

**CHEVIOT CONSULTING LIMITED**

**REVIEW OF EVIDENCE OF  
HARM FROM DRUG AND ALCOHOL-RELATED CRIME  
AND VIOLENCE  
IN UPPER HUTT**

Date: 17 July 2008

## Executive Summary

The Upper Hutt City Council (along with Upper Hutt Police and Regional Public Health) intends to develop a community safety strategy, the main purpose of which will be to reduce the drug and alcohol-related harm experienced by people in Upper Hutt.

In order to ensure the strategy targets the actual drug and alcohol-related harm experienced in Upper Hutt, the Council has commissioned this report. The purpose of the report is to gather evidence on:

- what drug and alcohol related crime and harm is occurring in Upper Hutt;
- how the Upper Hutt drug and alcohol-related crime statistics compare with national averages;
- whether there are factors particular to Upper Hutt that contribute to alcohol and drug-related crime; and
- what programmes and policies are already in place that may help reduce alcohol drug and what evidence exists of harm arising from drug and alcohol related crime and violence in Upper Hutt.

Upper Hutt Police Alco-Link data is used extensively in this report to help identify the alcohol-related crime that is occurring in Upper Hutt. This information is used to identify patterns in the distribution of alcohol-related problems. Our research did not identify any Upper Hutt specific statistics on crime where offenders had consumed drugs, or harm that was directly related to the consumption of drugs.

The data suggests that alcohol is a factor in between 22 and 48 percent of crime in Upper Hutt.

The types of crime that alcohol is most commonly a factor in are violence (33%) and drug and anti-social behaviour (35%). These types of crime have a major impact on the perceived and actual safety, suggesting that a focus on alcohol-related crime will be an effective way of improving safety in Upper Hutt.

Alcohol-related crime in Upper Hutt is committed mainly by males (83%), and half of all alcohol-related crime in Upper Hutt is committed by those aged 25 and under. Remedial actions will be most effective if they are designed to include (but not be limited to) males aged under 25. These may include activities designed to reduce youth boredom.

The geographical spread of crime is concentrated in Upper Hutt Central (29%) and Trentham (19%). The paucity of public transport, and the location of most drinking and social establishments in the central business district which is remote from where people live are identified as contributing to alcohol-related crime in Upper Hutt. Resources applied to these areas will be most effective at improving safety.

At risk drinking occurs mostly at private residences (53%), which is difficult for the Council to influence. Education is an option for indirectly influencing this. However, almost half of at-risk drinking occurs in licensed premises or public

places, where the Council has the scope to influence the behaviour of drinkers via its liquor licensing function and through Council bylaws.

Most alcohol-related crime in Upper Hutt occurs during the weekend (53%). Almost all alcohol-related crime occurs between the hours of 4pm and 4am. Specific activities or events aimed at reducing alcohol-related crime will be most effective if timed to occur during the weekend, and will benefit from covering evening and night-time hours.

A person is more likely to be a victim of crime if they share one or more of the following risk factors: low socio-economic status, aged between 15 and 24, single or de-facto relationship status, and/or Maori or pacific ethnicity. Community safety strategies will benefit from consultation with members of these groups, and focus on the causes of the increased risk to these groups.

Statistics indicate that Upper Hutt is a relatively safe place to live, with overall crime levels lower than the national average.

A high proportion of Upper Hutt residents are satisfied with their perception of safety. Reasons for feeling unsafe in Upper Hutt include lack of lighting and the presence of youth. Suggestions from residents include improving patrols of Police or other groups such as community patrols, lighting, security cameras, and reducing signs of vandalism and the congregation of young people in public places.

Table of Contents

Executive Summary .....	2
Introduction .....	5
Overview .....	5
Approach to this Report.....	5
Limitations and Assumptions.....	5
What drug and alcohol-related crime occurs in Upper Hutt? .....	7
Introduction .....	7
How much crime is alcohol a factor in? .....	8
What type of crime is alcohol a factor in? .....	9
Who commits the crime?.....	11
Where is crime committed in Upper Hutt? .....	14
Where does at risk drinking occur in Upper Hutt?.....	15
When is crime committed in UH? .....	16
Who is harmed? .....	18
How do the Upper Hutt drug and alcohol-related crime statistics compare with national averages? .....	19
Introduction .....	19
Are there factors particular to Upper Hutt that contribute to alcohol and drug-related crime? .....	21
Geography .....	21
Population .....	22
Social trends .....	23
Perception of safety .....	26
Programmes/policies in the Upper Hutt community that may help reduce alcohol and drug-related crime .....	28

## Introduction

### Overview

1. As part of its strategic planning for the city, the Upper Hutt City Council (“the Council”) has worked with residents to develop a set of Community Outcomes which describe the type of community that residents want Upper Hutt to be in the future. One of the Community Outcomes is that “the Community is safe, healthy and strong.”<sup>1</sup>
2. In working to achieve a safe community the Council is working with Upper Hutt Police and Regional Public Health 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.
3. The purpose of the community safety strategy is to reduce the harm to individuals or groups within the Upper Hutt community particularly harm arising from drug and alcohol-related crime and violence.
4. The Council would like to target the strategy to the actual harm occurring within the Upper Hutt community. It has commissioned this review of the evidence to understand what harm is occurring.

### Approach to this Report

5. In preparing this report we first identified the sources of evidence of drug and alcohol-related harm in Upper Hutt. Where Upper Hutt figures were not available we identified sources for national information. We then approached the Council’s partners, and other organisations for that evidence.
6. While we were obtaining information from the Council’s partners we sought information from the Upper Hutt community by:
  - writing to Upper Hutt stakeholders to ask them to contribute any material they felt was relevant; and
  - gathering information from meetings with the community ( safety health and wellbeing meetings) and met with neighbourhood support.
7. After completing a preliminary analysis of the evidence we interviewed and where available obtained statistics from Police, Regional Public Health and Council staff that further clarified the issues to be covered in this report.

### Limitations and Assumptions

8. Our research has indicated that statistics are not collected on what *harm* individuals and groups in Upper Hutt suffer harm. Without that evidence we have relied on *crime* statistics and *accident* statistics from Upper Hutt and national level information to show what harm might be occurring in Upper Hutt.

