



National Liquor Law Enforcement Association

NLLEA

**DRAFT REPORT**

## **PLACE OF LAST DRINK TRAINING AND TECHNICAL ASSISTANCE**

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Prepared for the National Highway Traffic Safety Administration

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## TABLE OF CONTENTS

<b>List of Acronyms</b> .....	<b>iv</b>
<b>Executive Summary</b> .....	<b>v</b>
<b>Introduction</b> .....	<b>1</b>
<b>Project Overview</b> .....	<b>2</b>
Purpose .....	2
Objective .....	2
Project Description .....	3
<b>POLD Implementation</b> .....	<b>3</b>
Online Training Resources and Technical Assistance .....	4
Data Collection .....	4
<b>Results</b> .....	<b>6</b>
Vermont Department of Liquor and Lottery Control .....	6
Agency Background .....	6
Activities and Results .....	7
Missouri Alcohol and Tobacco Control .....	7
Agency Background .....	7
Activities and Results .....	7
Iowa Alcoholic Beverages Division .....	8
Agency Background .....	8
Activities and Results .....	9
<b>Discussion and Recommendations</b> .....	<b>9</b>
Accomplishments .....	9
Recommendations for POLD .....	10
Appendix A .....	14

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## LIST OF ACRONYMS

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<b>ABC</b>	Alcohol Beverage Control
<b>ABD</b>	Alcohol Beverage Division
<b>ABLE</b>	Alcoholic Beverage Law Enforcement
<b>ALE</b>	Alcohol Law Enforcement
<b>CAPM</b>	Cooperative Agreement Project Manager
<b>COR</b>	Contracting Officer Representative
<b>CAD/RMS</b>	Computer Aided Dispatch/Records Management System
<b>DATE</b>	Division of Alcohol and Tobacco Enforcement
<b>DLLC</b>	Department of Liquor Licenses and Control
<b>DUI</b>	Driving Under the Influence
<b>DWI</b>	Driving While Intoxicated
<b>MA ABCC</b>	Massachusetts Alcoholic Beverages Control Commission
<b>NHTSA</b>	National Highway Traffic Safety Administration
<b>NLLEA</b>	National Liquor Law Enforcement Association
<b>NTSB</b>	National Transportation Safety Board
<b>OUI</b>	Operating Under the Influence
<b>OWI</b>	Operating While Intoxicated
<b>POLD</b>	Place of Last Drink
<b>PD</b>	Police Department
<b>R.A.B.I.T.</b>	Resource Allocation Based on Intelligence Toolkit
<b>RID</b>	Regulated Industries Division
<b>TRACS</b>	Traffic and Criminal Software

## **EXECUTIVE SUMMARY**

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The long-term goal of NLLEA is to establish a POLD program that can be implemented by ALE agencies nationwide. The purpose of this project is to assist the NLLEA in demonstrating that POLD data can be collected and utilized by local and state law enforcement agencies to prevent impaired driving through proactive education and enforcement at licensed establishments with a history of overserving persons who then drive after drinking. The primary objectives of this project are to:

- Create a more coordinated system of communication and information sharing and increased enforcement and collaboration between local law enforcement and state alcohol law enforcement agencies, focused on preventing impaired driving through analysis and use of POLD data; and
- Determine key factors in the successful implementation of a POLD program.

## INTRODUCTION

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Bars, clubs and restaurants are known to be high-risk locations for alcohol-related problems, including impaired driving. So much so that about 54 percent of all binge drinking takes place at these licensed drinking establishments, compared to 36 percent in homes and 10 percent elsewhere<sup>1</sup>, according to adults who reported binge drinking. A study in 2013 identified that by enforcing laws restricting over-serving alcohol to patrons at licensed establishments, alcohol-related tragedies can be prevented. While almost all state alcohol law enforcement (ALE) agencies report using enforcement operations to prevent over service, these types of operations are usually done infrequently and without data to identify the bars, clubs and restaurants that need law enforcement resources. Collecting Place of Last Drink (POLD) data can help target limited enforcement resources for over-service operations.

