



Utah Department of Public Safety

Alcohol Abuse Tracking Committee (AATC)

2018 Report

Alcohol Abuse Tracking Committee
Utah Department of Public Safety

Keith D. Squires
Commissioner, Committee Chair

June 12, 2018

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Purpose of the Report

This report is the fifth edition of the Annual Alcohol Abuse Tracking Committee (AATC) Report which is submitted to the Governor and Legislature. Previous versions of the report were written and submitted in 2013, 2015, 2016, and 2017, respectively. The original report was prepared in accordance with 2012 Legislative Session House Bill 354 Utah State Code 53-1-119 (7):

(a) The committee shall begin to collect the information described in Subsection (6) by January 1, 2013. For fiscal year 2012-13, the committee is required only to report the information collected between January 1, 2013 and June 30, 2013.

(b) Beginning December 31, 2013, the committee shall report the information collection under Subsection (6) annually to the governor and Legislature by no later than the December 31 immediately following the fiscal year for which the information is collected.

From 2015 to the present, all editions were prepared in accordance with changes in the statute which were made during the 2014 legislative session:

(c) Beginning July 1, 2014, the committee shall report the information collection under Subsection (6) annually to the governor and the Legislature by no later than July 1 immediately following the calendar year for which the information is collected.

The Alcohol Abuse Tracking Committee (AATC) was created as a result of the 2012 Legislative Session House Bill 354 Alcohol Beverage Amendments. The Committee is made up of several Divisions, Agencies, Department, Committees, Organizations, and individuals throughout Utah. In May 2018, there were 24 participants on the AATC, representing 12 different agencies including: Commission on Criminal and Juvenile Justice, Department of Corrections, Utah Courts, Department of Alcoholic Beverage Control, Department of Health, Department of Public Safety, Department of Workforce Services, Department of Technology Services, and Mothers against Drunk Driving. The committee's responsibilities are to determine if data are being collected, and if not, how it can be collected in the following areas:

53-1-119(6)

(a) the number of individuals statewide who are convicted of, plead guilty to, plead no contest to, plead guilty in a similar manner to, or resolve by diversion or its equivalent to a violation related to underage drinking of alcohol;

(b) the number of individuals statewide who are convicted of, plead guilty to, plead no contest to, plead guilty in a similar manner to, or resolve by diversion or its equivalent to a violation related to driving under the influence of alcohol;

(c) the number of violations statewide of Title 32B, Alcoholic Beverage Control Act, related to over-serving or over-consumption of an alcohol product;

(d) the cost of social services provided by the state related to abuse of alcohol, including services provided by the Division of Child and Family Services within the Department of Human Services;

(e) where the alcoholic products are obtained that results in the violations or costs described in Subsection (6)(a) through (d);

(f) Any information the committee determines can be collected and relates to the abuse of alcoholic products.

The AATC began meeting in May 2012. Communication has continued among committee members and agencies to identify alcohol abuse problems within the State of Utah. A variety of resources have been used to gather alcohol related information including: the Department of Human Services, Division of Substance Abuse and Mental Health's Statewide Epidemiological Outcome Workgroup (SEOW) and Student Health and Risk Prevention (SHARP) survey, the Utah Department of Health's Behavioral Risk Factor Surveillance System (BRFSS), the Department of Public Safety, Highway Safety's Eliminating Alcohol Sales to Youth (EASY) program, the Commission on Criminal and Juvenile Justice (CCJJ) Annual DUI Report, the Administrative Office of the Courts report, the Department of Alcoholic Beverage Control (DABC), and the Department of Public Safety, State Bureau of Investigation. The majority of data compiled and presented in this report reference calendar year 2017, with some indicators referring to fiscal year 2017 (when noted). These data build on the previous editions of this report by providing the latest available data for each indicator at the time of writing.

Based on the informational goals identified by the AATC, data are presented below by topic in the following sections:

1. Alcohol use estimates and trends
2. Alcohol related arrests and court charges for underage drinking and driving under the influence
3. Violations of the state Alcoholic Beverage Control Act: Over-serving/ consumption and sales to minors
4. Consequences of alcohol use: Abuse/dependence, treatment, and mortality/morbidity
5. Costs of excessive alcohol use in Utah
6. Environmental Strategies for Reducing Excessive Alcohol Consumption in Utah

Alcohol Use Estimates and Trends

Alcohol use estimates are available through surveys conducted within the State of Utah. For youth, the Utah Student Health and Risk Prevention (SHARP) survey provides youth alcohol use rate data at state and community levels. The SHARP survey is administered by the Utah Department of Human Services, Division of Substance Abuse and Mental Health (DSAMH) every other year (on odd number years). The survey samples approximately 50,000 youth per administration and provides a wealth of data regarding substance use behaviors, risk and protective

factors, anti-social behavior, school climate, and physical & mental health status. The most recently available SHARP data at the time of publication for this report are from 2017. For adults, alcohol use estimates are available through the Utah Behavioral Risk Factor Surveillance Survey (BRFSS). The BRFSS is administered annually through the Utah Department of Health via telephone and has sampled approximately 10,000-12,000 adults (aged 18+) each year since 2009. The most recently available BRFSS data available at the time of publication are from 2016.

Youth Alcohol Use

Table 1 presents youth alcohol use rates in Utah from 2013 to 2017, as well as rates of drinking and driving and riding with a driver who has consumed alcohol. When it comes to alcohol use, survey data show that underage drinking has been decreasing steadily over the last decade both in Utah as well as nationally. Here in Utah, youth drink alcohol at much lower rates than the national average. This is true of lifetime alcohol use (“have you ever used alcohol in your lifetime”), past 30 day use, and binge drinking (five or more drinks in a row) in the past two weeks. In fact, alcohol use rates among Utah youth have historically been about 50% of the national rate or less, and this trend continued in 2017. For example, the 30 day use rate in 2017 for youth in grades 8th, 10th and 12th combined was 8.8% in Utah, while the national rate for the same grades was 19.8%. Figure 1 presents youth alcohol use trends in Utah from 2005 to 2017.

Figure 1

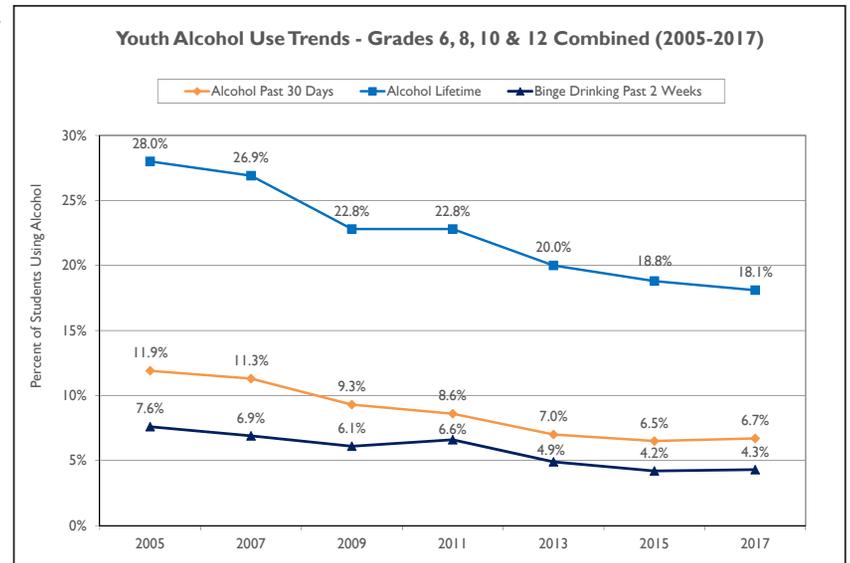


Table 1. Utah Youth Alcohol Use Rates and Related Behaviors by Grade (2013-2017)

	6th Grade			8th Grade			10th Grade			12th Grade			Grades 6, 8, 10 & 12 Combined		
	2013	2015	2017	2013	2015	2017	2013	2015	2017	2013	2015	2017	2013	2015	2017
Youth Alcohol Use-Past 30-Day	1.0%	0.7%	0.9%	4.2%	3.4%	3.2%	9.4%	9.5%	8.9%	14.0%	13.6%	14.7%	7.0%	6.5%	6.7%
Youth Alcohol Use-Lifetime	6.5%	5.8%	6.0%	14.7%	13.9%	12.5%	27.1%	25.8%	23.4%	33.1%	31.5%	31.8%	20.0%	18.8%	18.1%
Youth Binge Drinking (Past 2 weeks)	1.4%	0.8%	0.9%	3.4%	2.6%	2.6%	6.1%	5.9%	5.5%	9.1%	8.1%	8.6%	4.9%	4.2%	4.3%
Youth Drinking And Driving	1.0%	0.5%	0.5%	1.8%	1.2%	1.2%	2.1%	2.0%	2.2%	3.6%	3.7%	3.0%	2.1%	1.9%	1.8%
Youth Riding With Drinking Driver	6.7%	4.7%	5.4%	7.8%	7.1%	7.1%	9.3%	9.5%	8.7%	8.7%	7.7%	8.7%	8.2%	7.3%	7.7%

Source: Utah Student Health and Risk Prevention Survey

While Utah's low youth alcohol use rates are definitely a positive sign of the overall wellness of the state's youth population, there are also data that serve as reminders that underage drinking remains an important issue for prevention efforts. Foremost, alcohol has traditionally been the most widely used substance by youth in the state. In fact, alcohol was the most widely used substance by youth in every survey year until 2015, when it was eclipsed by e-cigarette use. The 30 day alcohol use rate among 6-12th graders (combined) in Utah for 2017 was low at 6.7%. However, 8.9% of Utah 10th graders and 14.7% of 12th graders indicated having used alcohol at least once in the past 30 days. This equates to approximately 4,154 10th graders and 6,388 12th graders statewide who had recent alcohol use at the time of the survey. Secondly, while a smaller proportion of Utah's youth drink alcohol compared to the nation, the data suggest that Utah youth who

do drink alcohol are more likely to engage in binge drinking than their national counterparts. Nationally, about 46.7% of 12th graders who drank alcohol in the past 30 days also engaged in binge drinking in the past two weeks. In Utah, about 58.5% of 12th graders reporting 30 day alcohol use also indicated binge drinking. A similar pattern of high binge drinking rates among 30 day alcohol users holds for 8th and 10th graders in Utah as well. This is a significant concern; according to the Centers for Disease Control and Prevention, binge drinking is associated with greater risk for negative alcohol related outcomes including: drinking and driving, becoming a victim of violence, and abuse and dependence¹.