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<sup>1</sup> Upper Hutt City Council Long Term Council Community Plan – upperhuttcity@2016, page 137.

9. The statistics relied on in this report are principally drawn from Police Alco-Link statistics. The Alco-Link data provides information about the association between alcohol and offending, it does not address the association between drugs and offending. While some information on the link between drug use and offending is included in this report, we were not able to obtain information about drug use and offender that was specific to Upper Hutt.
10. This report was prepared using information made available by the Council and its partners in this project. One of the limitations identified during the preparation of this report is the lack of statistics on hospital admissions that are attributable to drug and alcohol use. We understand that this information is collected by the hospital, until now it has not been analysed for use by the Regional Public Health team. Regional Public Health intends to address this information gap in the future.
11. We identified an absence of evidence of the impact of the location of Rimutaka Prison (one of New Zealand's largest prisons), in Upper Hutt. Upper Hutt Police have work underway on the prison's "footprint" that we hope will provide information on this and inform the Council's community safety strategy.

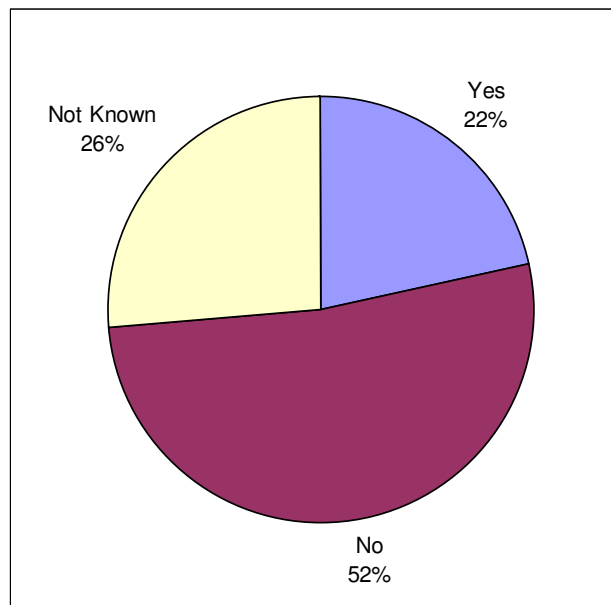
## What drug and alcohol-related crime occurs in Upper Hutt?

### Introduction

12. Police gather information on whether alcohol is a factor in offences; it is called Alco-Link data. Alco-Link data provides information about the association between alcohol and offending, and is used to help minimise alcohol-related harm. Alco-Link data gives information on “cleared” or resolved crime, not crime for which no offender is identified.
13. Alco-Link data is collected at the time an offender is arrested. The arresting officer judges the offender’s level of intoxication and asks where the offender had their last drink.
14. Alco-Link data is a potential indicator of:
  - how much crime alcohol is a factor in;
  - the type of crime alcohol is a factor in; and
  - where at risk drinking occurs (licensed premises, private homes, etc).
15. Alco-Link data is used extensively in this report to help identify the alcohol-related crime that is occurring in Upper Hutt. By focusing on these crimes it will be possible to:
  - identify patterns in the way that alcohol-related problems are distributed in Upper Hutt; and
  - target resources to 'hot locations' linked to a high level of alcohol-related harm.
16. Although Police collect some information on whether offenders are affected by drugs, the information is not comprehensive as its collection is affected by factors such as difficulty in assessing whether drugs are involved and the unwillingness of offenders to offer the information.

### How much crime is alcohol a factor in?

17. There is a strong link between drug and alcohol use and crime. Nationally, up to 48 percent of offenders are using drugs (either alcohol or other illegal drugs) at the time of their arrest and around 50 per cent of those offenders believe their alcohol or drug use contributed to their involvement in criminal activity.<sup>2</sup>
18. In 2007 in Upper Hutt, 22 per cent of offenders were recorded as being affected by alcohol.
19. This figure is significantly lower than the 48 per cent national statistic, but when the 26 per cent of arrests where it was not known whether alcohol was a factor is added to the 22 per cent that alcohol was definitely a factor, it can be assumed the actual offenders affected by alcohol in Upper Hutt is somewhere between 22 per cent and 48 per cent.
20. Alcohol was not a factor in 52 per cent of crime.



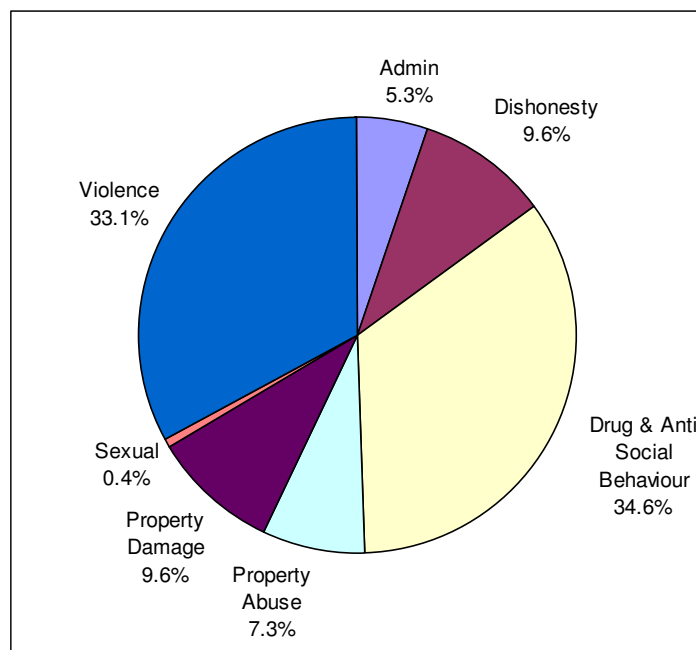
**Figure 1 - Proportion of offenders arrested in Upper Hutt in 2007 and affected by alcohol at time of arrest.<sup>3</sup>**

<sup>2</sup> NZ Police NZ Arrestee Drug Abuse Monitoring Annual Report 2007, Executive Summary, page 4. The survey measures drug and alcohol use among people who have recently been apprehended and detained in Police watch houses in Whangarei, Henderson, Hamilton and Dunedin.