### **In 2012, the National Transportation Safety Board made the following recommendation in relation to POLD data:**

Increasing the collection of POLD data will provide states and law enforcement agencies with the information needed to target individuals and establishments that contribute to the problem of alcohol-impaired driving and is likely to serve as a deterrent to serving minors and those who are intoxicated. Therefore, the NTSB recommends that the 50 states, the Commonwealth of Puerto Rico, and the District of Columbia require law enforcement agencies to collect POLD data as part of any arrest or accident investigation involving an alcohol-impaired driver<sup>4</sup>.

"Better data leads to better interventions and results in more lives saved. Collecting information on the 'place of last drink' can serve as an incentive for alcohol-serving establishments to better train their employees in recognizing under-age or intoxicated patrons" (Deborah A.P. Hersman, National Transportation Safety Board Chair, 2012).

### **On January 17, 2018 The National Academies of Sciences, Engineering, and Medicine made the following POLD related recommendation:**

Federal, state, and local governments should adopt and/or strengthen laws and dedicate enforcement resources to stop illegal alcohol sales (i.e., sales to already-intoxicated adults and sales to underage persons). "This includes having strong penalties for licensed retailers or purveyors who engage in illegal alcohol sales to already-intoxicated adults;...collection of data regarding place of last drink; and adequate enforcement personnel to enforce existing laws in this area."<sup>5</sup>

1 - Naimi TS, Nelson DE, and Brewer RD (2009). Driving after binge drinking. *American Journal of Preventive Medicine*, 37(4): 314-320.

2 - Graham K, Miller P, Chikritzhs T, Bellis MA, Clapp JD, Hughes K, Toomey TL, Well S (2013). Reducing intoxication among bar patrons: some lessons from prevention of drinking and driving. *Addiction*, 109: 693-698.

3 - Lenk KM, Toomey TL, Nelson TF, Jones-Webb R, Erickson DJ (2014). State and local law enforcement agency efforts to prevent sales to obviously intoxicated patrons. *Journal of Community Health*, 39: 339-348.

4 - National Transportation Safety Board (2012). Safety Recommendation H-12-34 through -36. November 21, 2012. Available online: <http://www.ntsb.gov/safety/safety-recs/recletters/H-12-034-036.pdf>.

5 - The National Academies of Sciences, Engineering, and Medicine (2018). Getting to Zero Alcohol-Impaired Driving Fatalities: A Comprehensive Approach to a Persistent Problem. Recommendation 3-3. January 17, 2018. Available online: <http://nationalacademies.org/hmd/Reports/2018/getting-to-zero-alcohol-impaired-driving-fatalities.aspx>

During an arrest or crash investigation, officers routinely try to identify where a suspected impaired driver was served or bought their last drink. Unfortunately, traditional records' collection systems have not captured this information to be monitored and analyzed for future use.

NLLEA developed and maintains a database of Place of Last Drink information available free of charge to state, county and municipal law enforcement and regulatory agencies. This database is a place for POLD incidents to be entered and tracked in jurisdictions where it can be accessed and analyzed by law enforcement and regulatory officials. The objective of this initiative is to coordinate communication and information-sharing and increase enforcement between local law enforcement and state alcohol law enforcement agencies. The focus is to prevent impaired driving and other alcohol-related crime through the analysis and use of POLD data.

Actively tracking POLD information enables agencies to identify problem outlets, as well as uncover patterns such as common days and times impaired driving or other alcohol-related incidents occur, average BACs, locations where people are accessing or consuming alcohol prior to coming into contact with law enforcement. With this information, law enforcement and regulatory agencies can focus education and enforcement operations on the places that are repeatedly reported as the last place where a person consumed alcohol before being arrested.

**Benefits of POLD system:**

- Based on POLD data, agencies can meet with retailers to discuss suggestions and resources for improvement to prevent over service.
- Provide “Responsible Beverage Training” to teach retailer’s staff to identify signs of intoxication in their patrons, the hazards associated with over serving and increasing awareness about alternative rides home.
- Encourage retailers to increase staffing levels during times with increased potential of problems due to service and consumption of alcohol.
- Partner with other law enforcement agencies to conduct increased patrols in the affected area with emphasis on enforcement of laws concerning alcohol service, impaired driving and underage drinking.
- Employ dedicated alcohol enforcement units to work during peak times to address potential “hotspots.”

