

CHEVIOT CONSULTING LIMITED

**REVIEW OF SELECTED COMMUNITY SAFETY
STRATEGIES AND ACTION PLANS**

February 2008

Executive Summary

The Upper Hutt City Council (“the Council”) has commissioned this review of selected community safety policies to inform the Council’s development of a community safety strategy and action plan.

The community safety strategy and action plan are intended to help reduce the harm that the Upper Hutt community suffers from drug and alcohol-related crime.

This review analysed selected international, national, and local community safety strategies and drug and alcohol strategies.

We recommend that the Council’s community safety strategy and action plan:

- a. reflect six goals for community safety strategies:
 - i. ensure people feel safe in their communities
 - ii. reduce crime in communities
 - iii. design safe community spaces
 - iv. collaborate with those with an interest in safety promotion
 - v. implement effective liquor strategies
 - vi. identify and target community hot spots and risk groups
- b. incorporate the three accepted strategies to minimize alcohol and drug-related harm: supply control strategies, demand reduction strategies, and problem limitation strategies; and
- c. be evidence based, contain clear realistic objectives, reflect existing relationships and initiatives, be informed by strong engagement with the community, and incorporate an evaluation programme.

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Introduction

Overview

1. The Council, together with the Upper Hutt Police and Regional Public Health are working to develop a community safety strategy and action plan. While the development of the documents will involve a collaborative effort by all three agencies, the Council is taking the lead on the work.
2. The Council would like the strategy to be based, as far as practicable, on best practice community safety policy. To this end it has commissioned this review of selected community safety policies.
3. The review is not intended to be a comprehensive research exercise, nor is it expected to evaluate the effectiveness of policies or produce definitive best practice guidelines. It is an analysis of selected policies from which broad guidance can be obtained on best practice approaches to community safety policy.

Approach to this review

4. The first task in approaching this review was to select the policies to be reviewed. The policies selected were chosen because they:
 - a. provide examples of both policy and operational community safety documents which the Council could use to prepare its policy level strategy and its operational action plan;
 - b. represent strategies at a national, district, and local level; and
 - c. provide international examples of community safety policy.

Definition of community safety

5. In this project community safety refers to the reduction of harm to individuals or groups within the Upper Hutt community particularly harm arising from drug and alcohol-related crime and violence (including general violence and sexual violence but excluding family violence).
6. Community safety is a very broad topic. Depending on how it is defined policy from a number of areas can fall within its ambit. It can cover justice policy (policing and crime prevention), transport policy (road safety), health policy (drug and alcohol and public health), accident prevention policy, and local government policy (town planning, environmental design, community services).
7. This review adopts a wide definition of the phrase community safety, including all of the policy areas identified in paragraph 6 so as to present the Council with a wide range of policies to inform its decision on how it wants to define community.

Review of selected community safety strategies and action plans

8. The policies analysed in this review fall into two categories:
 - a. national alcohol or drug strategies and action plans; and
 - b. community safety strategies and action plans.
9. This review summarizes and analyses the policies in each category. For each policy three things are identified:
 - a. the purpose – as this provides the high level policy setting that influences the approach adopted in each policy.
 - b. the priorities or goals of the policy – as they set the direction for the programmes, policies and interventions that comprise the policies' delivery initiatives; and
 - c. the delivery initiatives.
10. Summarizing the selected policies in this way is intended to:
 - a. show common themes, or similarities in approaches to community safety; and
 - b. provide examples of approaches to community safety at both policy and operational levels, that the Council might adopt in its strategy and action plan.

Alcohol and drug strategies and action plans – a summary

International:

11. The countries with which New Zealand's policies are frequently compared or based on include Australia, Canada and the United Kingdom. This review focuses on the United Kingdom material which is notable for being recent and providing detailed analysis at both a policy and operational level.

United Kingdom Safe, Sensible, Social. The next steps in the National Alcohol Strategy June 2007. ¹	
Purpose	to minimise the health harms, violence and antisocial behaviour associated with alcohol, while ensuring that people are able to enjoy alcohol safely and responsibly
Priorities	to reduce levels of alcohol-related violent crime, disorder and anti-social behaviour to reduce the percentage of the population who perceive drinking and rowdy behaviour to be a problem in their areas to reduce chronic and acute ill-health caused by alcohol, resulting in fewer alcohol-related accidents and hospital admissions
Delivery initiatives	Not covered. See the Alcohol strategy local implementation toolkit summarised below.