<sup>3</sup> Source: 2007 Upper Hutt Police Alco-Link data

### What type of crime is alcohol a factor in?

21. Offences commonly associated with alcohol include violence, sexual offences, drugs and anti-social offences, and property damage crimes.<sup>4</sup>
22. Police data indicates that the two most common crimes that offenders who are affected by alcohol are arrested for in Upper Hutt are drug and anti-social behaviour crimes and violence crimes.
23. In Upper Hutt 35 per cent of all offenders affected by alcohol were arrested for drug and anti-social behaviour crimes.
24. Drug and anti-social behaviour crimes include the following offences; disorder, drugs (cannabis and others), family offences, gaming, Sale of Liquor Act offences, and vagrancy.<sup>5</sup>
25. Violence offences are the second most common type of offence committed by those affected by alcohol and arrested in Upper Hutt. 33 per cent of arrests involving alcohol were for violence offences which include robbery, minor, serious and grievous assaults, intimidation and threats, group assemblies, kidnapping and abduction and homicide.<sup>6</sup>



**Figure 2 - Type of offence committed in Upper Hutt in 2007 where alcohol is a factor.**<sup>7</sup>

<sup>4</sup> Upper Hutt Alco-Link data for 2007 calendar year.

<sup>5</sup> These drug and anti-social statistics include family violence which the Council has a separate policy for and will therefore not be covered by the Council's community safety strategy.

<sup>6</sup> For a list of the offences included in the other types of offences see New Zealand Police New Zealand Crime Statistics 2006/2007, A Summary of Recorded and Resolved Offence Statistics, page 5.

<http://www.police.govt.nz/service/statistics/2007/fiscal/stats-national-20070630.pdf>

<sup>7</sup> Source: 2007 Police Alco-Link data.

26. Alcohol is also a factor in traffic accidents in Upper Hutt. Of the 72 crashes in 2006, Police identified that drugs or alcohol were a contributing factor in 7, or almost 10 per cent of those crashes.<sup>8</sup>

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<sup>8</sup> Ministry of Transport data provided to UHCC 4 February 2008.

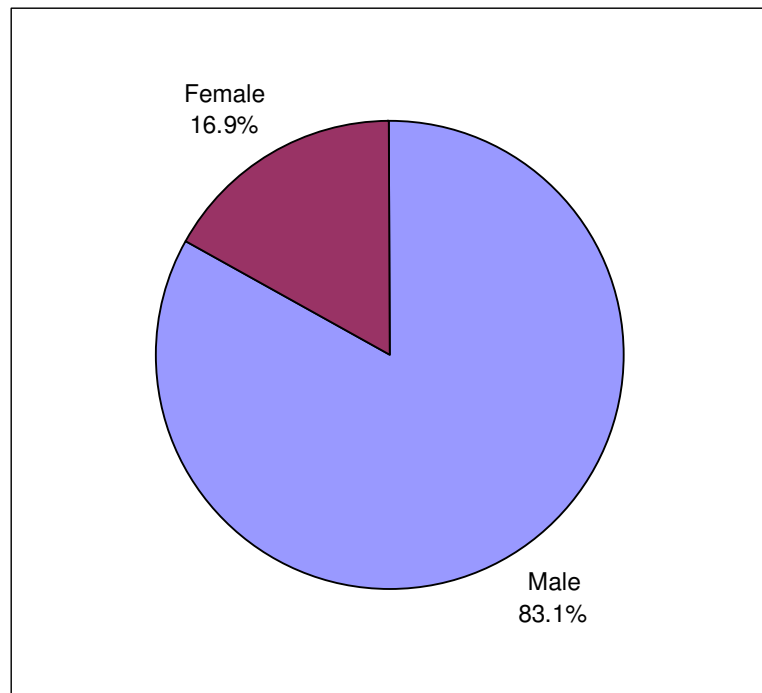
### Who commits the crime?

27. Police data indicates that offenders arrested in Upper Hutt who are affected by alcohol, are likely to be Caucasian males aged 25 or younger.<sup>9</sup>

#### *Gender*

28. Men dominate the statistics of people arrested in Upper Hutt who are affected by alcohol.<sup>10</sup> 83 per cent of offenders were men.

29. Of the crimes most commonly committed in public places in Upper Hutt, women account for approximately 18 per cent to 24 per cent of offenders, but their involvement in offences where alcohol has been consumed is at the lower end of this scale.<sup>11</sup>



**Figure 3 - Gender of offenders where alcohol is a factor.**<sup>12</sup>

30. The percentage of men and women arrested for breaching Upper Hutt's liquor bans almost exactly mirrors the percentages for other offences involving liquor; 83 per cent of those arrested were male and 17 per cent female.

<sup>9</sup> See Alco-Link statistics referenced in paragraphs 28, 32, and 36.

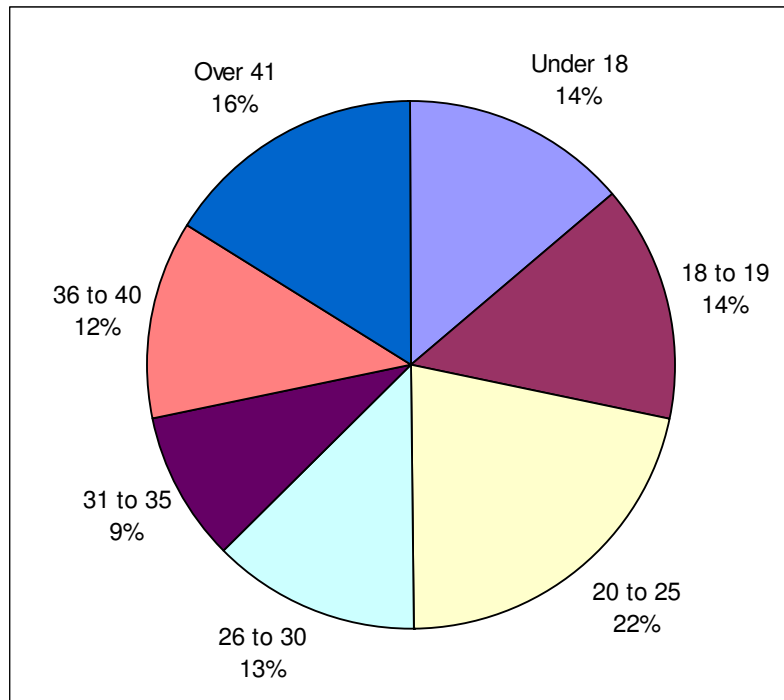
<sup>10</sup> Police Alco-Link data for Upper Hutt 2007 calendar year.