**PROJECT OVERVIEW**

This cooperative agreement project was funded over a 24-month period between August 2017 and July 31, 2018. The total not to exceed amount of Federal funding provided under this Project is \$282,572.00. The Grantee Project Manager from August 2017 to February 3, 2019 was Rebecca Ramirez and James Wilson. The new Grantee Project Manager, Carrie Bence was hired by the NLLEA on February 4, 2019 and took over this Project. A project modification is on file.

Purpose

The purpose of this proposed project is to assist the NLLEA in demonstrating that POLD data can be collected and utilized by local and state law enforcement agencies to prevent impaired driving through proactive enforcement at licensed establishments with a history of serving patrons who then drive after drinking too much.

Objective

The objective is to create a more coordinated system of communication and information sharing and increased enforcement between local law enforcement and state alcohol law enforcement agencies, focused on preventing impaired driving through analysis and use of POLD data.

The primary goal of this project is to establish a POLD program that can be implemented by ALE agencies nationwide, determining key factors in the successful implementation of a POLD program as an important strategy for identifying on-premise establishments that are more likely to serve intoxicated patrons for targeted educational and enforcement efforts.

### Project Description

The NLLEA will work with Belay Software to refine the recently created online POLD data collection program that is paid for and operated by the NLLEA (with non-federal funds). This system allows multiple locations to enter POLD information, tailoring the entry fields for each agency or State's needs. The system is designed for officers on the road and elsewhere to enter data in real-time or to use their own systems to summarize the data and have other personnel in the agency upload the data into the NLLEA POLD system. The system directs laws enforcement agencies to only submit data related to arrests, and while the case number is an optional field in the POLD system, no identifying information, such as name, address, etc. of the person asked about their place of last drink is entered in the system. The data entered in the POLD system are available as a part of the public records system.

By having a central collection system, POLD data can be compared and utilized across jurisdictions and for national comparisons. A central collection system will also minimize the additional resources needed by each State or agency to create their own data collection software. The NLLEA POLD data collection system provides agencies access to their data in a summarized form in real time to make usage of the information most effective.

The NLLEA has identified, through its annual data collection and network of chiefs of alcohol law enforcement agencies, three alcohol beverage control agencies that have agreed to work with the NLLEA on POLD. These agencies are the Compliance Program of the Iowa Alcoholic Beverages Division, the Regulated Industries Division of Kansas City, Missouri and the Vermont Department of Liquor and Lottery.

## **POLD IMPLEMENTATION**

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### **SITE SELECTION OVERVIEW**

NLLEA will work with the identified agencies to conduct training and technical assistance to local law enforcement agencies within their jurisdictions to enter POLD data into the system and then share that data with the state ALE agency for future enforcement operations and targeted education at licensed establishments. The NLLEA will work with agencies to tailor the already created software system to meet their state/jurisdictional needs, and provide training and technical assistance, through a mixture of national experts in this area. The NLLEA will help the identified ALE agencies create standard operating procedures for the use of POLD data collected. The NLLEA staff and consultants from agencies with successful POLD programs will be available for onsite and remote technical assistance and training. Staff, consultants and Board members will also present at national conferences on the POLD project in order to educate how the collection of POLD data can be a valuable part of reducing impaired driving and also to get more law enforcement agencies on board with tracking and entering their POLD data into a database.



## ONLINE TRAINING RESOURCES AND TECHNICAL ASSISTANCE

The NLLEA in partnership with consultants created several training and technical resources for the POLD project. Some of these materials can be found online through the NLLEA website, [nllea.org](http://nllea.org). Samples of these resources have also been included in the Appendices Section of this report. They include the following: POLD Users Guide, Frequently Asked Questions and POLD PowerPoint Overview.

## DATA COLLECTION

Data for the project was collected on a monthly basis from the three ALE agencies that took part in the pilot. Data was reported out to NHTSA through quarterly reports that addressed the following milestones and deliverables:

### Milestones/Deliverables

#### **Condition 1: Initial Kickoff Meeting**

The initial kickoff meeting was held on August 15, 2017 at NHTSA headquarters. Rebecca Ramirez, the NLLEA Executive Director, presented a power point outlining the scope of work and work plan for the CAP. The briefing was attended by NHTSA CAPM Caroline Cash, as well as other NHTSA personnel, and the administration of the CAP and the CAP's objectives, planned course of action, responsibilities, milestones and deliverables were discussed.

