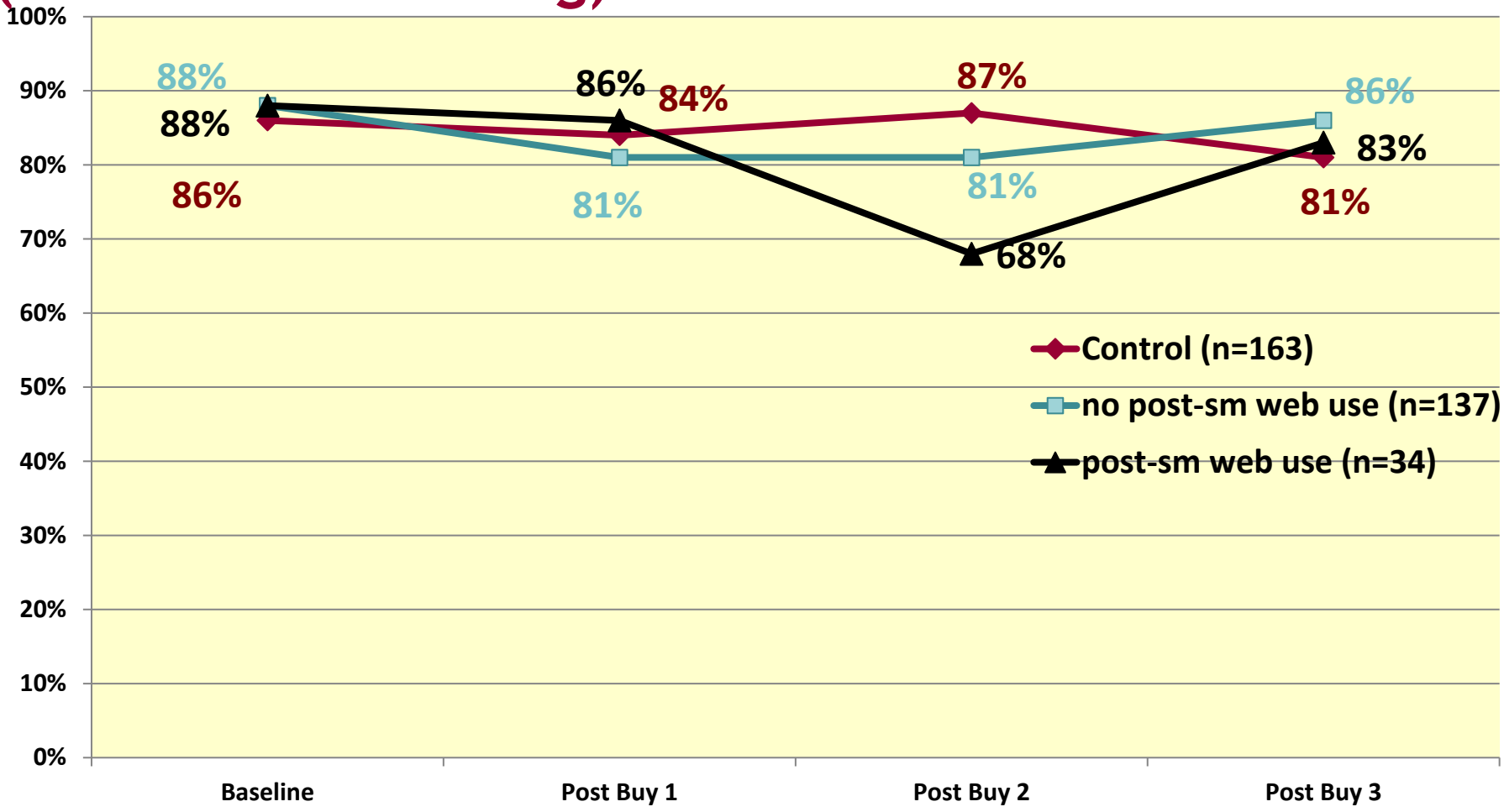
- **Developed recommendations for how to implement each policy**



Intention-to-treat Analyses



Additional Use of Website
(after staff meeting)



Our conclusion about RBS….

RBS for managers alone unlikely to create sustained reductions in overservice

Background – Place of Last Drink (POLD)

- A**sk** 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

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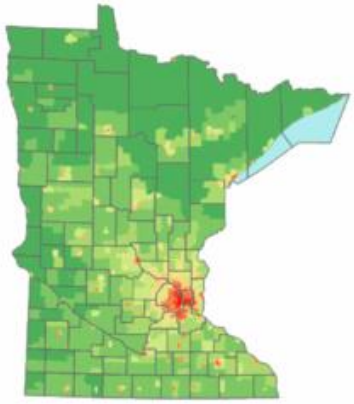
POLD in Minnesota



- **Began in 2014**
- **Shared database across agencies**
- **Collaboration of law enforcement agencies and coalition**
- **Variable length of participation across agencies**
- **Create to: focus on <u>all incidents, all types of POLD</u>**

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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

How do we optimize each strategy and then combine them to try to reduce overservice of alcohol?

- **RBS**
- **POLD**
- **Density/problem mapping**
- **Enhanced Enforcement**
- **Administrative penalties**
- **Other??**

How do we address inequities?

- **Alcohol policy often is a social justice issue**
- **Need to ensure we don't introduce additional harms**
- **Work with more communities**
- **Bring new leaders into the field**

Summary

- **What problems are you trying to address?**
- **What is the most promising policy/environmental change?**
- **What are the most important components of the proposed change?**
- **Is policy being fully implemented?**
- **What combination of environmental strategies is most effective?**
- **How do we avoid unintended harms?**

Some Important Skills for Policy Development

- **Strategic planning**
- **Community organizing/coalition building**
- **Advocacy/lobbying**
- **Media advocacy**
- **Fundraising/development**
- **Legal**

Be skeptical

Be hopeful

Questions?

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

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