<sup>11</sup> NZ Police Total Crime Apprehension Statistics for Upper Hutt for 2006/2007 fiscal year.

<sup>12</sup> Source: 2007 Police Upper Hutt Alco-Link data.

## Age

31. Young people feature strongly in the Upper Hutt statistics of offenders affected by alcohol.
32. People aged 25 or younger make up 50 per cent of all offenders who were affected by alcohol; 14 per cent of those were under 18 (the legal drinking age). The percentage of young offenders appears much higher than the percentage of young people living in Upper Hutt. The 2006 Census results indicate that, in 2006, 36 per cent of the population of Upper Hutt was aged 24 or younger, yet they feature in 50 per cent of arrests involving alcohol.
33. People in their mid 20's and older make up the other 50 per cent of offenders affected by alcohol.



**Figure 4 - Age of offender.**<sup>13</sup>

34. The mean age of people arrested for breaching liquor bans in Upper Hutt is 22.<sup>14</sup>

## Ethnicity

35. Police Alco-Link data does not identify the ethnicity of offenders, but ethnicity is identified in other Police statistics which do not show whether alcohol or drugs are a factor.

<sup>13</sup> Source: 2007 Police Upper Hutt Alco-Link data.

<sup>14</sup> Note at the date of this report there had been only 12 arrests for breaches of the liquor bans in Upper Hutt.

36. Of the 1823 apprehensions in the 2006/2007 year in Upper Hutt, 56 per cent of offenders were Caucasian, 39 per cent were Maori and 3 per cent were Pacific Islanders. Other ethnic groups made up the remaining 1 per cent.<sup>15</sup>

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<sup>15</sup> NZ Police fiscal year apprehension statistics for Upper Hutt in 06/07 fiscal year.

### Where is crime committed in Upper Hutt?

37. The types of offences that commonly occur in public places, and those where alcohol is commonly a factor, occur in all Upper Hutt suburbs. However, some suburbs show higher numbers of the types of offences in which alcohol is a factor.
38. The two areas with the highest percentage of total crime reported in them are Upper Hutt Central and Trentham.<sup>16</sup> In the case of Upper Hutt Central the level of crime is vastly disproportionate to the number of residents in the area.
39. The 2006 census records that less than 1 per cent of the city's residents reside in Upper Hutt Central, but 29 percent of the offences recorded in Upper Hutt occur in Upper Hutt Central.<sup>17</sup>
40. The suburb with the second highest number of offences reported as having occurred there is Trentham, with 19 per cent of the recorded offences. The percentages of offences reported in other suburbs is shown below.

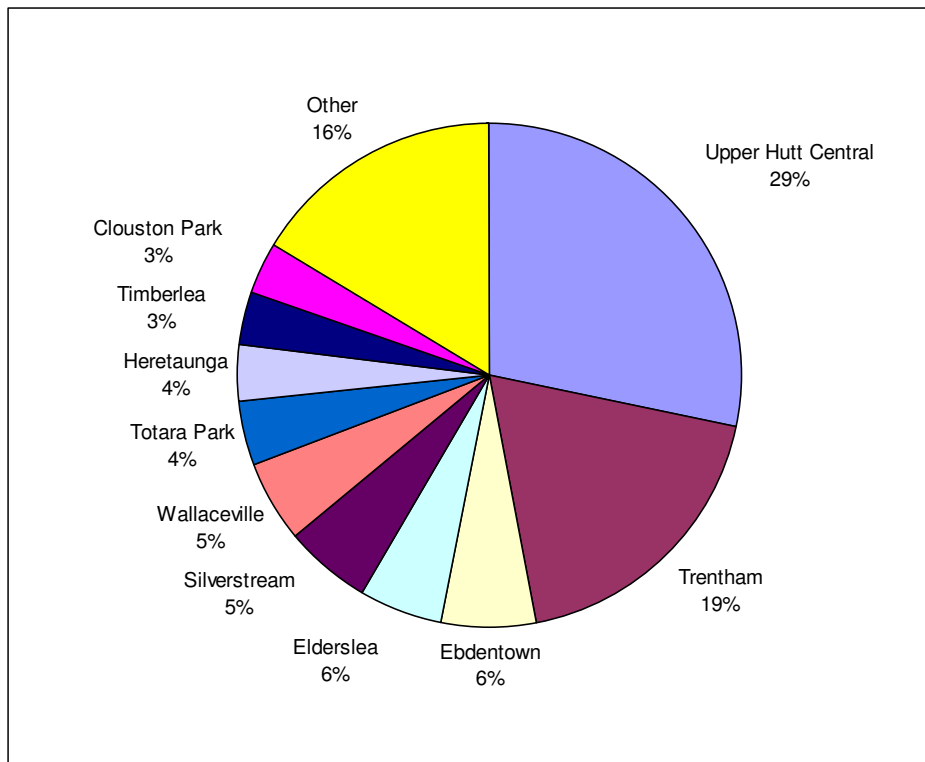


Figure 5 –Suburb offence committed in.<sup>18</sup>

<sup>16</sup> New Zealand Police Upper Hutt Area Total Crime figures July 2007 to April 2008, note this is total crime which is wider than alcohol-related crime.

<sup>17</sup> The suburb boundaries used by Police and those used in Census data do not match exactly.

<sup>18</sup> Source 2007 Total crime figures for Upper Hutt.

### Where does at risk drinking occur in Upper Hutt?

41. The most common place for people to drink alcohol before being arrested is private homes. Of the offenders who identified where they had their last drink 53 per cent said it was at a private home or residence.<sup>19</sup> Although offenders had their last drink at home, it must have been purchased from licensed premise.
42. Licensed premises and public places were recorded as the last place of drink for 24 per cent and 21 per cent of offenders respectively.