#### **Condition 2: Revise and Approve Work Plan**

Based on feedback received from the CAPM and the other participants at the kickoff meeting, a revised work plan was submitted.

#### **Condition 3: Submit quarterly reports**

NLLEA staff submitted progress reports to the NHTSA COR on a quarterly basis the 15<sup>th</sup> of the month following the quarter. The quarterly reports described the status and progress of activities outlined in the work plan and included a narrative description of the following items:

- Resources developed and deliverables completed;
- Accomplishments made during the reporting period, including noteworthy activities, events, or successes;
- Problems or delays encountered while executing the specific conditions within the project and proposed solutions;
- Funding expended during the reporting period; and
- Plans for proposed activities in the next reporting period.

#### **Condition 4: Select and Support Alcohol Law Enforcement Agencies**

The NLLEA identified three agencies, the Iowa Alcoholic Beverages Division, the Kansas City (Missouri) Regulated Industries Division and the Vermont Department of Liquor and Lottery Control (DLLC) to serve as pilot sites.

The NLLEA worked with its staff and consultants to create training materials for outreach to promote local and State law enforcement agencies to use the system for collection and analysis of POLD data to use the results to identify which establishments may need additional educational and enforcement efforts to prevent over service. Most of the outreach information is available through the POLD online system, but some handouts and an overview power point presentation were created as well to use during outreach meetings, etc.

### **Condition 5: Technical Assistance and Training**

NLLEA provided technical assistance and training to the selected ALE agencies on use of the system and conducted outreach, with training and technical assistance offered, to local and state law enforcement agencies to increase participation in the system.

### **Condition 6: Monthly Feedback Reports**

NLLEA staff collected information on a monthly basis that tracks the type of outreach conducted, the number of users in the POLD system, the number of POLD reports, and the follow up educational and/or enforcement efforts being conducted by the ALE agencies in response to POLD reports. NLLEA also collected information on any challenges encountered and solicited suggestions for improvement. Some of this information can be readily extracted from the POLD system, it does not include any personal identifying information and is summarized in aggregate form. The activities conducted by the ALE agencies and their feedback on the POLD system was submitted to NLLEA by the ALE agencies on a monthly basis, submitted by the 10<sup>th</sup> of the month following each reporting month.

### **Condition 7: Conduct Outreach**

The NLLEA conducted outreach with national law enforcement organizations and other public safety and public health-related organizations to conduct presentations/workshops at national conferences to increase awareness of the POLD initiative and ALE strategies in general. POLD was presented to the following organizations/agencies: Alcohol Policy 18 Conference, CADCA Mid-Year Training Institute, 32<sup>nd</sup> Annual NLLEA Conference, Vermont Association of Chiefs of Police, Missouri Partners in Prevention, Iowa State Patrol, Iowa Governor's Highway Safety Conference, Responsible Hospitality Institute (RHI) "Sociable City Summit" in Philadelphia, PA, and in Washington DC.

### **Condition 8: Submit Final Report**

NLLEA staff will submit a final report, which will include a summary of activities, milestones, and deliverables accomplished during the agreement as well as a summary of the use of the POLD program by the selected agencies and any notable feedback from the agencies that participated in the demonstration program. NLLEA will also include in the report a set of recommendations for further implementation and use of the POLD program. The report will not contain any personal identifying information or any information that could be used to identify individuals when used in combination with other publicly available information.

## **Condition 9: Final Project Briefing**

A final project briefing will be conducted and the final project briefing will be a 20-30-minute overview of the project, with summary information from the final report.

Data was also collected through the POLD database in real time for each participating state. Iowa, Missouri and Vermont have POLD entries for 2018 and 2019 present (June). Iowa entered a total of 253 cases, Missouri a total of 573 and Vermont a total of 141 for a combined total of 967 cases for the POLD pilot. The database has a total of 3,109 cases entered since inception which includes entries from Massachusetts.

## **RESULTS**

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### **VERMONT DEPARTMENT OF LIQUOR AND LOTTERY CONTROL**

#### **Agency Background**

Vermont is a State in the New England region of the northeastern United States. Vermont is the second-smallest by population and the sixth-smallest by area of the 50 U.S. states. The state capital is Montpelier, the least populous state capital in the United States. The most populous city, Burlington, is the least populous city to be the most populous city in a state.