¹ <http://www.cdc.gov/alcohol/faqs.htm>

Adult Alcohol Use

Table 2 presents rates of adult alcohol use in Utah from 2014 to 2016 by type of use: a) used in the past 30 days, b) binge drinking in the past 30 days (5 or more drinks in one occasion for males, or 4 or more drinks for females), and c) heavy alcohol use (averaging more than 2 drinks per day for males, or more than 1 drink per day for females). Figure 2 presents trend data for 30 day alcohol use and binge drinking. On a positive note, rates of alcohol use by Utah adults are much lower than national rates (e.g., in 2016, 31.7% of adults in Utah reported using alcohol in the past 30 day vs. 54% of their national counterparts). However, similar to youth, Utah adults who indicated using alcohol were more likely to report binge drinking than their national counterparts (e.g., 39.4% of Utah drinkers reported binge vs. 30.7% for the U.S.). Trend data for the state suggest that rates of adult alcohol use decreased from 2005 through 2012 (the apparent increase observed in 2011 is attributable to a change in the BRFSS methodology to include cell phones in the survey sample rather than a real increase in use rates), however, adult alcohol use rates have increased slightly from 2012 to 2016.

Figure 2

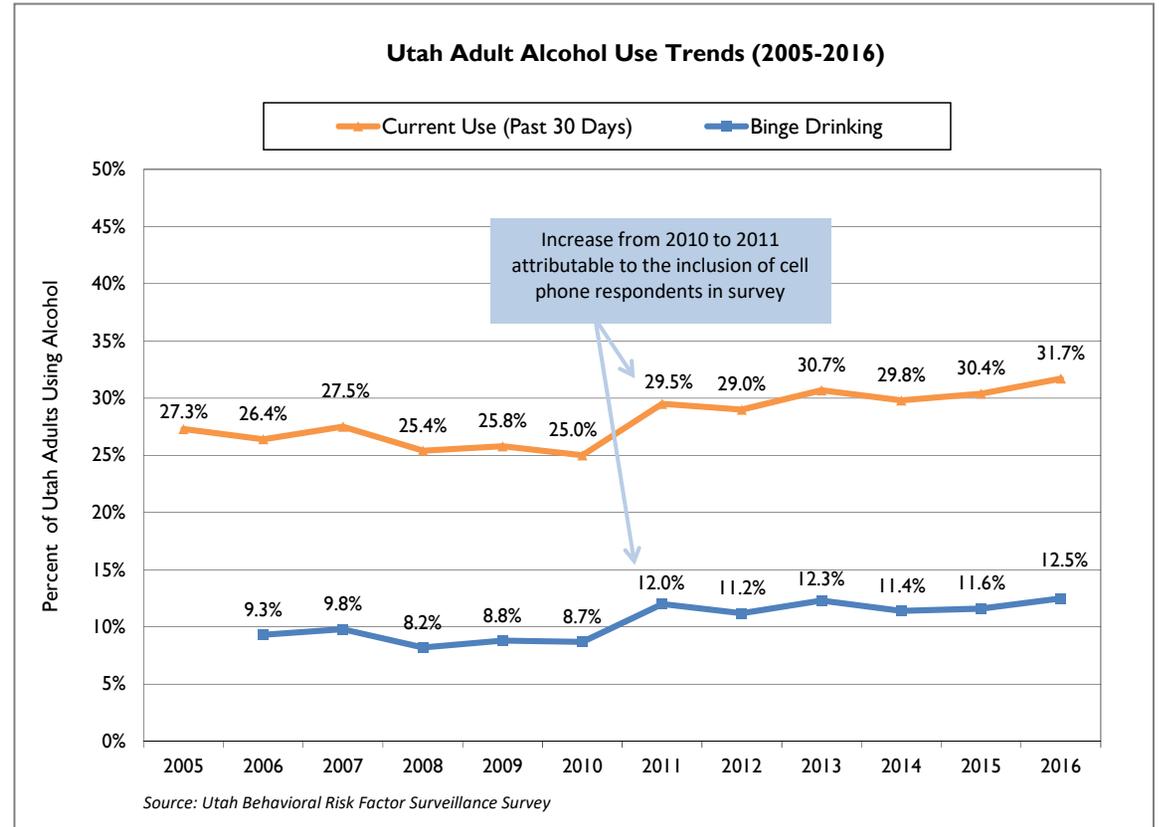


Table 2. Utah Rates of Adult Alcohol Use by Age (2014-2016)

	18-24 yrs			25-34 yrs			35-44 yrs			45-54 yrs			55-64 yrs			65+			Total		
	2014	2015	2016	2014	2015	2016	2014	2015	2016	2014	2015	2016	2014	2015	2016	2014	2015	2016	2014	2015	2016
Adult Current Drinking (Past 30-Day Use)	28.3%	28.3%	29.3%	36.4%	38.0%	41.1%	31.2%	33.1%	34.9%	33.3%	32.0%	32.4%	27.9%	28.4%	28.5%	18.9%	19.2%	19.7%	29.8%	30.4%	31.7%
Adult Binge Drinking (Past 30 days)	14.8%	11.7%	15.3%	16.2%	17.6%	20.8%	13.0%	15.0%	13.9%	11.5%	11.1%	10.6%	7.3%	8.0%	8.8%	2.5%	2.8%	1.7%	11.4%	11.6%	12.5%
Adult Heavy Alcohol Use	2.8%	2.8%	5.1%	4.4%	3.5%	6.0%	2.5%	4.4%	5.2%	4.6%	4.2%	5.1%	3.8%	4.0%	5.3%	1.9%	2.8%	1.5%	3.3%	3.6%	4.8%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

Adult Alcohol Use, Continued

With regard to binge drinking, Utah has a lower reported overall prevalence in comparison to the U.S. In 2016, when asked about their recent drinking habits, 31.7 percent of Utahns reported any alcohol consumption in the past 30 days compared with 53.5 percent of all U.S. adults. The overall prevalence of binge drinking in Utah for 2016 was 12.5 percent. While this rate is higher than the past several years, the increase is not a significant change from previous years. Utah continues to be below the nationwide rate of 16.9 percent. Binge drinking prevalence in Utah was highest among persons aged 25-34 (20.8%). Binge drinking among males in Utah was 16.7 percent (vs. 22.0% nationwide) and 8.3 percent among Utah females (vs. 12.0% nationwide). Nationally, binge drinking is most common

among those with household incomes at or above \$75,000/year. However, in Utah the rates across income groups are relatively similar (12.5% [<\$25,000], 13.7% [\$25,000-50,000], 14.7% [\$50,000-75,000], and 12.9% [\$75,000+])^{2,3}.

Among Utah binge drinkers in 2016, the frequency (number of occasions) of binge drinking was 4.7 occasions per month, and the intensity (number of drinks) was 8.2 drinks on occasion. Unlike the overall prevalence of binge drinking, where reported Utah rates were much lower than the national average, the frequency of binge drinking in Utah was very similar to the national average and intensity was significantly higher (7.4 drinks nationally).

² Behavioral Risk Factor Surveillance System, Center for Health Data, IBIS, Utah Department of Health

³ Centers for Disease Control and Prevention, BRFSS Web Enabled Analysis Tool, 2016

Figure 3

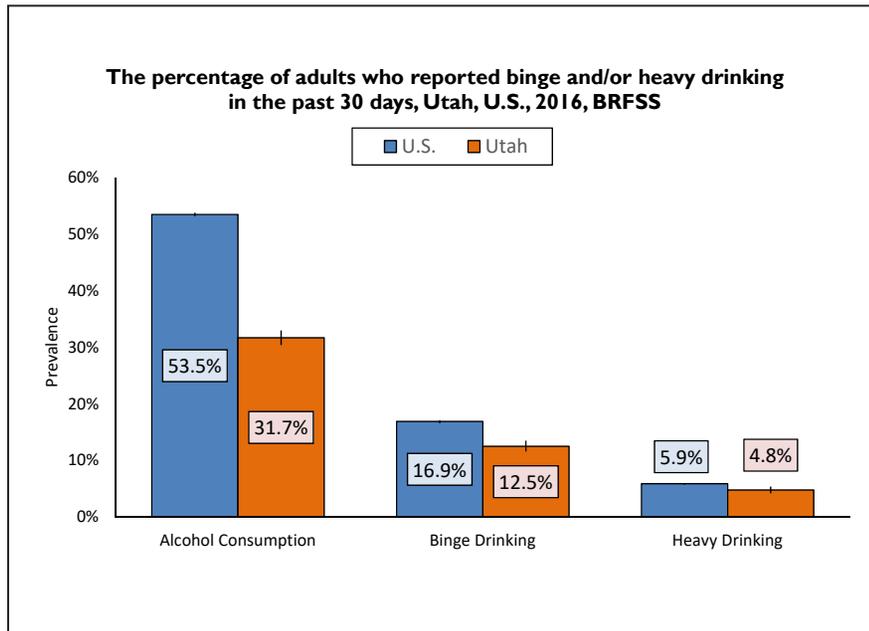
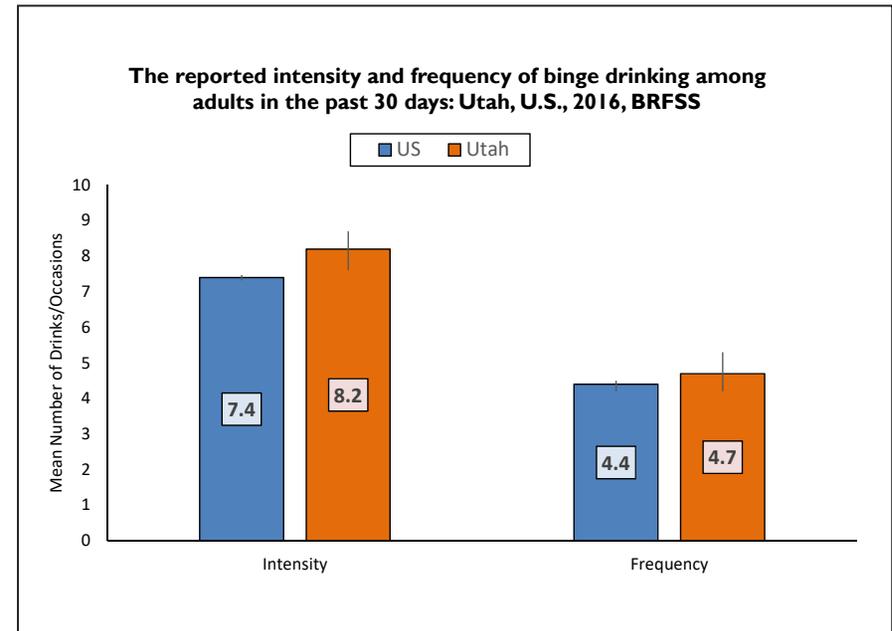


Figure 4



Sources of Alcohol and Places of Alcohol Use

In addition to alcohol use rates, data are available regarding where both youth and adult drinkers obtained and used alcohol. These data may be helpful in considering legislation that affects the distribution of alcohol. The 2015 SHARP Survey asked youth, “If you drank alcohol (not just a sip or taste) in the past year, how did you get it?” Respondents were asked to mark all the options that apply to them. Table 3 presents the percentage of youth (of those who used alcohol in the past year) who indicated getting alcohol from each of nine different sources. The data suggest that it is not common for youth to purchase alcohol themselves through retail means. By far, the most common sources of alcohol for youth drinkers were parties (57% of drinkers), and “someone I know over age 21” (51%). The least common source of alcohol was “I bought myself from a store” (5.1%). This item was not included on the 2017 survey.