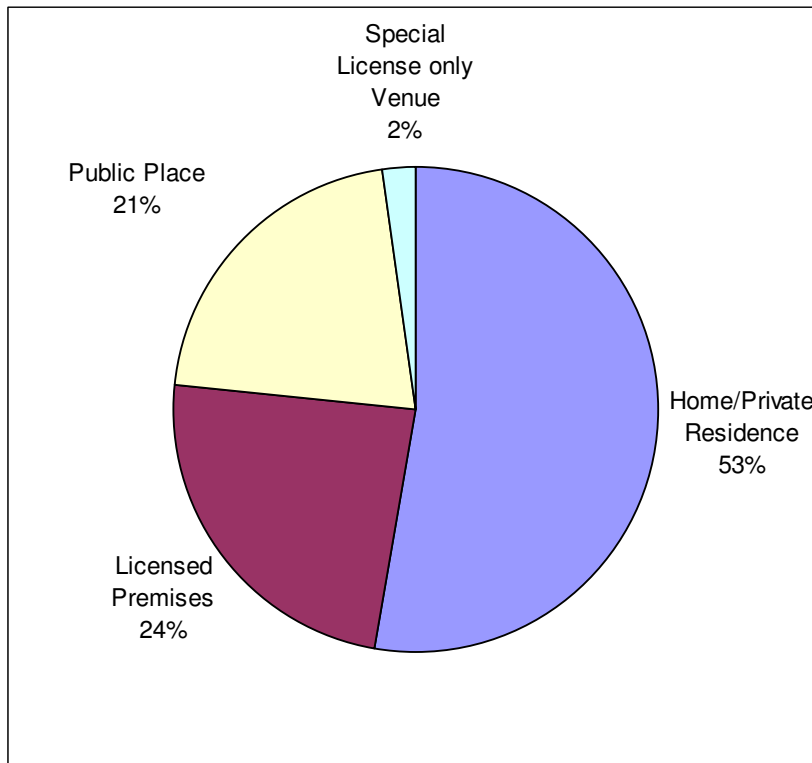


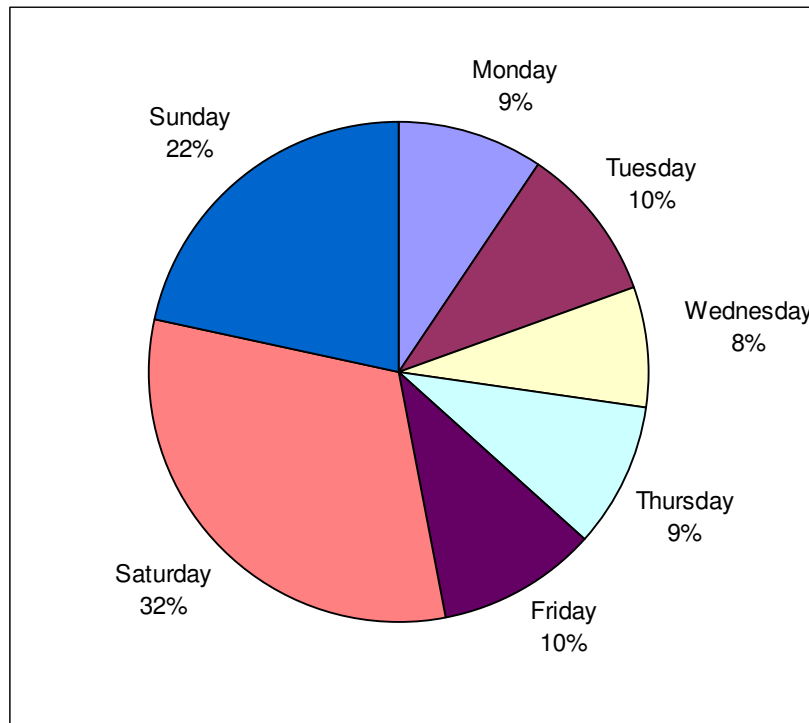
Figure 6 - Place of last drink where crime subsequently committed.<sup>20</sup>

<sup>19</sup> It was not known where 31 per cent of offenders arrested in Upper Hutt and affected by alcohol had their last drink.

<sup>20</sup> Source: 2007 Police Upper Hutt Alco-Link data.

### When is crime committed in UH?

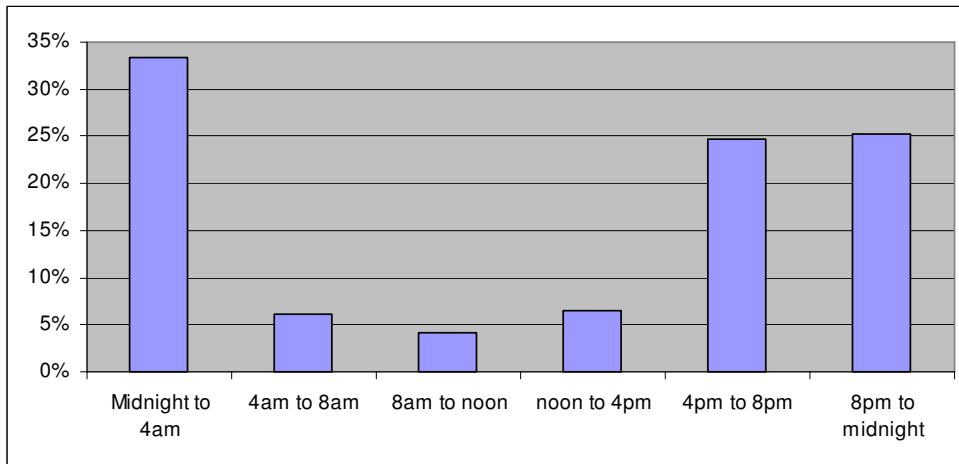
- 43. Alcohol-related crime peaks at certain times of the day and on certain days of the week.
- 44. Most offenders are arrested in the weekends; in the early hours of Saturday and Sunday.
- 45. In Upper Hutt, Saturday is the busiest day for arresting offenders with 32 per cent of all arrests involving alcohol occurring on that day. Sunday is the second most common day with 22 per cent of arrests.