The Vermont DLC has a total of 11 investigators that cover 9,600 square miles and 7,000 outlets on any given day with the approval of special permits. Vermont is number one in the state for breweries per capita.

#### **Activities and Results**

Director Genest and Supervisor Thibault with Vermont DLC met with Chief Hebert of the Winooski PD on April 4, 2018 and walked him through the POLD system. There is a tentative agreement for the Winooski PD to start collecting these data and enter them in the system beginning on May 1, 2018.

Director Genest has a 2<sup>nd</sup> meeting with Chief Hebert of the Winooski PD and the Winooski alcohol licensed businesses on September 10, 2018 and discussed the concept of POLD data collection and the POLD system. The meeting helped to inform the licensed business owners and assuage concerns they had previously voiced about the effort. Subsequent to the meeting Winooski PD began collecting these data and entering them in the system beginning on September 19, 2018.

NLLEA President Justin Nordhorn and R. Ramirez, along with Chief Skyler Genest from Vermont DLC participated in a panel session at the Alcohol Policy 18 Conference, being held in Arlington, VA in April 2018. The title of the session, "US Alcohol Law Enforcement: Data trends and practices in enforcement operations to prevent alcohol-related harm."

NLLEA President Justin Nordhorn and R. Ramirez, along with Chief Skyler Genest from Vermont DLC presented as part of a panel session at the CADCA Mid-Year Training Institute, held in Orlando, FL in July 2018. Each presenter discussed POLD as one part of a larger alcohol law enforcement strategy to prevent alcohol-related harms.

N. Booker, S. Genest and J. Wilson presented a workshop titled “Updates on NLLEA’s Place of Last Drink Initiative: Part of a Comprehensive Strategy to Prevent Impaired Driving” at the 32<sup>nd</sup> Annual NLLEA Conference in Seattle, WA on November 6, 2018.

J. Wilson traveled to Vermont between December 18<sup>th</sup> and 19<sup>th</sup> 2018 to conduct a site visit with Vermont DLC and Essex PD. During his time in Vermont he also assisted Director Genest with Vermont DLC in presenting POLD before the winter meeting of the Vermont Association of Chiefs of Police and discussed implementing POLD on a statewide scale. There were approximately 100 Chiefs and executive officers present at the meeting. Subsequent to the site visit, the communities of Essex, Stowe, Colchester were activated within the POLD system. Additionally, the communities of St. Albans and Barre have expressed interest in collecting POLD data and Director Genest is currently working to bring them on board.

## **MISSOURI DIVISION OF LIQUOR CONTROL**

### **Agency Background**

The Missouri Department of Liquor Control was established under the Liquor Control Act passed by the 57th General Assembly. The Act was signed by the Governor on January 15, 1934, and became effective on that date. This law coincided with the repeal of the 18th Amendment (Prohibition) by the 21st Amendment to the United States Constitution. Missouri’s regulatory structure is intended to control importation, transportation, distribution and sale of, and access to, alcoholic beverages. This control in Missouri has been accomplished primarily through the adoption of a three-tier system of distribution.

The Omnibus State Reorganization Act of 1974 created the Department of Public Safety, changed the Department of Liquor Control to the Division of Liquor Control, and made the Division of Liquor Control a division of the Department of Public Safety.

The state supervisor, chief of enforcement, special agents of the division, prosecuting attorneys, sheriffs and police officers are all charged with enforcing Missouri’s liquor laws. The Division of Alcohol and Tobacco Control Enforcement Section fulfills its responsibilities by investigating and responding to citizen and industry complaints. ATC enforces all Missouri statutes and regulations relating to the manufacture, distribution and sale of alcoholic beverages.

### **Activities and Results**

J. Wilson and R. Ramirez traveled to Missouri October 3-5, 2018 to conduct a site visit with Kansas City RID and Kansas City PD. During their time in Missouri they also met with Missouri Alcohol and Tobacco control to discuss implementing POLD on a statewide scale. To that end, Missouri ATC has been activated within the POLD system and the state’s licensing data imported for reporting. Missouri ATC State Supervisor Dorothy Taylor subsequently met with the State Highway Patrol about POLD implementation and obtained raw data with POLD information which James and Rebecca imported into the POLD system. Lastly James and Rebecca presented POLD data collection and the NLLEA POLD system at a Missouri Partners in Prevention meeting, held in Columbia, MO on October 5, 2018. The title of the presentation was “POLD Overview,” and the PowerPoint was sent to COR Booker on October 15, 2018.