United Kingdom Safe, Sensible, Social. Alcohol strategy local implementation toolkit
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Jan 2008. ⁱⁱ		
Purpose	to provide local teams with procedural guidance and examples of initiatives for local alcohol strategies focussing on: health, community safety, crime and antisocial behaviour, and children and young people.	
Delivery initiatives	Health	<p>identify harmful drinkers and provide brief advice, implement routine identification and provide brief advice in A&E and at time of arrest.</p> <p>make information available about sensible drinking limits on websites, in community settings and health care situations.</p> <p>develop alcohol workplace policies for partner organisations</p>
	Community safety, crime and antisocial behaviour	<p>use bylaws to target drinking in public places</p> <p>accreditation schemes for alcohol licensees, bar staff training</p> <p>affordable safe late night transport - increase the number of taxis or night buses operating in the city centre</p> <p>high visibility policing in early evening with targeted arrests</p> <p>street wardens</p> <p>award schemes to encourage licensed premises to achieve higher standards of management and operation</p> <p>partnership approaches to managing alcohol misuse - local licensing forums involving licensees, residents, business community, police, and council</p>
	Children and young people	<p>raise awareness of sensible alcohol consumption to youth through schools, parents, youth centres, the media</p> <p>controlled purchase operations, proof of age schemes, licensee training in risks of underage sales</p>

National:

- The national policy documents provide useful information on the priorities chosen at a national level for drug and alcohol-related harm. They lack information on delivery initiatives but these are covered in the local documents covered by this review.

New Zealand Police Alcohol Action Plan March 2006. ⁱⁱⁱ	
Purpose	to minimise alcohol-related harm and thereby contribute to crime reduction, community safety, and community reassurance
Priorities	minimise alcohol-related crime and crashes
Delivery initiatives	<p>monitoring and enforcement to prevent and reduce alcohol-related offending eg visits to licensed premises, patrolling public places for liquor offences</p> <p>drink drive counter measures</p> <p>intelligence gathering – gathering Alco-link data</p> <p>co-ordinate liquor licensing policies and procedures and processes</p>

National Drug Policy 2007-2012. ^{iv}	
Purpose	to prevent and reduce the health, social and economic harms that are linked to tobacco, alcohol, illegal and other drug use
Priorities	<p>to reduce the effects of harmful substance use through a balance of measure that:</p> <p>control or limit the availability of drugs (supply control)</p> <p>limit the use of drugs by individuals (demand reduction)</p> <p>reduce the harms from existing drug use (harm limitation)</p>
Delivery initiatives	not covered

Department of Corrections: Strategy to reduce drug and alcohol use by offenders 2005-2008. ^v	
Purpose	to reduce re-offending by reducing offender drug use in prison and post-release
Priorities	reduce the supply and reduce the demand for drugs, increase attention on reducing the harm caused by drugs
Delivery initiatives	for post-release offenders the only delivery initiative is “referral of offenders to community-based drug and alcohol programmes”

Local:

13. Many local authorities have alcohol strategies. However many are not recent documents and expressly state that they are based on New Zealand’s national alcohol strategy which is no longer current and currently under review.
14. The Whakatane District Council is a very recent strategy that has been produced from a strong evidence base of local information, an approach that the Council is also adopting.

Whakatane District Council: Whakatane Alcohol Strategy. ^{vi}	
Purpose	to reduce alcohol-related harm in the Whakatane District over the next five years
Priorities	<p>to provide Council leadership that assists the community to minimise alcohol harm in the District</p> <p>to ensure that alcohol supply is responsibly delivered in accordance with the law</p> <p>to support a 'whole of community' approach to address the alcohol harm issues faced by high risk people, families and groups who feature disproportionately in harm statistics: Primary attention needs to be directed towards:</p> <ul style="list-style-type: none"> a. youth alcohol issues. b. alcohol misuse within at-risk families. c. alcohol misuse by young adults. <p>to enhance the safety of the District's physical environment</p> <ul style="list-style-type: none"> a. addressing problems with drinking in public places b. enhancing the security of public places
Delivery initiatives	<p>write policies on Council host responsibility, use of alcohol in council owned property, council events promote safe use or no use of alcohol</p> <p>align District Plan and LTCCP with liquor licensing policy</p> <p>develop a liquor licensing policy, effective monitoring and enforcement of liquor license holders, collaborate with regulatory agencies</p> <p>compile a directory of local alcohol-related social services, provide information about safe alcohol use</p> <p>support initiatives like youth access to alcohol, encourage alcohol free events for youth</p> <p>use liquor by-laws</p> <p>apply crime prevention through environmental design ("CPTED") principles to town planning</p>

Discussion

15. The alcohol and drug policies reviewed are all based on the principle of harm minimisation. Harm minimisation includes preventing anticipated harm and reducing actual harm.
16. The strategies that the policies analysed in this review used to minimise harm can be grouped into three groups:
 - a. supply control strategies;
 - b. demand reduction strategies; and
 - c. problem limitation strategies.