**Figure 7 - Day of week when offence committed where alcohol is a factor.<sup>21</sup>**

- 46. The most common times for offences involving alcohol to occur is between midnight and 4.00am, when 34 per cent of arrests occur. 25 per cent of arrests involving alcohol are made between 8pm and midnight.

<sup>21</sup> Source: 2007 Police Upper Hutt Alco-Link data.



**Figure 8 - Time of day when offence committed where alcohol is a factor.<sup>22</sup>**

47. Arrests for breaches of the Upper Hutt liquor bans show slightly different trends for the days of week people were arrested: 7 of the 12 people arrested were arrested on Saturdays. The other arrests were spread between Sunday (2 arrests), and one each on Monday, Thursday and Friday.

<sup>22</sup> Source: 2007 Police Upper Hutt Alco-Link data.

## Who is harmed?

48. Our research indicates that information is not collected on who is harmed by the drug and alcohol-related crime that occurs in Upper Hutt. Without Upper Hutt specific information we reviewed national information to develop a picture of who suffers harm more generally.

### *Risk factors for victimisation*

49. In 2006 the Ministry of Justice released the New Zealand Crime and Safety Survey (“the Survey”). The Survey measures the amount of crime occurring in New Zealand by surveying people about crimes they have experienced. Importantly for this report, the Survey identifies those most at risk of being a victim of different crimes by age, gender, and ethnicity. The conclusions it reaches are based on national information, but can be applied to Upper Hutt.

50. The risk of being victimized (broadly being a victim of crime) is concentrated “among the less economically and socially well-placed. Risks were consistently high for sole parents, unemployed or on a benefit and those living in rented property.”

51. Other factors related to risk are:

- age – young people aged 15-24 are at high risk, those aged 25-39 experienced more crime than those in older age groups
- marital status – those who are single or in de facto relationship were more at risk, probably in part because they are younger
- ethnicity – Maori emerged as higher risk than average on all measures, Pacific peoples were also comparatively high risk.

52. The Survey identified the groups least vulnerable to crime were retired people and those aged 60 or older, couples with no children and living in their own home, and those in rural areas.

### *Who is harmed by drug and alcohol related crime?*

53. Drug and alcohol-related crime and violence affect a wide variety of types of people. Two general statements can be made about the types of crime committed by those consuming drugs or alcohol, and from that conclusions can be drawn about who might be harmed by those crimes:

- alcohol consumption is generally connected to crimes of violence; and
- dependency on illicit drugs is usually connected to crimes for profit.<sup>23</sup>

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<sup>23</sup> “Hard time and hard numbers”, Drug Foundation of New Zealand, ‘Matters of Substance, Nov 2007, page 29.

## How do the Upper Hutt drug and alcohol-related crime statistics compare with national averages?

### Introduction

54. Police compile statistics that make it possible to analyse whether:
- a. Upper Hutt experiences more crime per 10,000 population than other Police districts; and
  - b. certain types of offences occur more often in Upper Hutt, than compared with national averages.

### *Crime per 10,000 population*

55. Upper Hutt has less crime per 10,000 population than the national average. The national average recorded crime per 10,000 population for the year ending 30 June 07 was 1025.5. Upper Hutt had 973.7 crimes per 10,000 people in the same period.
56. In the 2006/2007 financial year, the crime rate per capita in Upper Hutt, was lower than the crime rate per capita for the Wellington District.<sup>24</sup> Upper Hutt had 973.7 recorded crimes per 10,000; the Wellington District recorded 983 crimes per 10,000.
57. Therefore crime levels in Upper Hutt in the year ending 30 June 2007 were lower than the national average and lower than the average for the Wellington District.
58. Statistics show that Upper Hutt is a fairly safe place to live.

### *Categories of crime*

59. Of the categories of crime commonly associated with alcohol, Upper Hutt has in some cases marginally more, and in some cases marginally less crime than the national average.
60. When compared with the national average, Upper Hutt has slightly more violence offences, property damage and property abuse offences.<sup>25</sup>

Type of crime	Upper Hutt	National
Violence	15.2	12.4
Property Damage	13.0	12.0
Property Abuse	5.0	4.1

<sup>24</sup> Police National Headquarters: Wgtn District Crime Stats 06/07: Oct 07 District Recorded Crime per 10,000 population. Wellington District includes the Wellington City Area, Kapiti Mana, Lower Hutt, Upper Hutt and the Wairarapa

<sup>25</sup> New Zealand Crime Statistics 2006/07 Police National Headquarters Oct 07, Proportion of Recorded Crime by category year ending 30/6/07

61. However, Upper Hutt has fewer drugs and antisocial, and dishonesty offences than the national average.

<b>Type of crime</b>	<b>Upper Hutt</b>	<b>National</b>
Drugs and Antisocial	11	13.3
Dishonesty	50.0	54.6

## **Are there factors particular to Upper Hutt that contribute to alcohol and drug-related crime?**

62. We considered whether there are factors relating to Upper Hutt's geography, population, and social trends that might contribute to alcohol and drug-related crime in Upper Hutt.

### **Geography**

63. Upper Hutt's geography, with people living across a wide river valley, and its entertainment and licensed premises located in a relatively dense central business district almost certainly contributes to the alcohol and drug-related crime in Upper Hutt.
64. Upper Hutt City is the most northerly city in the Wellington region, 25 minutes drive from Wellington City. At least 9 per cent of Upper Hutt's 38,000 residents commute to work in Wellington.<sup>26</sup>
65. Upper Hutt is located in the northern half of a river valley. It runs from Silverstream in the south, and is bounded by the Rimutaka ranges in the north. Its total land area is approximately 54,000 hectares, of which most is urban but it includes three rural areas of Whitemans Valley, Akatarawa and Rimutaka.
66. Upper Hutt's central business district occupies approximately 33 hectares of Upper Hutt's land area.<sup>27</sup> The central business district is the main commercial and entertainment area of the City, where the vast majority of licensed premises are concentrated. In 1997 there were 22 licensed premises in the CBD (5 off-licensed premises, 16 on licensed premises, and 1 club license).<sup>28</sup> Only 1 per cent of the people who live in Upper Hutt live in the CBD, but almost one third of the City's crime occurs there.
67. Upper Hutt has a series of satellite suburbs, spread across the river and the valley and on some of the hills surrounding the valley floor. Broadly speaking residents live some distance, albeit a relatively short distance, from the location of most licensed premises.
68. While Upper Hutt's suburbs are served by public transport the numbers of buses and taxis operating in the late evening and early morning are minimal and residents see the need to improve late night bus services from the city to the suburbs "to extend bus times, so people can get home safely late at night."<sup>29</sup>

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<sup>26</sup> 9% commute by train - Hutt Valley Local Services Mapping Report, Community Profile: Upper Hutt and Statistics New Zealand 2006 census, Resident population in Upper Hutt 38,415.