The NLLEA communications and media consultant, created a draft press release for Kansas City, MO to review as a kick-off for the initiative. NLLEA also received requests for talking points or frequently asked questions (FAQs) about the POLD program and how it could impact retail establishments, and Nancy McGee, an attorney and retired special agent with the Missouri Division of Liquor Control, created these draft materials in March 2018. (see Appendix A)

## **IOWA ALCOHOLIC BEVERAGES DIVISION**

### **Agency Background**

The Iowa Alcoholic Beverages Division is the alcoholic beverage control authority for the State of Iowa. Since March 8, 1934, it has regulated the traffic in, and maintained a monopoly on the wholesaling of, alcoholic beverages in the state, thus making Iowa an alcoholic beverage control state.

The Bureau of Regulatory Compliance Education and Outreach assisted the NLLEA in reaching out to local law enforcement to get their buy in for the POLD system and get them set up in the system to start entering data.

### **Activities and Results**

Iowa ABD requested the development of key talking points for introductory presentations that they may be doing. R. Ramirez created the draft talking points. R. Ramirez worked principally with Jake Holmes, Education and Outreach Program Planner with the Iowa ABD as their lead contact person for the POLD initiative to provide technical assistance on POLD materials and lessons learned from other jurisdictions. A conference call was held on October 13, 2017 with Chief Shane Mikkelson from the Osseo (Minnesota) Police Department and three representatives from Iowa ABD to discuss how the Minnesota POLD program works and what lessons Chief Mikkelson has learned in implementing the program. In addition, Chief Frederick Mahony from Massachusetts Alcoholic Beverages Control Commission (MA ABCC) sent materials to J. Holmes regarding Massachusetts' POLD program.

In December 2017, J. Holmes with the Iowa ABD presented a brief overview regarding the POLD initiative to approximately 20-25 state troopers from the Iowa State Patrol and used some of the technical assistance information and materials that NLLEA had provided.

MA ABCC Chief Frederick Mahony presented an overview of the NLLEA POLD system and the success he has experienced in MA by utilizing POLD at the Governor's Highway Safety Conference in Des Moines, Iowa on April 26, 2018.

J. Wilson sent multiple outreach emails to state and municipal police departments and professional organizations informing them of the POLD pilot project and inviting them to informational meetings during a planned site visit in Iowa between January 13<sup>th</sup> and 15<sup>th</sup>. The general purpose of the meetings is to encourage agencies to implement POLD data collection in their communities. Meetings were set with the following agencies/organizations: Iowa City PD, Mason City PD, Clear Lake PD, West Des Moines PD, Iowa Dept. of Safety, Iowa Governor's Office of Traffic Safety, Iowa State Police Association. Due to weather all meetings had to be conducted through a conference call.

C. Bence continues to make regular updates to the NLLEA POLD overview PowerPoint presentation for use during trainings, technical assistance and outreach activities. Iowa ABD sent out a media advisory to approximately 270 Police Departments and generated 12 more departments that were added to the POLD system.

C. Bence is currently working closely with J. Holmes of Iowa ABD to schedule informational POLD conference calls with selected law enforcement chiefs and with the State Highway Patrol to integrate their TRACS into POLD. C. Bence and J. Holmes conduct weekly update calls on this initiative.

## **DISCUSSION AND RECOMMENDATIONS**

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### **ACCOMPLISHMENTS**

Accomplishments for the pilot can be reported out in both quantitative through the data collected in the POLD system and qualitative through the collaboration and coordination among local and state law enforcement agencies with the respective Alcohol Law Enforcement agencies.

The POLD database collects data in real time for each participating state. Iowa, Missouri and Vermont have POLD entries for 2018 and 2019 present (June). Iowa entered a total of 253 cases, Missouri a total of 573 and Vermont a total of 141 for a combined total of 967 cases for the POLD pilot. The database has a total of 3,109 cases entered since inception which includes entries from Massachusetts.

Iowa has a total of 13 law enforcement agencies set up to track data on the POLD system. Currently 5 agencies are actively reporting that data. Missouri has a total of 17 law enforcement agencies set up to track data with a total of 12 actively reporting and Vermont has a total of 9 set up with 4 actively reporting.