For adults, the Utah DSAMH included additional items on the 2013 BRFSS to understand where alcohol users purchased and drank alcohol. Respondents who reported drinking alcohol in the past 30 days were asked where they did most of their drinking on the last occasion and where they bought the alcohol they consumed on the last occasion. People who reported binge drinking were asked the questions regarding their last binge drinking occasion. Individuals who reported no alcohol use in the past 30 days were not asked these questions. These data were intended to shed light on where alcoholic products are purchased in situations that potentially contribute to driving under the influence (DUI) and/or alcohol related motor vehicle crashes. No new data are available for these items at the current time, but both items were included in the 2017 and 2018 surveys. Updated data will hopefully be available for the 2019 AATC Annual Report. Table 4 presents the data for these items for the complete 2013 BRFSS sample, by age group and type of alcohol user (binge drinkers vs. 30 day users).

Table 3. Sources of Alcohol for Youth who Reported Drinking in Past Year (2015)

<i>If you drank alcohol (not just a sip or taste) in the past year, how did you get it? (Mark all that apply)</i>					
	Grade 6	Grade 8	Grade 10	Grade 12	Total
<i>Number of respondents*</i>	534	1,492	2,287	2,203	6,516
I bought it myself from a store	4.0%	2.7%	3.6%	7.6%	5.1%
I got it at a party	31.7%	43.2%	57.0%	65.8%	57.0%
I gave someone else money to buy it for me	7.8%	14.2%	24.0%	41.3%	28.7%
I got it from someone I know age 21 or older	26.3%	37.9%	47.6%	61.6%	50.7%
I got it from someone I know under age 21	15.4%	30.0%	36.5%	34.0%	33.2%
I got it from a family member or relative other than my parents	27.1%	36.1%	33.1%	30.7%	32.3%
I got it from home with my parents' permission	30.8%	29.1%	27.1%	30.0%	28.8%
I got it from home without my parents' permission	20.3%	35.7%	35.4%	25.5%	30.5%
I got it another way	26.7%	21.1%	19.0%	16.6%	18.8%

*Responses include only individuals who indicated any alcohol use in the past year.

Source: Utah Student Health and Risk Prevention Survey

Sources of Alcohol and Places of Alcohol Use, Continued

As seen in Table 4, the majority of alcohol users indicated using alcohol in their home during the last occasion, with the likelihood of reporting home use increasing with age. Alcohol use at a restaurant was more likely for drinkers over the age of 35, and among 30 day users (vs. binge drinkers), while alcohol use at a bar was highest for those under the age of 35, and among binge drinkers. In regards to where alcohol was last purchased, the most frequent response was from a state liquor store, followed by from a grocery store. Restaurants and bars each represented place of purchase for approximately 7-8% of alcohol users. In comparing binge drinkers and 30 day users regarding place of purchase, 30 day users were more likely to indicate buying their alcohol from a state liquor store, while binge drinkers were more likely to indicate buying from a grocery store (and thus are presumably more likely to have consumed beer or other 3.2% alcohol products). Mirroring the last place of use data, binge drinkers were more likely to have purchased alcohol from a bar, and much less likely to have purchased from a restaurant than 30 day users.

Table 4. Where Utah Drinkers Used and Purchased Alcohol* (2013)

<i>During the most recent occasion, where were you when you did most of your drinking?</i>							
	All Respondents Who Used Alcohol in the Past 30 Days					30 Day Users	Binge Drinkers
	18-34 yrs	35-49 yrs	50-64 yrs	65+	Total		
At your home	57.1%	65.9%	71.1%	72.8%	64.2%	65.9%	61.0%
At another person's home	21.7%	13.7%	10.0%	8.9%	15.6%	12.8%	20.3%
At a restaurant	5.1%	9.9%	9.9%	13.6%	8.4%	11.8%	2.9%
At a banquet hall	0.5%	0.1%	0.1%	0.8%	0.3%	0.3%	0.4%
At a bar	9.9%	6.0%	3.8%	0.8%	6.6%	4.9%	9.3%
At a club	1.5%	0.4%	0.6%	1.1%	0.9%	0.7%	1.2%
At a public place	4.1%	3.9%	4.6%	2.0%	4.0%	3.5%	4.9%
<i>During the most recent occasion, where had most of the alcohol you consumed been purchased?</i>							
	All Respondents Who Used Alcohol in the Past 30 Days					30 Day Users	Binge Drinkers
	18-34 yrs	35-49 yrs	50-64 yrs	65+	Total		
From a grocery store	41.0%	34.3%	31.2%	23.5%	35.3%	31.6%	40.4%
From a restaurant	4.7%	10.3%	10.1%	13.3%	8.3%	12.2%	2.3%
From a banquet hall	0.1%	0.0%	0.1%	0.6%	0.1%	0.2%	0.0%
From a bar	10.6%	6.6%	4.2%	1.4%	7.2%	5.3%	10.2%
From a club	1.7%	0.3%	0.4%	1.0%	1.0%	0.6%	1.5%
From a state liquor store	40.0%	45.1%	50.6%	57.8%	45.5%	47.6%	42.2%
From an alcohol package agency	0.6%	0.0%	0.3%	0.5%	0.3%	0.5%	0.6%
From a fair, or sporting event	0.6%	1.0%	1.2%	0.0%	0.8%	0.6%	1.2%
From another state	0.8%	2.3%	1.8%	2.1%	1.5%	1.5%	1.6%

*Responses include only individuals who indicated any alcohol use or binge drinking in past 30 days (most recent binge occasion for respondents who indicated binge drinking; most recent alcohol use occasion for 30 day use respondents).

Source: Utah Department of Human Services & Utah Department of Health

Alcohol-Related Arrests and Court Charges for Driving Under the Influence and Underage Drinking

In this section, available data for alcohol related arrests and court charges are presented. DUI and underage drinking arrest data were provided to the AATC by the Department of Public Safety (Highway Safety and Driver's License Division

[DLD]), while court charges were provided by the Administrative Office of the Courts (AOC). These data speak to the AATC's goal of understanding the number of individuals who are convicted of, plead guilty or no contest to, or resolve by diversion, violations of underage drinking and DUI.

Alcohol Related Arrests: Driving Under the Influence

The Utah Department of Public Safety, through its Driver License Division and Highway Safety office, collects information on all DUI arrests. For comparison purposes, it is important to note that these data are collected on a fiscal year calendar (July through June), rather than calendar year as most of the other data provided in this report. Table 5 presents DUI arrest data by gender and age from 2014 to 2017. In FY 2017, law enforcement officers made 10,762 DUI arrests. This was essentially the same number as FY 2016 (10,755). Prior to 2014, there was a steady downward trend observed in the number of DUI arrests, but the numbers have remained relatively stable from 2014 to 2017. Based on the data, it is clear that males consistently represent the vast majority of DUI arrests each year (between 72-73%). While no age group is immune to contributing to the DUI numbers for the state, the data suggest that DUI arrests are most strongly associated with drivers between the ages of 25 and 36, with this age group accounting for nearly 40% of all DUI arrests each year.

In order to interpret the meaning of a change in the number of DUI arrests from year to year, it is important to consider whether the change is attributable to changes in actual drinking and driving, to changes in enforcement efforts, or a combination of both of these factors. Fortunately, data are available for understanding DUI enforcement levels from year to year. Table 6 presents data associated with specialized DUI overtime enforcement events such as enforcement blitzes, saturation patrols, and DUI checkpoints. These activities are funded by a portion of the DUI impound fees collected which

are specifically designated to fund the overtime shifts, as well as federal funds received through the National Highway Traffic Safety Administration. While there was virtually no change in the number of DUI overtime shifts from 2016 to 2017, there has been a dramatic increase in DUI enforcement extending back to 2012, when 2,112 DUI shifts were worked. Compared to 2013, the number of overtime DUI shifts worked in 2017 was 2.5 times higher (5,734 vs. 2,306), which resulted in nearly two times as many vehicles stopped, and more than twice as many DUI arrests. Also presented in Table 6 is the rate of DUI arrests per 100 DUI shifts worked. This indicator provides a more objective measure of the

Table 5. Arrests for Driving Under the Influence of Alcohol by Age and Gender (2014-2017)

	2014		2015		2016		2017	
	Number	%	Number	%	Number	%	Number	%
Males	7,887	72.3%	7,887	73.0%	7,801	72.5%	7,747	72.0%
Females	2,907	26.7%	2,727	25.3%	2,763	25.7%	2,777	25.8%
Unspecified Gender	107	1.0%	188	1.7%	191	1.8%	238	2.2%
Ages 14-20	1,275	11.7%	1,182	10.9%	1,339	12.4%	1,304	12.1%
Ages 21-24	1,888	17.3%	1,700	15.7%	1,774	16.5%	1,623	15.1%
Ages 25-36	4,213	38.6%	4,201	38.9%	4,051	37.7%	4,136	38.4%
Ages 37-48	2,120	19.4%	2,146	19.9%	2,195	20.4%	2,231	20.7%
Ages 49-87	1,405	13.0%	1,573	14.6%	1,396	13.0%	1,468	13.6%
Total	10,901	100.0%	10,802	100.0%	10,755	100.0%	10,762	100.0%

Source: Utah Department of Public Safety

prevalence of DUI by accounting for the level of enforcement present each year (# of shifts worked). Between 2012 and 2016, it was clear that the rate of arrests was trending steadily downward, despite the increase in the actual number of arrests (i.e., the increase is attributable to a greater number of shifts not greater prevalence). However, 2017 marked the end of this trend as the rate of DUI arrests per 100 DUI shifts increased substantially to 2014/2015 levels.

Data examining repeat DUI offenses is also available from the Utah Department of Public Safety. These data were calculated by identifying arrests that occurred in 2016 as a starting point, then counting back ten years to determine previous arrests. Based on the analyses, approximately 70% of DUI arrests in 2017 were first offenses, and 30% represented repeat offenders (19% were second offenses,

and 10% represented a third offense or more). These proportions are highly consistent with previous years. These data are interesting because they suggest that a relatively large proportion of DUI offenders end up engaging in DUI again after their initial arrest. Interventions to reduce the likelihood of DUI offenders repeating their DUI behavior are potentially important in reducing future risky behavior in this high risk population.