<sup>27</sup> Upper Hutt City Council Urban Growth Strategy Working Paper, December 2006, pg 13.

<sup>28</sup> Figures provided by Upper Hutt City Council.

<sup>29</sup> Statements from participants at the Upper Hutt Community Safety meeting in November 2007.

## Population

69. 1 per cent of New Zealand's population lives in Upper Hutt.<sup>30</sup> In comparison to national figures Upper Hutt is notable for its:
- a. high number of clerical and administrative workers;
  - b. low number of labourers; and
  - c. considerably higher numbers of people with access to the internet, phones and cell phones in their homes than the national average.

### *People at risk of victimisation*

70. The risk factors for those who are more likely to be victims of crime were identified in the 2006 New Zealand Crime and Safety Survey. The factors included those who are "less economically and socially well-placed" such as sole parents, unemployed, young people, and Maori.
71. Using the 2006 New Zealand Census results we can identify whether more people with the risk factors live in Upper Hutt when compared to national figures. Information was not available on all risk factors.

<b>Risk factor</b>	<b>per cent of Upper Hutt residents</b>	<b>National average</b>
Sole parent	22.1 per cent people aged under 15	21.5 per cent
Maori	13.9 per cent belong to Maori ethnic group	14.6 per cent
Unemployed	5.0 per cent of people over 15	5.1 per cent
Receiving a benefit	39.7 per cent over 15 have an annual income of \$20,000 or less	43.2 per cent
Lives in a dwelling they don't own	Approximately 27 per cent	Approximately 32 per cent

72. The population of Upper Hutt does not predispose its residents to be more likely to be victims of crime than the national average. In fact, of the five risk factors that we found statistics for i.e. sole parentage, Maori, unemployed etc, Upper Hutt had lower rates of people with those characteristics than the national average in four of the five groups.
73. The Upper Hutt Police identified new migrant groups as a group who had a stronger perception of crime, but confirmed that migrants did not necessarily feature disproportionately as victims of crime.

### *People likely to cause alcohol-related harm*

74. This report identifies that the people most likely to be arrested for alcohol-related crime in Upper Hutt are young, male, and Caucasian. While statistics can tell us whether Upper Hutt has more young people, more men,

<sup>30</sup> Statistics New Zealand Census 2006 QuickStats about Upper Hutt City.

and more Caucasians than the national average, we were not able to obtain statistics that told us whether Upper Hutt has more young, male, Caucasians than the national average.

75. While Upper Hutt's residents predominantly identify themselves as belonging to the European ethnic group (75.6 per cent of residents are European), and Upper Hutt has slightly more males than the national average (50 per cent compared with the national average of 49 per cent), Upper Hutt does not have more young Caucasian males than the national average.<sup>31</sup>

### **Social trends**

#### *Youth - boredom*

76. There is a perception that bored youth contribute to the alcohol and drug-related harm in Upper Hutt.
77. Residents strongly believe that "positively engaged young people are less likely to carry out at-risk behaviours" and there is "a need for more healthy, interesting, sports/culture related activity options for Upper Hutt's young people".<sup>32</sup>
78. In 2006 and 2007 the Council surveyed youth about issues they face. More than 10 per cent of respondents in the 2007 survey identified the lack of things to do as the most important issue they faced, and this concern increased with age. Females were more concerned about a lack of things to do than males.<sup>33</sup>
79. The Council's survey of Upper Hutt youth shows boredom is an issue for youth, but they feel more strongly about other issues such as crime and illegal drug use.

#### *Youth – drugs, alcohol, violence and bullying*

80. According to the 2007 survey, the two biggest issues facing youth (which were highlighted by nearly a quarter of respondents) are illegal drug use and crime.
81. Other issues featuring prominently were bullying, and legal drug use (alcohol and party pills etc).
82. The survey's respondents were asked whether they had experienced violence and if so, where. 43 per cent of respondents said they had been involved in a violent situation, most commonly in school or a public place. Males were more likely to experience violence. Maori were most likely to have been in a violent situation.

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<sup>31</sup> The Hutt Valley Local Services Report, Community Profile: Upper Hutt states that there are fewer adults aged 15-29 in Upper Hutt than the national average. We have been unable to independently verify this.

<sup>32</sup> Statements from participants at the Upper Hutt Community Safety meeting in November 2007.

<sup>33</sup> Algate Enterprises Ltd, Final Report Youth Survey 2007.

*Alcohol consumption – public places*

83. In recent years alcohol-related crime and violence was seen as a sufficiently serious problem to justify the introduction of two measures: liquor bans and an alcohol free schools policy.
84. The measures target alcohol-related crime in public places and cover the central business district, the Silverstream village area and all 21 schools in Upper Hutt.
85. An evaluation of the alcohol free schools policy concludes that the policy “appears to be effective in reducing alcohol-related harm issues for schools” but notes that the policy has “resulted in displacement of drinkers to other public locales.”<sup>34</sup>
86. Police advise that the liquor bans also seem to be reducing alcohol consumption in the areas they cover, but have identified the need for the ban to be extended to a further public park, and a limitation of the bans as their inability to target drinking in privately owned spaces of a public nature such as supermarket carparks.
87. Given that 21% of offenders affected by alcohol in Upper Hutt, say they had their last drink in a public place, and comments from Regional Public Health and Upper Hutt Police indicates that drinkers have been displaced from schools into other public places it appears that drinking in public places is still a problem in Upper Hutt