Supply control strategies

17. Supply control strategies aim to prevent or reduce harm by controlling the availability of alcohol or drugs. The most common measures to control the supply of alcohol are restricting the hours, days and places of sale, limiting the age at which people can buy alcohol, and restricting the location of venues from which alcohol can be bought.
18. The supply control sections of the strategies assessed in this review focused on complying with the laws that control supply. The legislation sets up a framework of roles, responsibilities and relationships and these conveniently form a base for the supply control strategies.
19. In New Zealand the supply control strategies focus on the outcomes, roles and responsibilities in the Sale of Liquor Act 1989. The policies focused on:
 - having policies to guide the liquor licensing process;
 - monitoring licensed premises;
 - encouraging compliance with the Act by license holders;
 - collaborating with, and sharing information between councils, Police and public health services.

Demand reduction strategies

20. Demand reduction strategies aim to reduce individuals' desire to use alcohol and drugs. Initiatives usually aim to delay or prevent individuals from starting to consume alcohol or take drugs, encouraging alcohol and drug free events and lifestyles, and creating awareness of the risks involved in alcohol and drug use.
21. Demand reduction strategies principally occur at a national rather than a local level. Examples of demand reduction strategies occurring at a national level include taxation on liquor, restrictions on liquor advertising, and education about the effects of alcohol.
22. At a local level the policies reviewed focused on education and promotion. The education strategies sought to raise awareness of sensible alcohol consumption to groups within communities such as youth. The promotion strategies promoted alcohol free events and safe alcohol use.

Problem limitation

23. Problem limitation strategies aim to manage and reduce the harm that is occurring as a result of existing alcohol and drug use. Strategies aim to reduce the harm to individuals and the community.
24. The problem limitation strategies reviewed can be grouped by the environment that they target: public spaces, licensed premises, roads, and workplaces.
 - public spaces: strategies to develop and use liquor bylaws to target drinking in public places, improve safety in public spaces through CPTED, consider the density of licensed premises in town planning, having highly visible Police patrols of public spaces for liquor offences, street wardens, issue guidelines on managing alcohol related issues at public events
 - licensed premises: accreditation schemes for alcohol licensees, bar staff training in host responsibility, award schemes to encourage licensed premises to achieve higher standards of management and operation

- roads: drink drive counter-measures, ensuring late night transport is available
- workplaces: alcohol workplace policies, workplace drug and alcohol testing

Community safety strategies and action plans

International:

The United Kingdom's community safety plan was chosen because its from a comparable jurisdiction to New Zealand, it is a very recent document and the guidance material supporting its implement is extensive and potentially useful for the Council.

United Kingdom National Community Safety Plan 2008-2011 Dec 2007. ^{vii}	
Purpose	sets the strategic framework for crime and community safety for members of local partnerships with a role in delivering community safety in particular those organisations with a statutory responsibility to produce Crime and Disorder Reduction Partnerships
Priorities	make communities safer tackling local priorities and building public confidence build more cohesive empowered active communities reduce the harm caused by alcohol and drugs
Delivery initiatives	Crime and Disorder Reduction Partnerships – it is a statutory requirement for districts to prepare strategic assessments and develop strategies to tackle crime, disorder and substance misuse in local areas.

National:

New Zealand's only policy expressly addressing community safety is the New Zealand Safer Communities Action Plan. Parts of the Plan are relevant to Council and those parts have been summarised. Unfortunately some delivery initiatives that would have been very useful for the Council, such as best practice guidelines to reduce local alcohol-related problems are yet to be produced.