Table 6. Overtime DUI Enforcement Shifts Summary Data (2013-2017)

	2013	2014	2015	2016	2017
# of DUI Shifts Worked	2,306	3,320	4,421	5,759	5,734
Vehicles Stopped	26,306	36,918	41,839	55,592	51,881
DUI Arrests	996	1,296	1,344	1,472	1,971
Rate of DUI Arrests per 100 DUI Shifts Worked	43.19	39.04	30.40	25.56	34.37
Vehicles Impounded	629	279	1,173	1,307	1,671
Alcohol Related Arrests*	634	1,019	758	744	2,014
Drug Related Arrests	489	812	912	1,341	2,594
Warrants Served	424	645	639	1,036	981
Other Warnings/Citations	21,370	32,920	38,490	54,676	47,083

*Includes open container, underage alcohol violations

Source: Utah Department of Public Safety

Adjudication of Alcohol Related Offenses: Driving Under the Influence

AOC provides the AATC with state level data from District Court, Justice Court, and Juvenile Court for: 1) Underage Drinking; 2) Driving Under the Influence; and 3) Over Serving/Consumption of an alcohol product. Justice courts are established by counties and municipalities and have the authority to deal with class B and C misdemeanors, violations or ordinances, small claims, and infractions committed within their territorial jurisdiction. District courts are the state trial court of general jurisdiction. The District Court has original jurisdiction to try all civil cases, all criminal felonies, such as homicides, assaults, sex and drug offenses, forgery, arson, and robbery, and misdemeanors in certain circumstances. Finally, the Juvenile Court is a court of special jurisdiction that has exclusive original jurisdiction over youths, under 18 years of age, who violate any federal, state or municipal law, and any child who is abused, neglected or dependent. Cases between the three courts do not overlap.

In calendar year 2017, 8,138 charges for DUI offenses were filed in Justice Court, a decrease of 4% from 2016. Of the cases judged in Justice Court in 2017, 6,435 cases ended in conviction. In District Court, a total of 3,406 charges were filed in

calendar year 2017 (an 8.6% increase from 2016), and 2,398 of the cases judged ended in conviction. In Juvenile Court, 21 charges for DUI offenses were filed in 2017. Dispositions for Juvenile Court cases were not available. Table 7 presents a summary of DUI charges and cases for each of the three courts for 2015-2017.

In order to estimate the conviction rates for cases of DUI judged in both Justice and District Courts, we looked at data provided for fiscal years 2014-2017 by the AOC that are included in the Fifteenth Annual DUI Report to the Utah Legislature by the Utah Commission on Criminal and Juvenile Justice. Table 8 presents a breakout of the number of DUI offense charges filed each fiscal year by disposition in Justice and District Court. Based on these data, the estimated conviction rate for DUI charges heard in Justice Court ranged from 76.7% to 85.5%, while the conviction rate in District Court ranged from 74.7% to 83.5%. The estimated conviction rates observed in 2017 were the lowest of any year through at least 2011 for both Justice and District Courts. Estimates were based only on cases where a judgment was rendered (cases with status pending, remanded or transferred, or where the defendant was deceased were not included in the calculation).

Table 7. DUI Adjudication Data from Justice, District and Juvenile Courts 2014-2017 (Calendar Year)

	Justice Court			District Court			Juvenile Court		
	2015	2016	2017	2015	2016	2017	2015	2016	2017
Charges Filed	8145	8490	8138	3049	3136	3406	25	29	21
Offense Convictions (Total)	6485	6513	6435	2228	2221	2398	n/a	n/a	n/a
Bail Forfeiture	7	11	13	0	0	0			
Guilty	4155	4208	4108	2163	2129	2292			
Guilty Bench	47	64	54	0	0	0			
Guilty Jury	43	41	32	0	0	0			
Guilty Plea	1956	1916	1891	16	16	12			
No Contest	277	273	329	49	76	94			

Source: Utah Administrative Office of the Courts

Adjudication of Alcohol Related Offenses: Driving Under the Influence, Continued

In addition to the court data presented above, the Department of Public Safety's Driver License Division collects data regarding the number of alcohol related driver license suspension/revocation hearings conducted. These data provide an additional metric regarding the number of DUI cases occurring across the state. The DLD is required to suspend or revoke the license of a person who has been convicted or sanctioned for serious alcohol offenses such as DUI, refusal of a chemical test, or "not a drop" (youth) violations. When a driver is arrested for DUI, the license is taken and a 30-day temporary license is issued. Drivers may request a license hearing within 10 days, and the Driver License Division must schedule the hearing within the 30-day period of the temporary license. Table 9 presents the number of hearings requested from FY2013-2017, by violation type. There is a clear decreasing trend in the total number of hearings from 2013 to 2017, highlighting a longer term decreasing trend since 2011 of approximately 22% (from 5,686 in 2011, to 4,422 in 2017, respectively).

Table 8. Justice, District and Juvenile Court DUI Case Outcomes with Estimated Conviction Rate (FY2014-2017)

	2014		2015		2016		2017	
	#	%	#	%	#	%	#	%
Justice Court Cases								
Guilty or No Contest	4,764	57.0%	4,541	54.6%	4,251	50.4%	6,627	76.4%
Diversion							1	0.0%
Plea in Abeyance							114	1.3%
Dismissed, Not Guilty, or Declined Prosecution	805	9.6%	990	11.9%	1,054	12.5%	1,894	21.8%
Transferred or Deceased							38	0.4%
Cases Pending	2,791	33.4%	2,782	33.5%	3,129	37.1%	0	0.0%
Total	8,360	100.0%	8,313	100.0%	8,434	100.0%	8,674	100.0%
Estimated Conviction Rate*	85.5%		82.1%		80.1%		76.7%	
Number of Justice Courts Reporting	117		120		114		116	
District Court Cases								
Guilty or No Contest	1,546	73.5%	1,796	75.8%	2,203	76.4%	2,297	70.8%
Diversion	0	0.0%	0	0.0%	0	0.0%	1	0.0%
Plea in Abeyance	23	1.1%	16	0.7%	28	1.0%	21	0.6%
Dismissed, Not Guilty, or Declined Prosecution	310	14.7%	340	14.4%	465	16.1%	756	23.3%
Remanded, Transferred or Deceased	225	10.7%	216	9.1%	188	6.5%	168	5.2%
Total	2,104	100.0%	2,368	100.0%	2,884	100.0%	3,243	100.0%
Estimated Conviction Rate*	82.3%		83.5%		81.7%		74.7%	

*Estimated conviction rate is based on cases where a judgment was made. The calculation does not include cases pending judgment, or cases remanded, transferred or when the defendant was deceased.

Source: Utah Administrative Office of the Courts

Table 9. Number of Driver License Division Hearings for Alcohol Violations by Type (FY2013-2017)

	2013	2014	2015	2016	2017
Per Se Violations	4,475	3,826	3,940	3,800	3,722
Not a Drop Violations	110	147	80	70	94
Refusal to Submit to a Chemical Test	621	491	622	572	606
Total	5,206	4,464	4,642	4,442	4,442

Source: Utah Department of Public Safety, Driver License Division

Justice and District Court DUI Offender Screening and Assessment Process

Screening and Assessment: As part of any sentence for a DUI offense, Utah law requires offenders to participate in a screening, and, if indicated by the screening, an assessment. This information is used to identify possible educational and/or treatment interventions appropriate for the offender. A screening involves gathering information that is used to determine if an individual has a problem with alcohol and/or other drug abuse, and if so, whether an in-depth clinical assessment is appropriate. An assessment is a collection of detailed information concerning the individual's alcohol and/or other drug abuse, emotional and physical health, social roles, and other relevant areas of the individual's life. The assessment is used to determine the need for substance use disorder treatment⁴.

Education: The purpose of DUI education is to “address any problems or risk factors that appear to be related to use of alcohol and other drugs and attempt to help the individual recognize the harmful consequences of inappropriate use, with special emphasis placed on the dangers of drinking and driving.”⁵ Utah DUI offenders sentenced to an educational series attend the PRIME For Life® (PFL) program developed by the Prevention Research Institute (PRI). “PRIME For Life® is a motivational intervention that provides education and strategies for individuals who have experienced problems due to high-risk alcohol or drug use. PFL is an interactive experience designed to motivate and guide individuals toward making low-risk choices and adopting more accurate beliefs about personal risk that will support those low-risk choices. The program provides research-based, low-risk guidelines and assists participants in making choices to best protect what they value.”

Treatment: For a first and second DUI offense, the court may order treatment; for a third or subsequent offense within 10 years, the court must order substance use disorder treatment. “Treatment involves the application of planned procedures to identify and change patterns of behavior that are maladaptive, destructive, and/or injurious to health; or to restore appropriate levels of physical, psychological and/or social functioning.” The level of treatment needed (e.g., day treatment,

outpatient, intensive outpatient, residential) is determined by the assessment on the basis of the severity of the substance use disorder.

Table 10 presents the number of orders for substance use disorder screening and assessment by the District and Justice Courts for fiscal years 2014 to 2017 (for those cases where the values were known), and the number of cases ordered to participate in an education series and/or substance abuse treatment services. As seen in Table 10, the number of screening and assessments ordered by Justice Courts increased slightly from 2014 to 2017 (approximate 2% increase), as did the number ordered to substance abuse treatment (approximate 4% increase). The number ordered to attend an education series began decreased from 2016 to 2017, continuing a decreasing trend back to 2013. For District Courts, all three measures have trended upward, with the total number of screening and assessments increasing dramatically from 2014 to 2017 (approximate 61% increase), as well as the number of court orders for an education series (55% increase), and court orders for substance abuse treatment (97% increase).

⁴ Center for Substance Abuse Treatment, *Screening and Assessment for Alcohol and Other Drug Abuse Among Adults in the Criminal Justice System*, Treatment Improvement Protocol (TIP) Series, #7.

⁵ Utah Sentencing Commission, *DUI Best Sentencing Practices Guidebook*, 2003.

Table 10. Number of DUI Offenders Ordered to Complete Screening, Assessment, Education and Treatment by Justice and District Courts in Utah (2014-2017)

	2014	2015	2016	2017
Justice Court				
# of Substance Use Disorder Screening and Assessments Ordered	3,826	4,517	4,309	4,621
# Ordered to Attend Education Series	2,494	3,480	3,419	3,223
# Ordered to Attend Substance Abuse Treatment	2,156	2,747	2,663	2,856
District Court				
# of Substance Use Disorder Screening and Assessments Ordered	622	980	1,046	1,001
# Ordered to Attend Education Series	258	388	383	401
# Ordered to Attend Substance Abuse Treatment	616	1,009	1,251	1,214

Source: Utah Administrative Office of the Courts

Alcohol Related Arrests: Liquor Law and Drunkenness Offenses

The number of arrests for liquor law and drunkenness violations is available through the Utah Department of Public Safety, Bureau of Criminal Identification's annual Crime in Utah Report. Liquor law violations are defined as any violation of state or local laws (federal violations are excluded) and ordinances prohibiting the manufacture, sale, purchase, transportation, possession, or use of alcoholic beverages, not including driving under the influence or drunkenness. Drunkenness refers to violations in which an individual drinks alcoholic beverages to the extent that one's mental faculties and physical coordination are substantially impaired (DUIs are excluded). Table 11 presents the number of liquor law and drunkenness arrests in Utah from 2012-2016. The data clearly show a sharp decline in the number of liquor law arrests since 2012, as well as a decrease in drunkenness arrests (particularly juvenile arrests). As with any arrest indicator, when interpreting the data, it is important to consider whether changes in the data reflect a change in

prevalence of the behaviors or a change in the level of enforcement. In this case, the data may reflect a decrease in the prevalence of liquor law violations and drunkenness, or perhaps, a decrease in enforcement level or priority for these violations (or both).