*Alcohol consumption private premises eg homes and bars*

*Licensed premises*

88. As a district licensing authority, the Council together with Regional Public Health and the Police consider and approve or decline applications for liquor licenses. Upper Hutt City Council has contracted the Hutt City Council to process Upper Hutt’s liquor licensing applications, visit premises and provide advice to license applicants.
89. It wasn’t possible to draw a conclusion on whether the total number of liquor licences granted in Upper Hutt has increased over time. The only figures available were for the years 2003 and 2006. In 2003, 148 licenses were granted, in 2004 134 licences were granted and in 2006 210 licences were granted. The number of licenses granted appears to fluctuate in response to the number of special licences granted by the Council.
90. Regional Public Health advise that in comparison to other cities in the region Upper Hutt does not have high numbers of off licence liquor outlets eg dairies and supermarkets.
91. Council, the Police and Regional Public Health all advise that the sale of liquor to under-age persons is not a big problem for Upper Hutt and that license holders are broadly compliant with signage requirements.
92. One of the main ways the District Licensing Authority agencies see they can reduce drug and alcohol-related harm in Upper Hutt is through the conditions

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<sup>34</sup> Regional Public Health, Upper Hutt Liquor Free Schools, Early Impact Evaluation, May 2007.

that apply to liquor licenses. They consider that limiting the number of hours that licensed premises have to sell alcohol would reduce the alcohol-related harm.

93. Some licenses permit premises to sell alcohol until 3am. The agencies advise that when some bars close around 1am patrons “bar hop” to the premises that are open later with the result that drinking continues later into the evening. Police have agreed with one central city bar to adopt a “one way” door policy; meaning that patrols cannot enter the bar after the agreed hour. The policy has been operating successfully.
94. Regional Public Health advise that in some cities youth under the legal purchasing age wait outside off-license premises and ask adults to buy alcohol for them. The Council might consider targeting an education campaign at adults purchasing alcohol for youth aged under 18, in the hope of reducing the number of youth under 18 drinking alcohol.
95. District Licensing Authority agencies also point to the lack of public transport and taxis at the times that bars close as a factor that increases the likelihood of drug and alcohol-related harm.
96. Police and Regional Public Health both have concerns about a perceived conflict of interest in the Council needing to encourage the economic prosperity of Upper Hutt (by for instance holding events where alcohol is served) and its role in granting liquor licences.

#### *Private Homes*

97. More than 50 per cent of offenders affected by alcohol in Upper Hutt said they had their last drink at home.
98. We have a gap in our information as to why people choose to drink at home, or whether the trend of drinking at home is one that is shared equally across all age groups or is preferred by a particular age demographic.
99. If the Council wanted to promote the safe use of alcohol or raise awareness of sensible drinking in an attempt to influence the behaviour of at home drinkers it would be advisable to understand what the demographics of the at-home drinkers are.

## **Perception of safety**

100. To understand how Upper Hutt residents feel about safety in their community, the Council's Community Services Manager commissioned a survey of 475 residents which included a number of questions about residents' perceptions of safety in various public places.

### *Overall satisfaction levels*

101. The overall perception from the survey results is that a high proportion of Upper Hutt residents are fairly or very satisfied with how safe they feel in Upper Hutt' public places.

102. When asked how frequently they had felt unsafe in Upper Hutt in the last 6 months:

- 75 percent of those surveyed said they had *not* felt unsafe;
- 18 per cent said they had felt 1 or 2 times; and
- the remaining 7 per cent said they had felt unsafe from 3 to upwards of 11 times in the last six months.

### *Safety in parks, pools and train stations*

103. People being surveyed were asked to comment on how safe they felt at several public places, including parks, pools and the train station. The highest level of dissatisfaction was with train stations where 20 percent of respondents were not satisfied with how safe they felt, and women in particular were more likely to be dissatisfied than men. The reasons given for feeling unsafe at the train stations included lack of people (including police or security guards), insufficient lighting, lack of security cameras and youth, gangs and drunks.

### *Safety in the central business district*

104. Generally there are high levels of satisfaction with how safe people feel in the central business district and in people's neighbourhoods. 88 per cent of people surveyed felt either very or fairly satisfied with how safe they feel in the CBD. 9 per cent were not satisfied. Women in particular gave the reasons for being dissatisfied with safety in the CBD as being lighting, and young people.

### *Safety in the neighbourhoods*

105. Those surveyed were even more satisfied with how safe their neighbourhood is. 91 per cent of people surveyed felt either very satisfied or fairly satisfied with how safe their neighbourhood is. 8 per cent were not satisfied. Of those who were dissatisfied 20 per cent had personally experienced crime. Men in particular found the presence of young people made them feel less satisfied with safety in their neighbourhood.

*Suggestions to improve safety*

106. Those surveyed were asked to suggest changes that would make them feel more satisfied with how safe they feel in Upper Hutt. The most common suggestions were:

- have more Police or security guards or some form of visible patrol;
- improve the lighting in areas in where they feel unsafe;
- install security cameras;
- reduce the number of young people hanging around in public places particularly at the train station;
- reduce vandalism and graffiti; and
- reduce crime levels including boy racers (suggested to improve safety in neighbourhoods not the CBD).

## **Programmes/policies in the Upper Hutt community that may help reduce alcohol and drug-related crime**

- ACC Club Mark programme
- Action plan for supporting Upper Hutt City Youth Events
- Alcohol free schools policy
- Barista Programme at Upper Hutt College which targets practical learning in secondary schools
- CACTUS program
- CAYAD reference group
- CCTV cameras currently being installed
- Community consultation forums - SHAW Safe, Health and Wellbeing
- Community Patrols
- Controlled liquor purchase operations
- CPTED principles applied to design of Upper Hutt spaces
- Drink driving operations and education by Police
- Graffiti strategy between Police and Council
- Hutt Steering Group on youth, alcohol and other drugs convened by Hutt Valley DHB and Ministry of Education
- Hutt Valley Youth transition services
- Liquor bans - CBD and Silverstream
- Liquor enforcement operations and education – Regional Public Health agencies
- Maori Wardens
- Truancy Project ♥ 2cu afta 3
- Upper Hutt Youth website
- Upper Hutt Youth Worker's Network
- Vibe, Youth Transition Services
- Well Trust partnership to run drug and alcohol awareness programmes in UH secondary schools
- Wellington Regional Safety Strategy
- Youth Access to Alcohol Program
- Youth Survey