New Zealand Safer Communities Action Plan June 2004. ^{viii}	
Purpose	to reduce community violence and sexual violence by establishing a framework of activity designed to address and prevent other (non-family or community) violence and sexual violence
Priorities	reducing violence in public places reducing alcohol related violence
Delivery initiatives	encourage territorial authorities to adopt CPTED principles release best practice guidelines to reduce local alcohol-related

	problems; review local responses to liquor control; focuses on liquor control legislation and public education
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Local:

The local authorities that are geographically close to the Council both have community safety policies. These policies reflect initiatives that local councils with medium to large community safety budgets have identified to respond to local problems.

Hutt City Safe Public Places Action Plan 2007-12. ^{ix}	
Purpose	to outline the work undertaken by Hutt City Council staff in crime prevention in public places, such as parks, carpark, suburban shopping centres and the Central Business District
Priorities	consultation and co-operation working with Police perception of Safety alcohol security Patrols Closed Circuit Television ("CCTV") CPTED carpark safety management
Delivery initiatives	Safer Public Places Advisory Group formalised relationship between police and council Liquor Liaison Group (LLG), controlled purchase operations, liquor in public places bylaw, Youth Access to Alcohol ("YATA"), alcohol free schools, liquor licence holders forum security patrols, community patrols, neighbourhood support CCTV installation and monitoring CPTED principles applied carpark management group, carpark accreditation scheme

Wellington City Council Safe City Policies. ^x	
Purpose	that people feel safe in Wellington at any time
Priorities	safe clean and walkable City partnerships well Informed Community
Delivery initiatives	maintaining the urban infrastructure in excellent condition using safer design concepts in urban design enhancing public spaces through landscaping, lighting and

	street furniture urban renewal/ social capital managing traffic creating crime resistant neighbourhoods creating social bonds involving young people in activities aimed at reducing boredom
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Discussion

25. The priorities and goals of the community safety strategies and action plans can be grouped into six goals:

- ensure people feel safe in their communities
- reduce crime in communities
- design safe community spaces
- collaborate with those responsible for safety promotion
- implement effective liquor strategies
- identify and target community hot spots and risk groups

26. The purpose of each of the goals, and selected delivery mechanisms are described below.

Ensure people feel safe in their communities

27. People want to live in places where they not only are safe, but they feel safe. The perception of safety influences the way people use cities. Councils seeking to encourage strong economic and socially vibrant cities consider city safety as one way to influence success in those areas.
28. Safety is about how public spaces are designed and used and how behaviour is managed in those spaces.
29. The delivery mechanisms identified in the strategies covered by this review featured security patrols and safety ambassadors walking the streets, having more Police visible in the city at night, improving city design through applying CPTED principles (particularly lighting areas that people felt unsafe in), and undertaking safety audits to identify areas that people felt needed safety improvements.

Reduce crime in communities

30. Reducing alcohol and drug related crime in communities will reduce the harm caused by those crimes.
31. The community safety strategies analysed in this review took very similar approaches to reducing crime. They included CCTV cameras to monitor high crime risk areas, having a formal relationship agreement between Police and council, regular sharing of information on criminal activity in communities to help inform responses to crime, and a friendly police presence on the beat.

Design safe community spaces

32. CPTED is based upon the principle that the environment can affect both the level of crime and the fear of crime in an area.
33. Councils are being encouraged to, and some safety strategies reflect that they are adopting CPTED principles into their urban design processes. Safety audits of areas help councils prioritize the need in this area. Safety audits involve a group of local people and experts documenting issues in the physical environment which may impact negatively on people's feelings of safety in a designated area.

Collaborate with those with an interest in safety promotion

34. In any community there are many people who are responsible for, or have a stake or interest in safety promotion – including councils, the Police, regional public health, Accident Compensation Corporation (“ACC”) the fire service, the hospitality industry, business owners, organisations that provide community services, and users of those services.
35. Co-operation and collaboration between agencies enables problems to be identified and solved across a number of organisations. In an area such as community safety where many different factors can contribute to safety being threatened, cross-agency communication and collaboration is cited in the strategies as a key goal.
36. Strategies and those implementing the collaboration initiatives emphasized the importance of building relationships at a senior level within organisations
37. The strategies adopted to encourage collaboration included: Leaders Forums, community crime meetings between large retailers, the police, and council Liquor Liason Forums with those involved in liquor licensing.

Implement effective liquor strategies

38. Controlling the supply of liquor is one of the main ways council's can reduce the harm from alcohol-related crime.
39. Liquor Liason Groups comprising police, regional public health, the Hospitality Association, ACC, and the fire service seem to be a common main way of sharing information and establishing priorities in this area. Controlled purchase operations, and the use of AlcoLink data to inform monitoring and enforcement of liquor licensing are also mentioned.