Table 11. Number of Arrests for Liquor Law and Drunkenness Offenses in Utah 2012-2016

	Adult					Juvenile				
	2012	2013	2014	2015	2016	2012	2013	2014	2015	2016
Liquor Law Offenses	7,672	5,734	4,902	3,687	3,554	1,523	1,145	875	787	808
Drunkenness	4,417	4,003	4,003	3,191	3,062	148	126	97	78	87

Source: Utah Department of Public Safety-Bureau of Criminal Identification

Adjudication of Alcohol Related Offenses: Underage Drinking

Based on data provided by the AOC, there were 2,614 charges for underage drinking offenses filed in Justice Court in calendar year 2017. Of the cases judged, 1,091 cases ended in conviction. In District Court, a total of 288 charges were filed in calendar year 2017, and 118 of the cases judged ended in conviction. In Juvenile Court, there were 311 charges filed for underage drinking offenses. Dispositions for Juvenile Court cases were not available. Table 12 presents a summary of underage drinking charges and cases for each of the three courts for 2015-2017. Prior to 2017 there was a clear and consistent decreasing trend in the number of underage drinking charges filed and the number of convictions for all three courts over time. However, in 2017, both the Justice and District Court numbers were similar (slightly higher) to the numbers observed in 2016.

Table 12. Underage Drinking Adjudication Data from Justice, District and Juvenile Courts 2015-2017

	Justice Court			District Court			Juvenile Court		
	2015	2016	2017	2015	2016	2017	2015	2016	2017
Charges Filed	3050	2585	2614	386	279	288	619	460	311
Offense Convictions (Total)	1464	1187	1091	150	110	118	n/a	n/a	n/a
Bail Forfeiture	27	15	13						
Guilty	987	846	745	142	100	102			
Guilty Bench	22	17	22						
Guilty Plea	307	218	211	2	2	1			
No Contest	121	91	100	6	8	15			

Source: Utah Administrative Office of the Courts

Violations of the State Alcoholic Beverage Control Act: Over-Serving/Consumption and Sales to Minors

Three agencies provided data to the AATC that shed light on the number of violations among alcohol retailers for over-serving, over-consumption or sales to minors. For off-premise alcohol outlets (grocery stores, convenience stores, gas stations, etc.) the Department of Public Safety (DPS) funds the Utah Eliminating Alcohol Sales to Youth (EASY) compliance check program, which has been implemented since 2007. The State Bureau of Investigation (SBI) conducts

compliance checks and investigations of on-premise alcohol outlets (restaurants, bars, clubs, etc.) for any violations of the state's Alcohol Beverage Control Act, and refers establishments in violation to the Department of Alcoholic Beverage Control (DABC). Both SBI and DABC provided data regarding on-premise compliance checks. Additionally, the State Bureau of Investigation provided data regarding a small number of off-premise compliance checks they conduct each year.

Off-Premise Retail Compliance Checks

Through the DPS EASY program, covert underage buyers (CUBs) attempt to purchase alcohol from off-premise retailers. If a retailer sells to the CUB, they are considered non-compliant and are warned or cited. Another important component of the EASY program is mandatory retail training for anyone who sells or supervises the sale of beer, which is administered by the Division of Substance Abuse and Mental Health. Through this two-pronged approach (education and enforcement), the effectiveness of the program is enhanced. During the 2017 calendar year, a total of 1,450 off-premise compliance checks for underage sales were conducted through the EASY program, with 1,324 resulting in the outlet not selling to youth (compliance rate of 91.3%). Table 13 presents a summary of compliance check data in each of the 13 counties that EASY was implemented in for calendar 2017, while Figure 5 presents historical data from the EASY program, including the number of outlets checked and the compliance rate for checks through fiscal year 2017 (historical data was not available by calendar year). Additionally, the State Bureau of Investigation conducted 128 off-premise retail store checks (98 retail outlets & 30 state liquor store). SBI conducts off-premise compliance checks at the request of smaller law enforcement agencies across the state that do not have the capacity to conduct their own checks. Of the 128 compliance checks conducted by SBI, 102 were compliant (80% compliance rate).

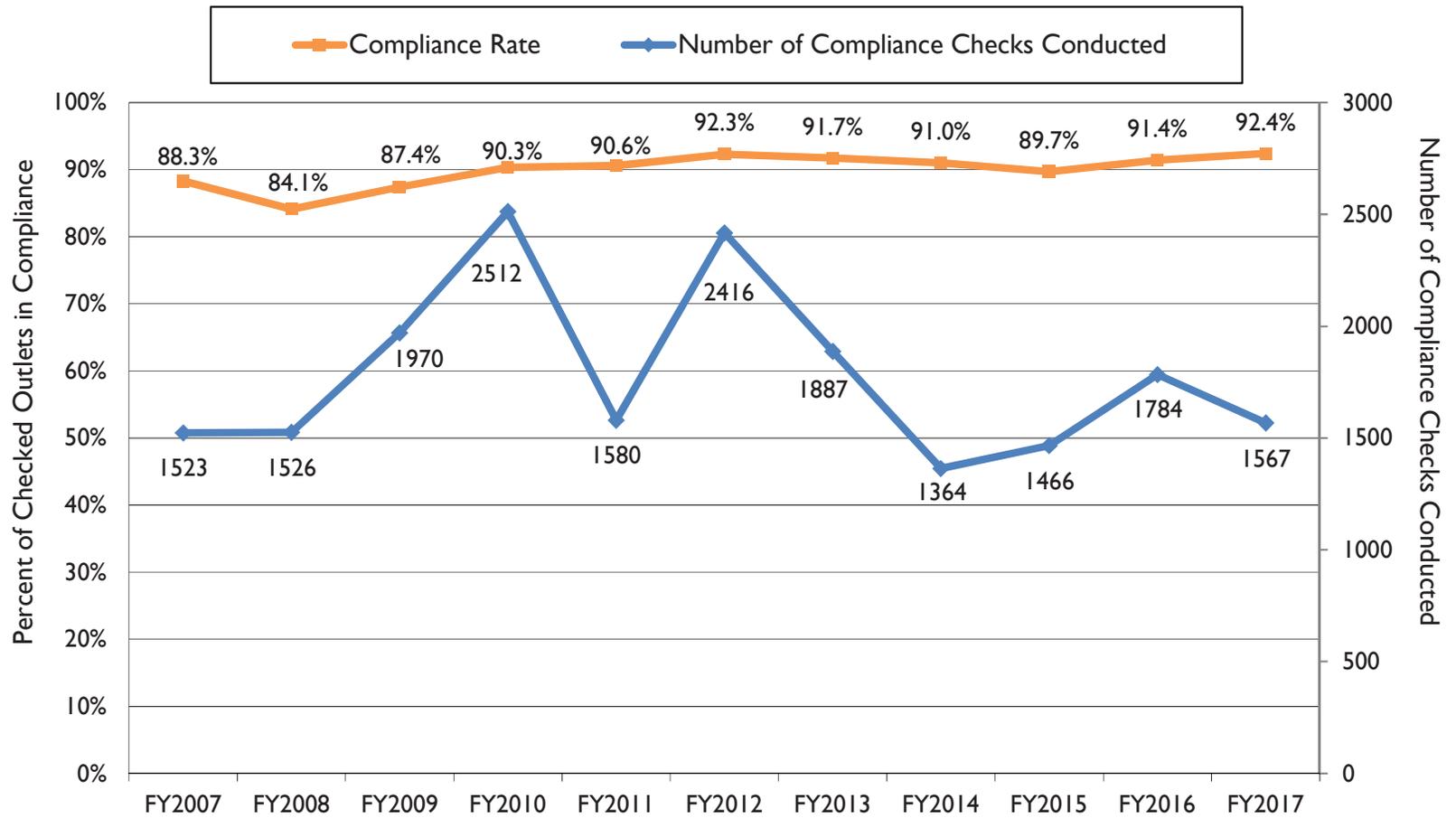
Table 13. EASY Underage Buyer Compliance Check Program: Compliance Rates by County (2017)

County	Number of Compliance Checks	Number Compliant	Compliance Rate
Beaver	11	10	90.9%
Box Elder	54	52	96.3%
Cache	142	137	96.5%
Carbon	9	7	77.8%
Daggett	1	0	0.0%
Davis	122	112	91.8%
Duchesne	5	5	100.0%
Salt Lake	386	345	89.4%
Summit	60	58	96.7%
Uintah	67	64	95.5%
Utah	488	442	90.6%
Washington	27	23	85.2%
Weber	78	69	88.5%
Total	1450	1324	91.3%

Source: Utah Department of Public Safety, Highway Safety Office

Figure 5

EASY Underage Buyer Compliance Check Program: Number of Checks Conducted and Compliance Rates (FY2007-2017)



Source: Department of Public Safety, Highway Safety Office

On-Premise Alcohol Violations

State Bureau of Investigation (SBI) agents make up an Alcohol Enforcement Team (AET) and focus on alcohol enforcement in the State of Utah. The AET focuses primarily on public safety, with an emphasis on service to intoxicated persons, service of alcohol to minors or consumption of alcohol by minors, and DUI. Agents conduct statewide compliance operations and investigations at random or as a result of a tip, complaint or anonymous report of violation(s). If violation(s) are found, the information is gathered and referred to DABC for administrative action and/or local prosecution in the case of a criminal violation. If the commission or department wants the right to initiate or maintain a disciplinary proceeding on the basis of a violation alleged in a report, the department shall notify the licensee by no later than eight business days of the day on which the department receives the report. The DABC initiates disciplinary proceeding by issuance of a Notice of Agency Action, and the assistant attorney general assigned to the department represents the department and commission in the disciplinary proceeding. Ninety-nine percent of violations are settled out of court, meaning that the establishment pays the fine plus administrative cost. The violation stays on record for three years. If repeat violations occur, the penalties increase up to, and including \$25,000 fine and revocation of license. During the 2017 calendar year, total fines assessed in Utah were approximately \$271,400 and administrative costs totaled \$23,589. Administrative costs are put into the State General Fund.