Currently, there is a total of 2,338 cities, 269 counties, 49 departments, and 375 users actively entering data into the POLD system generating 39,783 active licensed establishments. There is an average of 36 cases entered each month. The highest percentage of cases are for DUI, DWI, OUI, and OWI at 541 (84%). Most report on-premise locations at 62.4%, 71% being male and 41% report consuming beer.

Preliminary findings indicate that POLD data aided successfully in; fostering relationships between alcohol law enforcement and the retailers, using POLD as an education piece to responsible retailer training; assisted in forming relationships with state and local public health and prevention entities and coalitions to educate on what POLD is and how it can help their community prevention efforts; and most importantly showing clear data on how a retailer is impacting the community and its relation to DUI violations and enforcement.

### **RECOMMENDATIONS FOR POLD**

Based on information received from the pilot agencies and the POLD data base the NLLEA recommends more education and outreach to advocate for the collection of POLD data at the state level during the processing of driving while under the influence (DUI) investigations. Create talking points for ALE and Public Health agencies in working with the restaurant association on the importance of POLD data.

Some of the challenges in implementing POLD is getting buy in from law enforcement agencies to collect and input the data and the resistance from the restaurant association to see POLD as an educational tool. We learned that working with state ALE agencies along with their state Highway Safety Offices resulted in a better partnership to collect and maintain POLD data. Some state agencies are not asking the question at time of encounter/arrest on place of last drink or tracking that data due to it being taken out of or never being a part of their reporting system.

Next steps for POLD include the following:

- Better interface between state highway safety data in recording POLD and collaboration with alcohol law enforcement.
- Continued education on the importance of collecting POLD data in working with local and state public health entities.
- Create talking points for law enforcement and public health in working with the restaurant association to increase POLD buy-in.
- Guidance from the 3 alcohol law enforcement agencies involved in the pilot as mentors for other agencies and their establishment of POLD operating procedures.
- Continue to collect and analyze POLD data from the pilot states for outcomes and trend data.
- Integrate geo mapping software with POLD database for a more effective approach in deploying law enforcement and other resources.

Develop the “big picture” of alcohol issues statewide and incorporate predictive policing principles by training ALE officers in data collection as it relates to the enforcement of alcohol laws and impaired driving. Connect state and local law enforcement with the ALE officers in their jurisdiction for increased data sharing and enforcement of alcohol and impaired driving laws.

In the ever-changing world of alcohol law enforcement, resources are at an all-time low with regulatory agencies covering thousands of square miles, thousands of alcohol outlets on any given day due to special use permits and not even a third of the workforce to cover the demand. ALE officers would benefit from training on new technology to stay ahead of the game so they can collect, use and analyze data to drive decisions that can lead to predictive policing for targeted enforcement of DUI in working with local law enforcement, over service training and ride share/designated driver programs for licensed establishments. Predictive policing, in essence, is taking data from disparate sources, analyzing them and then using the results to anticipate, prevent and respond more effectively to future crime.

Predictive policing entails becoming less reactive. "The predictive vision moves law enforcement from focusing on what happened to focusing on what will happen and how to effectively deploy resources in front of crime, thereby changing outcomes," writes Charlie Beck, chief of the Los Angeles Police Department. Beck said, “perhaps the greatest benefit to predictive policing is the discovery of new or previously unknown patterns and trends.” (Pearsall, 2010) The use of databases that can overlap and interconnect, like the place of last drink, alcohol establishment compliance inspections, DUI arrest data, Fake ID apps, and source



investigations allows ALE to develop a picture of alcohol issues statewide so they can apply resources based on demand. It is essential that ALE be trained on how to use these databases in order to see patterns and trends that can help them proactively assign officers to areas of high risk, thus reducing incidents at an alcohol establishment that can lead to impaired driving.