Identify and target community hot spots and risk groups

40. Best practice community safety strategies target high risk groups and environments. High risk groups include those committing the harm and those vulnerable to harm. High risk environments are anywhere where harm occurs or where people feel unsafe.
41. A common way of assessing hot spot locations is to undertake a safety audit of areas that statistics or community feedback indicates might be hotspots for alcohol and drug-related harm. It can be beneficial to involve the Police and other stakeholders in the audit.
42. Delivery initiatives for improving safety at hot spots and reducing the harm caused or suffered by risk groups include applying CPTED principles to redesign public spaces, addressing the underlying cause of the harm eg running

programmes for youth whose boredom leads to harm or timetabling buses to run to suburbs when bars close.

Recommendations for Upper Hutt City's strategy

Based on the review of selected community safety strategies we recommend the Council's strategy and action plan:

- a. reflect the six goals for community safety strategies identified in this review:
 - i. ensure people feel safe in their communities
 - ii. reduce crime in communities
 - iii. design safe community spaces
 - iv. collaborate with those with an interest in safety promotion
 - v. implement effective liquor strategies
 - vi. identify and target community hot spots and risk groups
- b. incorporate the three types of strategies to minimize alcohol and drug-related harm: supply control strategies, demand reduction strategies, and problem limitation strategies.
- c. reflect community engagement – obtain local people's views on community safety in their area and what the priorities for action should be
- d. be evidence based - tailor the initiatives to the needs of the Upper Hutt community, as reflected in an evidence-based assessment of the harm that the strategy is seeking to reduce
- e. contain clear realistic objectives – objectives will provide a focus for council action and to inform the assessment and evaluation of the strategy
- f. reflect existing relationships and initiatives - assess the existing initiatives and relationships that the Council has established and identify where those can be incorporated into, and expanded on
- g. incorporate an evaluation programme – will enable an assessment of whether the strategy is achieving the desired outcomes

References

ⁱ Safe, Sensible, Social. The next steps in the National Alcohol Strategy.
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_075218

ⁱⁱ UK Home Office, Department of Health, Department for Children, Schools and Families “Safe. Sensible. Social. Alcohol strategy local implementation toolkit” January 2008
<http://www.crimereduction.homeoffice.gov.uk/drugsalcohol/drugsalcohol097.pdf>

ⁱⁱⁱ NZ Police Alcohol Action Plan
<http://police.govt.nz/resources/2006/alcohol-action-plan/alcohol-action-plan.pdf>

^{iv} National Drug Policy 2007-2012
[http://www.ndp.govt.nz/moh.nsf/pagescm/685/\\$File/nationaldrugpolicy20072012.pdf](http://www.ndp.govt.nz/moh.nsf/pagescm/685/$File/nationaldrugpolicy20072012.pdf)

^v Department of Corrections’ Strategy to reduce drug and alcohol use by offenders 2005-2008
<http://www.corrections.govt.nz/public/news/strategic-documents/strategy-reduce-drug-and-alcohol/>

^{vi} Whakatane Alcohol Strategy
<http://www.whakatane.govt.nz/NR/rdonlyres/1977519A-CA75-496E-89EC-0DC741A56C08/0/WhakataneAlcoholStrategy.pdf>

^{vii} UK Home Office, National Community Safety Plan 2008 - 2011 December 2007
<http://www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities088.pdf>

Guidance material on implementing the National Community Safety Plan see:

UK Home Office: “Developing a Strategic Assessment An effective practice toolkit for Crime and Disorder Reduction Partnerships and Community Safety Partnerships” - October 2007
<http://www.crimereduction.homeoffice.gov.uk/regions/Developing%20a%20Strategic%20Assessment.pdf>

UK Home Office: Delivering safer communities: Guidance for crime and disorder reduction partnerships and community safety partnerships
http://www.crimereduction.homeoffice.gov.uk/guidance_for_effective_partnerships.pdf

^{viii} Ministry of Justice, Safer Communities Action Plan, June 2004
<http://www.justice.govt.nz/pubs/reports/2004/action-plan-community-sexual-violence/action-plan.pdf>

^{ix} Hutt City Council, Safe Public Places Action Plan 2007-12. Copy obtained from Adrian Peoples, Hutt City Community Development Officer – Safe City

^x Wellington City Council Safe Communities Application

<http://www.safecommunities.org.nz/sc/we>