In calendar year 2017, SBI conducted a total of 2,549 alcohol compliance checks of on-premise alcohol outlets (restaurants and bars/clubs/taverns), which included both Covert Underage Buyer (CUB) operations (2,191 visits), as well as AET agent visits without an underage buyer (358 visits). These compliance checks are a combination of both random checks as well as visits resulting from tips and complaints received from community members. As a result of SBI compliance checks, approximately 220 cases were referred to DABC for one or more violations in 2017. A total of 366 violations were associated with the 220 cases (an average of 1.7 violations per case). “Sale to a Minor” was the most common violation; 196 of the 220 non-compliant cases (89%) involved a Sale to a Minor. Conversely, violations for “Sale to an Intoxicated Person” were rare; only two of the 220 cases (<1%) involved Sale to an Intoxicated Person.

Looking specifically at SBI’s CUB operations, SBI agents conducted CUB checks on 2,191 on-premise alcohol outlets, resulting in 212 underage sales (compliance rate of 90.3%). Table 14 provides a breakout of SBI CUB compliance checks by type of outlet (both on-premise and off-premise).

Table 14. State Bureau of Investigation Covert Underage Buyer (CUB) Compliance Checks by Type of Outlet (2015-2017)

	Restaurants			Bars/Clubs			Retail Stores		
	2015	2016	2017	2015	2016	2017	2015	2016	2017
Number of Outlets Visited	1160	1370	1823	350	314	368	40	55	128
Number Sold to CUB	138	183	185	25	10	27	4	47	102
% in Compliance with Laws	88.1%	86.6%	89.9%	92.9%	96.8%	92.7%	90.0%	85.5%	79.7%

Source: Utah Department of Public Safety, State Bureau of Investigation

Consequences of Alcohol Use: Abuse/Dependence, Treatment, and Mortality/Morbidity

This section of the report focuses on data that highlight some of the consequences of alcohol use on individuals and the state. Included are data examining the percent of individuals within the state that are dependent and/or abusing alcohol or in need for alcohol treatment, the number of admissions to

state funded treatment programs for alcohol abuse, and indicators of mortality and morbidity related to alcohol. While these data do not provide a direct metric for understanding the economic costs of alcohol use to the State of Utah, they do begin to shed light on these costs to the state (as well as the emotional and social costs of alcohol consumption).

Estimates of Adult Abuse or Dependence on Alcohol

The National Survey on Drug Use and Health (NSDUH) provides state level estimates of the number of adults who were categorized as being dependent or abusing alcohol in the past year at the time of the survey. Dependence or abuse categorization is based on definitions found in the 4th edition of the American Psychiatric Association's Diagnostic and Statistical Manual of Mental Disorders (DSM-IV). Based on NSDUH data, 4.6% of Utah adults 18 and older (approximately 96,000) were estimated to be dependent or abusing alcohol in

2016 (vs. 6.1% for the nation). Rates for younger adults (18-25 years old) were much higher, with 8.7% of adults in that age group categorized for dependence/abuse. Table 15 presents historical data, as well as breakouts by age for alcohol dependence and abuse. Rates were increasing from 2012 to 2014, but have trended down in 2015 and 2016. Note: due to increases in the population of the state over time, rate provides a better indicator for comparisons over time, while the estimated number of adults provides a more tangible indicator of the magnitude of the problem.

Table 15. The Estimated Number and Rates of Adults in Utah with Dependence or Abuse of Alcohol by Age (2013-2016)

	2013		2014		2015		2016	
	Est. Number	Percent						
18-25 years	42,000	11.5%	42,000	11.3%	37,000	9.9%	34,000	8.7%
26+ years	71,000	4.4%	75,000	4.6%	68,000	4.1%	62,000	3.7%
Total (18+ years)	113,000	5.7%	117,000	5.9%	105,000	5.2%	96,000	4.6%

Source: National Survey of Drug Use and Health (NSDUH)

Estimates of Youth in Need of Alcohol Treatment

The Utah Student Health and Risk Prevention Survey provides estimates of the percentage of youth that are in need of alcohol treatment. Treatment need is based on indication of a high volume of alcohol use during the past 30 days (10+ occasions), as well as responses to six items measuring the extent to which alcohol use interfered or disrupted aspects of the youth's life during the past year (e.g., spent more time using than expected, others objected to your use, using to relieve feelings of sadness, anger or boredom, etc.). Table 16 presents need for alcohol treatment estimates for Utah youth from 2011-2017 by grade level. Rates of treatment need, unsurprisingly, increase with grade (age) similarly to alcohol use rates. Overall, rates of alcohol treatment need in youth have declined steadily over time for all grades, which is consistent with the decreasing youth alcohol use trends presented earlier in this report.

Table 16. Estimates of Utah Youth in Need for Alcohol Treatment by Grade (2011-2017)

	2011	2013	2015	2017
6th Grade	0.2%	0.1%	0.1%	0.1%
8th Grade	1.6%	1.0%	0.9%	0.6%
10th Grade	3.9%	3.1%	2.5%	2.5%
12th Grade	6.0%	4.2%	3.8%	3.4%
Grades 6, 8, 10 & 12 Combined	2.9%	2.1%	1.7%	1.6%

Source: Utah Student Health and Risk Prevention Survey

Admissions into State Funded Alcohol Treatment Programs

The Department of Human Services, Division of Substance Abuse and Mental Health (DSAMH) provides data regarding the number of admissions to state funded substance abuse treatment programs, including a breakout of treatment admissions based on primary substance of use. Traditionally, alcohol was indicated as the primary substance of use at admission for more individuals than any other substance. In 2017, admissions for alcohol as primary substance of use were third for state funded treatment admissions. 2016 marked the first year where alcohol was surpassed as the primary substance of use for state funded treatment admissions (methamphetamine edged out alcohol), and in 2017, both opioids and

methamphetamine had higher numbers than alcohol. Table 17 presents the number of treatment admissions in state funded alcohol treatment programs from 2014-17, as well as the percent of all treatment admissions with alcohol indicated as the primary substance. In 2017, there were 3,584 admissions for individuals with alcohol as the primary substance of use to state funded treatment programs. Since 2012, the number of alcohol treatment admissions has decreased from 6,371 to 3,584 (a 43.7% decrease); total treatment admissions (for all substances) also decreased from 17,264 to 15,128 (a 12.4% decrease), but at a lower rate. According to DSAMH staff, decreases in the total treatment admissions are attributable primarily to reduced resources for treatment.

Table 17. Adults in State Funded Alcohol Treatment Programs (2014-2017)

	2014		2015		2016		2017	
	Number	% of Total Admissions						
Adults in State Funded Alcohol Treatment Programs	5,456	32.3%	4,389	29.4%	3,904	25.8%	3,584	23.7%
Total Number of Adults in State Funded Treatment Programs (All Substances)	16,871	100.0%	14,923	100.0%	15,111	100.0%	15,128	100.0%

Source: Utah Department of Human Services, Division of Substance Abuse and Mental Health

Alcohol Related Mortality and Morbidity Indicators

In addition to abuse and dependence, alcohol is associated with a variety of health consequences, both acute and chronic. Table 18 presents data for several types of mortality and morbidity associated with alcohol use. These data were queried from the Utah Department of Health's Indicator Based Information System (IBIS). Emergency department encounters for alcohol overdose provide a useful measure of acute alcohol poisoning incidents. Likewise, alcohol poisoning fatalities and homicides⁶ provide acute mortality data related to alcohol use. The other mortality indicators represent chronic health issues that result from longer term alcohol use.

Another important consequence of alcohol use that results in loss of life, injury and property damage is alcohol related motor vehicle crashes. In 2016 (most

recent data available), there were 1,970 ARMVC total. The 2016 data marks a downtrend starting in 2014, reversing an increasing trend observed between 2012 and 2014). Of the total ARMVC for 2016, 32 resulted in fatality and 846 resulted in injury. Table 19 presents the number and rate of alcohol related motor vehicle crashes (ARMVC) resulting in: a) fatalities, b) injury, and c) fatalities, injury or property damage (all ARMVC) from 2013 to 2016. It is important to note that 2012 and 2013 were marked by very low numbers of fatal alcohol crashes, and the increase in 2014 represented a rebound back to pre-2011 levels. Figure 6 (see following page) presents data that provide a greater historical perspective on fatal and injury ARMVC. Based on these data, it is apparent that both the rate of injury ARMVC and the rate of fatal ARMVC declined overall from 2008 to 2012 (dramatically for injury, and with some fluctuation from year to year for fatalities), and 2014 was marked by the highest rates observed in the past nine years.

⁶ According to the Center for Disease Control and Prevention's Alcohol-Related Disease Impact Program, approximately 47% of homicides are attributable to alcohol use.

Table 18. Rates and Numbers of Alcohol Related Mortality and Morbidity in Utah (2013-2016)

	2013		2014		2015		2016	
	Number	Rate per 100,000*	Number	Rate per 100,000*	Number	Rate per 100,000*	Number	Rate per 100,000*
Alcoholic Liver Disease (Cirrhosis) Fatalities (ICD-10: K70)	100	3.79	126	4.89	140	5.28	140	4.94
Other Cirrhosis Fatalities (ICD-10: K73, K74)	93	3.89	96	3.85	102	3.94	93	3.49
Alcoholism Fatalities (ICD-10: F10)	84	3.29	83	3.16	85	3.04	94	3.34
Homicides (ICD-10: X85-Y09, Y87.1)	52	1.88	58	2.00	58	1.86	80	2.54
Alcohol Poisoning Fatalities (ICD-10: X45, Y15, T51.0, T51.1, T51.9)	18	0.75	21	0.80	27	1.04	34	1.24
Emergency Department Encounters for Alcohol Overdose (ICD-9: 980)	575	20.7	559	19.9	Not available		Not available	