The Vermont Department of Liquor and Lottery is currently using a data dashboard, <https://liquorcontrol.vermont.gov/enforcement>, referred to as project R.A.B.I.T. (Resource Allocation Based on Intelligence Toolkit). The NLLEA has received permission from Skyler Genest, *Director, Office of Compliance and Enforcement*, to build a training with his guidance and expertise that can be taught and then replicated for other Alcohol Enforcement/Regulatory agencies. The result/outcome will be for them to use their real time data that will quantify a licensee (create a formula) by its geographic location, considering factors such as population density, DUI arrests per capita, and licensee density. This then creates an algorithm that also factors for past historical incidents of violation of the law or a regulatory violation that occurred during a routine compliance inspection. It will also consider any complaints from the public or if this location has been the target of an investigation. This is all weighted into the algorithm also taking into consideration any other related data sets. The use of this kind of data will assist ALE officers to strategically identify licensees where they may need to apply more educational and enforcement resources before a problem occurs or rises to the level of a violation.

In polling the three sites upon completion of the pilot here is what was shared:

- 1. How many local and state agencies in your state are now entering their data into POLD as a result of your outreach?** Vermont was able to get 9 agencies on board and in the system, Iowa set up 12 agencies in the system and in Missouri their state highway patrol data is being entered.
- 2. How is POLD data being collected?** Data is being collected at the officer level at the time of incident investigation or shortly thereafter and then entered into POLD by either the local police department or by the Alcohol Law Enforcement agency.
- 3. How is POLD data being utilized?** In Vermont the POLD data is fed into their Project R.A.B.I.T, which is a strategic resource allocation program. This ensures follow-up on all POLD investigations and possible regulatory action. Missouri uses POLD to focus enforcement activities regionally. Iowa is in the beginning phases of tracking their data in POLD and expects to have usable trend data in the next couple of months.

1. Pearsall, Beth, Predictive Policing: The Future of Law Enforcement? *NIJ Journal No. 266* (2010).



- 4. How does the use of POLD impact your relationship with the licensed establishments in your jurisdiction?** In Vermont most licensed establishments have expressed the need or want to know how their establishment is impacting their communities. For Missouri it provides a statistical means of relaying their concerns to a specific identified establishment and in Iowa initially, they had some pushback from the Iowa Restaurant Association, but did not have any problems with licensed establishments.
- 5. Any suggestions for POLD database improvement?** Vermont would like to see an automatic or scheduled report from the system sent by email or any other means. Iowa would like to see the integration of existing law enforcement electronic incident forms, which will need to be started at the state level and Missouri reported some issues with the import of their licensed established into the POLD system due to their licensing database, which they report as antiquated and unable to be updated with consistent nomenclature.
- 6. Any recommendations for further POLD implementation in your state and other states currently not using POLD?** Vermont would like to see any integration of POLD into existing systems like CAD/RMS as would Iowa would like to see it integrated with their TRACS. This integration would make the POLD more successful as officers would not have to use multiple systems.
- 7. Please share any lessons learned from being a POLD pilot site.** Vermont reports that buy-in is key, meeting with both licensees and police chiefs has been successful for them. If you don't get buy-in then reporting into POLD will be lacking. Iowa reports that POLD is a valuable tool, but the reporting into it needs to be seamless and not time consuming for law enforcement to get on board. This is why they feel the integration of POLD with TRACS is hugely important. Missouri reports lessons learned from how their license records are pulled into the POLD system, which required them to manually enter Missouri State Highway Patrol AIR records and thus was time consuming only allowing them to enter records that they could adequately determine were associated with a licensed establishment.
- 8. Please share any POLD success stories from being a pilot site.** Vermont does not have a specific story to share, but reports that the data in POLD has undoubtedly allowed them to form a more detailed picture of how licensees impact the state. Iowa has a local police department that has used the data to identify a problem establishment in their community and Missouri reports that they have been able to identify some establishments associated with DWI cases that were not otherwise on their radar as potential problem areas.

- 9. Does the POLD database through this pilot interface with any other data systems that you currently work with in your state? If so, can you provide the details related to that interface.** Currently, only Vermont has a database that interfaces with POLD and that is their Project R.A.B.I.T. An interactive dashboard to assist DLC to visualize, interpret, and drive decision making based on data sources with relationships to alcohol and tobacco use, criminal and civil violations, and compliance programs throughout Vermont.
  
- 10. Any other information you would like to share about your POLD pilot experience.** The pilot sites expressed their appreciation for the opportunity to participate in the POLD initiative and found the information to be another useful tool in helping to optimize their enforcement approach.

## **APPENDIX A**

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1. Place of Last Drink Users Guide
2. Frequently Asked Questions
3. POLD Overview