*Age-adjusted rates per 100,000 population

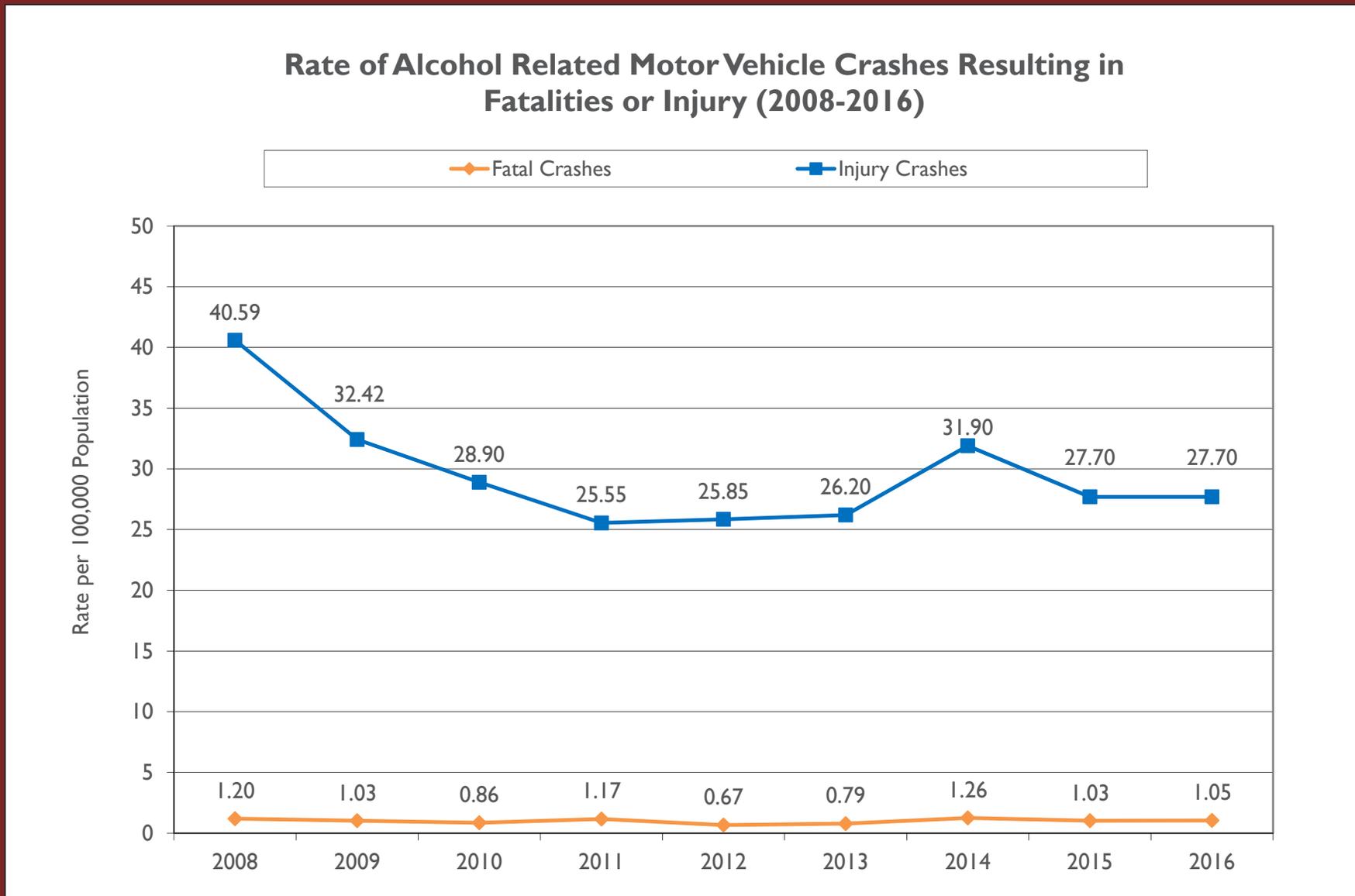
Source: Utah Department of Health

Table 19. Alcohol Related Motor Vehicle Crashes in Utah (2012-2016)

	2013		2014		2015		2016	
	Number	Rate per 100,000 pop						
Alcohol Related Motor Vehicle Crashes-Fatal	23	0.79	37	1.26	31	1.03	32	1.05
Alcohol Related Motor Vehicle Crashes-Injury	760	26.18	938	31.87	830	27.7	846	27.73
Alcohol Related Motor Vehicle Crashes-Total (Fatal, Injury and Property Damage)	1,736	59.79	2,130	72.34	2,021	67.46	1,970	64.56

Source: Utah Department of Public Safety

Figure 6



Costs of Excessive Alcohol Consumption in Utah

In this section of the report, we attempt to highlight some of the costs of alcohol consumption in Utah. Clearly, excessive alcohol use can exact a high cost on those who use it, their families, communities, and society overall. These costs may be

expressed in terms of dollars and cents, negative behavioral health outcomes, physical disease, and/or loss of human lives. Highlighted below are findings from two studies that examine the costs of alcohol from different perspectives applied to the State of Utah.

Alcohol Attributable Deaths and Years of Potential Life Lost

Excessive alcohol use⁷ is one of the top five preventable causes of death in the United States. In 2014, a study conducted by The Council of State and Territorial Epidemiologists, examined data from 11 states (California, Florida, Michigan, Nebraska, New Mexico, North Carolina, North Dakota, South Dakota, Utah, Virginia and Wisconsin) that shed light on the costs of excessive or risky alcohol use⁸ in terms of human lives. The first indicator, alcohol attributable deaths (AAD), provides an estimate of the number of deaths that are attributable to excessive alcohol use based on the number of actual deaths associated with 54 causes known to be attributable to alcohol to some degree. In simplified terms, the first step in calculating AADs consists of multiplying the number of deaths for each cause by an alcohol-attributable fraction (AAF) that represents the estimated proportion of deaths from that cause that is attributable to alcohol use. AAFs can range from 1.0 (causes of death that are 100% attributable to alcohol such as alcohol poisoning) to .01 (causes of death that are only 1% attributable to alcohol). Next, the number of attributable deaths for each of the 54 causes is added to provide the total number of AADs. The second indicator, years of potential life lost (YPLL) as a result of excessive alcohol use, is a statistic that estimates the number of years those who died from alcohol related causes might have lived had they not died at the age they did from one of the 54 alcohol related causes of death. YPLL is based on the life expectancy of the individual at the time of their death to estimate the number of years an individual died prematurely had they lived to life expectancy. For example, YPLL for a male who dies at the age of 25 in an alcohol related motor vehicle crash would be 50 years because the life expectancy of a 25 year old male is 75 years ($75 - 25$ [actual age of death] = 50 YPLL).

Based on the data included in the study, there were 513 alcohol attributable deaths in Utah between 2006-2010, representing a rate of 22.4 deaths per 100,000 population. While Utah's rate was the lowest of the 11 states that participated in the study, it was not an outlier. Specifically, Utah's rate was similar to those of both Virginia (22.8) and Nebraska (23.7). For further reference, the median rate across the 11 states was 28.5 per 100,000 population, and the highest rate was in New Mexico (50.9). In regards to YPLL, there were 15,760 YPLL to excessive alcohol use in Utah between 2006-2010, a rate of 634 YPLL per 100,000 population. Again, Utah's rate was the lowest of the 11 states in the study, and again similar to the rates in Virginia and Nebraska. The median YPLL rate for the 11 state sample was 823 YPLL per 100,000 population, with New Mexico having the highest rate (1,534).

In summary, excessive alcohol use was responsible for 513 preventable deaths and 15,760 YPLL in Utah between 2006 and 2010. Given the increase in the state's population from 2010 to 2016 (approximately 290,000 additional residents), the annual toll excessive alcohol use in human lives has certainly increased since these data were compiled. Clearly, even in Utah where alcohol use rates and alcohol morbidity/mortality are low relative to the nation, the cost of excessive alcohol use in human lives is substantial.

⁷ Excessive alcohol use was defined as: binge drinking (4 or more drinks per occasion for women; 5 or more drinks per occasion for men), heavy drinking (more than 1 drink per day on average for women; more than 2 drinks per day on average for men), any alcohol consumption by individuals under the age of 21, and any alcohol consumption by pregnant women.

⁸ Gonzales, K. et al. (2014). *Alcohol-Attributable Deaths and Years of Potential Life Lost – 11 States, 2006-2010*. Morbidity and Mortality Weekly Report, 63, 213-216.

Economic Costs of Excessive Alcohol Consumption

A 2011 study published in the American Journal of Preventive Medicine⁹ estimated the costs associated with excessive alcohol consumption in the United States in 2006. The study builds on previous studies that estimate the cost of alcohol abuse using guidelines for a “cost of illness” methodology widely used in estimating the economic burden of various diseases. Based on data examined in the study, the estimated economic cost of excessive alcohol use in the United States in 2006 was \$223.5 billion, which equated to approximately \$1.90 per standard alcoholic drink consumed. The study defined excessive alcohol use as any of the following: a) binge drinking (4 or more drinks in a row per occasion for women; 5 or more drinks for men), b) heavy drinking (an average of more than 1

drink per day for women; more than 2 drinks per day for men), c) any underage alcohol consumption, and d) any alcohol consumption by pregnant women. An in-depth analysis of alcohol related cost was conducted by examining the cost of a wide array of alcohol related consequences within the following categories: a) health care, b) productivity losses, and c) other effects such as property damage. Table 20 provides examples of the cost items included in each of the categories included in the study.

⁹ Bouchery, E.E., Harwood, H.J., Sacks, J.J., Simon, C.J., & Brewer, R.D. (2011). Economic Costs of Excessive Alcohol Consumption in the U.S., 2006. *American Journal of Preventive Medicine*, 41(5), 516-524.

Table 20. Cost Categories and Example Cost Items Included in Analyses of the Economic Costs of Excessive Alcohol Consumption

Category	Examples
Health Care Costs <i>associated with treatment and prevention services, and alcohol related disease</i>	<i>Specialty care for alcohol abuse/dependency, Hospitalizations for 54 conditions associated with alcohol attributable deaths, Fetal alcohol syndrome, Health insurance administration, Alcohol prevention and research, etc.</i>
Lost Productivity Costs <i>due to alcohol related illness, disability or death</i>	<i>Impaired work productivity, Impaired home productivity, Mortality/Loss of life, Absenteeism, Incarceration of perpetrators, Crime victims, etc.</i>
Other Effects of Alcohol <i>including property damage, criminal justice costs, etc.</i>	<i>Criminal justice, Motor vehicle crashes, Fire losses, Crime victim property damage, Fetal alcohol syndrome-special education costs, etc.</i>

Economic Costs of Excessive Alcohol Consumption, Continued

The study provides a breakdown of the costs of excessive alcohol consumption both regarding cost categories as well as who bears the costs. Of the \$223.5 billion associated with excessive alcohol consumption, the majority (72.2%) of alcohol related costs were associated with lost productivity. Health care costs came in a distance second place (11%), followed closely by criminal justice costs (9.4%), and finally other effects (7.5%). In terms of who bears the cost of excessive alcohol, costs were attributed to four entities: a) the federal government, b) state governments, c) the alcohol user and family, or d) others in society. The largest burden of excessive alcohol use costs were bore by the alcohol user/family (41.5%), followed by state governments (23.9%), the federal government (18.2%), and others in society (16.3%). From a cost per drink perspective, the cost to state governments was approximately \$0.45 per drink, and \$0.35 per drink for the federal government.

Using the per drink cost estimate for state governments from the study, it is possible to estimate the economic cost of excessive alcohol consumption in Utah. The National Institute on Alcohol Abuse and Alcoholism (NIAAA) tracks alcohol consumption at the state level through alcohol sales data collected in the Alcohol Epidemiological Data System (AEDS). In Utah, estimates of wine and spirits (liquor) consumption are collected by NIAAA from the state's DABC. Beer

consumption estimates are based on industry sales/shipment data provided by the Beverage Information Group which tracks volumes of alcoholic beverage shipment data for each state. (Industry estimates are more useful for beer sales because the Utah DABC tracks the sale of "heavy beers" sold at state liquor stores, and does not track 3.2% beer sold at grocery stores, restaurants, and other retail outlets which accounts for the majority of beer consumed.) For 2016 (most recent data available), the AEDS reported that approximately 38.8 million gallons of alcohol were consumed in Utah (83.6% of which was beer, 8.8% wine, and 7.7% wine), equating to approximately 3.1 million gallons of ethanol (pure alcohol)¹⁰. Based on these alcohol consumption data, there were approximately 665.3 million "standard drinks" (SD) of alcohol consumed in Utah in 2016¹¹. Using the study estimates of state burden (\$0.45 per standard drink), the cost of excessive alcohol use to the State of Utah was nearly \$300 million in 2016. Table 21 presents the estimates of the costs of excessive alcohol use in Utah by category and burden.

¹⁰ http://pubs.niaaa.nih.gov/publications/surveillance104/tab2_14.htm

¹¹ A standard drink contains .6 fluid ounces of pure alcohol (ethanol). A typical beer is equal to one standard drink, as would a 5 ounce serving of wine, or a 1.45 ounce serving of 80 proof liquor.

Table 21. Estimated Costs of the Excessive Use of Alcohol in Utah in 2016

Category	Formula	Amount
State Government Burden	State = 665.3 (SD) * \$0.45 per drink	\$299 million
Federal Government Burden	Federal = 665.3 * \$0.35 per drink	\$233 million
Alcohol User (and Family) Burden	User = 665.3 * \$0.79 per drink	\$526 million
Others in Society Burden	Others = 665.3 * \$0.31 per drink	\$206 million
Total Costs of Excessive Alcohol in Utah	Total = 665.3 * \$1.90 per drink	\$1.26 billion

Environmental Strategies for Reducing Excessive Alcohol Consumption in Utah

Increased focus on strategies recommended by the Community Preventive Services Task Force in The Community Guide could reduce the frequency, intensity, and ultimately the prevalence of binge drinking, as well as the health and social costs related to it. The Community Preventive Services Task Force is an independent body of public health and prevention experts. The Task Force findings and recommendations for intervention strategies to prevent excessive alcohol consumption are based on systematic reviews of the available evidence. Below are five of the ten recommended strategies and how they are employed in Utah¹².

Strategies to increase alcohol prices have proven effective in reducing consumption, leading to fewer deaths and injuries due to motor vehicle crashes, liver disease, violence, and other alcohol-related problems. For every 10% increase in price, alcohol consumption is expected to decrease by more than 7 percent. Utah directly controls the sale of alcoholic beverages at both the retail and wholesale levels. Recent changes to Utah legislation increased the markup on spirituous liquor, wine, and heavy beer by 2 percent¹³.

Commercial host liability laws are laws that permit alcohol retail establishments to be held liable for injuries or harms caused by illegal service to intoxicated or underage customers. In states with commercial host liability there was a median 6.4 percent reduction in deaths resulting from motor vehicle crashes. According to the CDC's Prevention Status Report on Alcohol Related Harms, as of January 1, 2015, Utah had commercial host liability with major limitations. A state's commercial host liability law was considered to have major limitations if it 1) covered

underage patrons or intoxicated adults but not both, 2) required increased evidence for finding liability, 3) set limitations on damage awards, or 4) set restrictions on who may be sued¹⁴.

Regulation of alcohol outlet density refers to the monitoring of the number and concentration of alcohol retailers (e.g. bars, restaurants, and liquor stores) in an area. Higher alcohol outlet density is associated with excessive alcohol use and related harms, including injuries and violence. On the local level, alcohol outlet density is often regulated by licensing or zoning regulations. In Utah the total number of liquor stores is also tied to the state population. One store is permitted for every 48,000 citizens¹⁵.

Enhanced enforcement of laws prohibiting sales to minors through retailer compliance checks and sanctions is effective in reducing sales of alcohol to minors in commercial settings by a median of 42 percent. In CY2017, Utah had a compliance rate of 91.3 percent for off-premise compliance checks for underage sales through the Eliminate Alcohol Sales to Youth (EASY) Program.

Maintaining existing limits on the hours during which alcoholic beverages are sold at on premise outlets is also recommended as another strategy for preventing alcohol-related harms. Increasing hours of sale by two or more hours is associated with an increase in alcohol related harms. Utah has limits on hours of sale depending on the license type. Recent legislation modified hours of sale for certain on premise outlets to be increased by 1 hour.

¹² Community Preventive Services Task Force Community Guide, Alcohol Section

¹³ Utah State Legislature, 2017, House Bill 442: Alcohol Amendments

¹⁴ Centers for Disease Control, Prevention Status Reports, Alcohol Related Harms, Utah

¹⁵ Utah Department of Alcoholic Beverage Control

Limitations and Future Directions

The annual AATC report continues to provide updated data that serve as a solid foundation for alcohol policy discussion. The data presented here afford policy makers the opportunity to understand the impact of alcohol consumption in Utah on a variety of levels. In particular, the report provides a valuable summary of: a) alcohol consumption rates among Utah youth and adults, b) alcohol related arrests and court charges associated with DUI, underage drinking, and violations of the state's Alcoholic Beverage Control Act, c) mortality and morbidity associ-

ated with alcohol use in our state, and d) considerations regarding the costs of excessive alcohol use in our state.

The AATC will continue to identify additional data that are relevant to the committee's mission, and present these data in future editions. Additionally, the AATC would like to again solicit feedback from the governor and the Legislature regarding how to make the report more useful in future editions.

Attachments

Acronyms **Alcohol Abuse Tracking Committee** (updated May 2018)

<u>Acronym</u>	<u>Description</u>
AAD	Alcohol Attributable Deaths
AATC	Alcohol Abuse Tracking Committee
AEDS	Alcohol Epidemiological Data System
AET	Alcohol Enforcement Team
AOC	Administrative Office of the Courts
ARMVC	Alcohol Related Motor Vehicle Crashes
BRFSS	Behavioral Risk Factor Surveillance System
CCJJ	Commission on Criminal and Juvenile Justice
CDC	Center of Disease Control and Prevention
COVERT	Undercover
CUB	Covert Underage Buyer
DABC	Department of Alcoholic Beverage Control
DHS	Department of Human Services
DLD	Driver License Division
DOH	Department of Health
DPS	Department of Public Safety
DSAMH	Division of Substance Abuse and Mental Health
DUI	Driving Under the Influence
DTS	Department of Technology Services
EASY	Eliminating Alcohol Sales to Youth
Epi Profile	Utah State Substance and Abuse Epidemiological Profile
IBIS	Indicator Based Information System (Utah Department of Health)
NIAAA	National Institute on Alcohol Abuse and Alcoholism
NSDUH	National Survey on Drug Use in Households
PFL	PRIME For Life®
PRI	Prevention Research Institute
SBI	State Bureau of Investigation
SD	Standard Drink (approximately .6 fluid ounces of pure alcohol)
SEOW	Statewide Epidemiological Outcome Workgroup
SHARP	Student Health and Risk Prevention (survey)
UHSO	Utah Highway Safety Office
USAAV	Utah Substance Abuse Advisory
YPLL	Years of Potential Life Lost

Alcohol Abuse Tracking Committee Participants

(updated May 2018)

Bach Harrison	Edward Ho, Director of Program Evaluation Services (SEOW Contractor)	801-359-2064	ed@bach-harrison.com
CCJJ	Mary Lou Emerson, Dir Utah Substance Abuse & Governor's Office (DUI Report)	801-538-1921	memerson@utah.gov
Corrections	Mike Haddon, Director	801-545-5913	mhaddon@utah.gov
Courts	Dan Becker, Administrator	801-578-3807	danb@utcourts.gov
	Heather Marshall, Analyst*	801-578-3825	heathernm@utcourts.gov
DABC	Nina R. McDermott, Division Director*	801-977-6805	nmcdermott@utah.gov
DHS DSAMH	Brent Kelsey, Assistant Division Director	801-538-4305	bkelsey@utah.gov
	Craig PoVey, Administrator (SEOW, SHARP)	801-538-4354	clpovey@utah.gov
	Holly Watson, Program Manager (Alcohol Training)*	801-538-4233	hwatson@utah.gov
DOH	Tamara Hampton	801-538-6111	thampton@utah.gov
	Marc Babitz, Deputy Director (Health, BRFSS)	801-273-6602	mbabitz@utah.gov
	Michael Friedrichs, Epidemiology Manager	801-538-6244	mfriedrichs@utah.gov
	Anna Buckner, Alcohol Epidemiologist	801 538-6554	abuckner@utah.gov
DPS	Keith D. Squires, Commissioner	801-965-4498	ksquires@utah.gov
	Brian Redd, Division Director (SBI)	801-532-2168	bredd@utah.gov
	Kim Gibb, Legislative Liaison	801-965-4018	kgibb@utah.gov
	Jill Sorensen, Program Specialist II (UHSO, EASY)	801-903-7078	jsorensen@utah.gov
	Mike Rapich, Colonel Utah Highway Patrol	801-965-4458	mrpich@utah.gov
DTS	Phil Bates, Director	801-209-9343	pbates@utah.gov
	Mike Sadler, Information Technology Director	801-965-4822	msadler@utah.gov
DWS	Drew Maxfield, Business Analyst Supervisor	801-309-5335	mamaxfi@utah.gov
MADD	Art Brown	801-694-0219	brown.art@gmail.com
Utah County	Rebecca Winkel		winkel.rebecca@gmail.com
	Chantelle Carter		ChantelleC@utahcounty.gov

*For informational purposes only

Alcohol Abuse Tracking Committee Resources

(updated May 2018)

Alcohol Epidemiological Data System	https://pubs.niaaa.nih.gov/publications/surveillance.htm
Parents Empowered	http://www.parentsempowered.org
CCJJ DUI Annual Report	https://le.utah.gov/interim/2017/pdf/00004668.pdf
Mothers Against Drunk Driving	http://www.madd.org
Utah Department of Public Safety	
- Administrative Services	http://publicsafety.utah.gov/admin
- Driver License Division	http://dld.utah.gov/
- State Bureau of Investigation (Alcohol Enforcement)	http://sbi.utah.gov/alcohol-enforcement-team/
- Highway Safety EASY	http://highwaysafety.utah.gov/ http://highwaysafety.utah.gov/drunkdiriving/easy/
- Impaired Driving	http://highwaysafety.utah.gov/drunkdiriving/impaired-driving/
DABC	https://abc.utah.gov/
Utah Department of Health	
- Indicator Based Information System	http://health.utah.gov/ http://ibis.health.utah.gov/
Utah State Courts	http://www.utcourts.gov/index.html
SEOW Social Indicators Data System	http://indicators.bach-harrison.com/utsocialindicators/
SHARP Survey	http://dsamh.utah.gov/data/sharp-student-use-reports/
BRFSS	https://www.cdc.gov/brfss/brfssprevalence/index.html