Building a dataset to support policy development that addresses alcohol outlet density and related consequences

18th Alcohol Policy Conference
Washington, DC

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As required by the Alcohol Policy 18 Conference, I/we have signed a disclosure statement and note the following conflict(s) of interest:

Alicia Sparks served for two years (2011-2013) as Research Associate the National Liquor Law Enforcement Association (NLLEA) for approximately 2 years. NLLEA is funded by liquor law enforcement agencies as well as alcohol beverage control groups, some of which are state monopolies. The National Liquor Law Enforcement Association (NLLEA) is a non-profit association of law enforcement personnel dedicated to the enforcement of liquor laws and regulations.
SESSION GOAL

Identify a Roadmap to launch a retail policy campaign that:

• aims to reduce alcohol outlet density
• improves outlet operational conditions
• addresses outlet-related consequences.
WHO WE ARE

• A diverse group of people, organizations, & communities
  – In El Paso, TX and three Southern NM counties
  – Regional network of trained alcohol policy advocates
  – Developing organizational and community capacity for policy and environmental change
  – Guided by principles of Collective Impact
POLICY PRIORITIES: WHAT’S OUR FOCI?

1. Alter the drinking context and address social access of alcohol by youth – Social Host Ordinances
2. Regulate physical availability of alcohol through restrictions on time, place, and density of alcohol outlets
3. Alcohol taxes and other price controls
4. Screening and brief intervention
ALCOHOL IMPACT NETWORK

Community residents leading policy efforts
ACTIVITY

1. At your table, discuss the following questions:
   • What policy work have you done?
   • Have you focused on alcohol outlets? If so, how?

2. Chose one person from your table to report back to the group
Alcohol Consumption in El Paso, TX (19.3%) is higher than Texas (15.9%) and the US (16.3%).
Alcohol sales in El Paso, TX almost doubled in the last 10 years.

Source: National Academy of Sciences
How we got here

Border Patrol agent dies after being stabbed

Daniel Borunda, El Paso Times  Published 4:43 p.m. MT May 24, 2017 | Updated 20 hours ago

A U.S. Border Patrol agent died at a hospital Wednesday after being stabbed during off-duty duty during the weekend, El Paso police officials said.

Border Patrol Agent Isaac Morales, 30, was fatally wounded when he confronted /story/news/crime/2017/05/22/border-patrol-agent-stabbed /parking lot of The Union Draft House on Tierra Este Road next to Z

Morales was a kind, big hearted person who has the ability to light up the hearts of others, according to accounts. (https://www.gofundme.com/please-support-agent-issac)

Homeowners say Morning After Champagne Brunch crowds are disrupting neighborhood

Adria Iraheta  Monday, October 30th 2017

Former Montwood student killed in Barfly shooting

Police on Monday identified former Montwood High School football player Regalia Franco, 22, as the victim of a fatal shooting at an East Side bar Sunday morning.

Franco and David Ortega, 22, were allegedly shot by Movas Galvan, 19, at about midnight in the parking lot of Barfly, 11335 Montwood Drive. Franco died from his injuries and Ortega, who was shot in the torso, was taken to Del Sol Medical Center for treatment.

Galvan allegedly tried to run away after the shooting but was caught by El Paso County Sheriff's deputies and an El Paso County constable who were working as off-duty security. He is suspected of armed aggravated assault and possession of marijuana under two ounces.

Six El Paso bars linked to drug trafficking closed by TABC

By: Andra Litton (mailto:alitton@elpasoproud.com)  (https://twitter.com/tomandra)
Posted: May 19, 2017 03:07 PM MST
Updated: May 24, 2017 11:30 AM MST
ACTIVITY

1. At your table, describe and discuss your retail environment. Do you have any problem outlets or areas? If so, how do you know?
   • Discuss any common themes you’re finding across the different environments.

2. Chose one person from your table to report back to the group.
Alcohol Outlet Density is associated with increased consumption, leading to:

- Binge drinking
- Motor vehicle accidents
- Violence
- Other crime
- Health problems
- Hospitalizations
- Child abuse

Excessive consumption is responsible for:
- 88,000 deaths per year (2010)
- $249 billion direct & indirect costs (2010)
THE COMMUNITY SERVICES TASK FORCE
RECOMMENDATION ON LIMITING
ALCOHOL OUTLET DENSITY

“The Task Force recommends the use of regulatory authority (e.g., through licensing and zoning requirements) to limit alcohol outlet density on the basis of sufficient evidence of a positive association between outlet density and excessive alcohol consumption and related harms.”
UNDERSTANDING THE EL PASO RETAIL ENVIRONMENT

Type of alcohol outlets
- On-Premise
- Off-Premise
GIS METHODOLOGY FOR LINKING CALLS FOR SERVICE TO ALCOHOL OUTLETS

CDC Guide on *Measuring Alcohol Outlet Density*

- **Container-based**: Pre-defined (geopolitical: county, city, etc.)
  - Count
    - Population
    - Area
    - Road Mile
  - Rate
    - Population
    - Area
    - Road Mile
- **User-defined (buffer zone or ad hoc)**
  - Count
  - Rate
- **Distance-based**: (from reference point to N outlets)
  - Minimum distance
  - Mean distance
  - Median distance
- **Spatial access-based**: Spatial accessibility index
  - Population weighted distance
Our data includes:

- # of police calls for service (CFS) to alcohol outlets
- # of alcohol licenses
- Community Interviews
- Environmental Scans
COLLECTED RETAIL DATA

Selected Police calls for service

• Burglary
• Theft
• Harassment
• Mischief
• Narcotics
• Sexual Assaults
• Robbery

• Disturbance, including:
  • Criminal Trespassing
  • Drunk & Disorderly
  • Fights
  • Subject with a gun/Shots fired
  • Subject with a knife
  • Noise (loud)
  • Subject
  • Vehicle
  • Information (past event)

Campbell et al.,(2009)
COLLECTED RETAIL DATA
Active alcohol licenses

Roster - Summary

Below is a summary of the search items you have chosen on the prior page. If you need to make changes to any of these search categories, please click on the "Return To Prior Page" button and make the appropriate changes. When you are finished, select the type of file that you would like to output the results, then click "Submit Query."

<table>
<thead>
<tr>
<th>Location</th>
<th>License Type</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>EL PASO, EL PASO, All Zip Codes</td>
<td>Retailers, BE, BF, BQ, BL, BQ, FB, LB, MB, N, NE, NL, LC, P, Q, RM</td>
<td>Active-Current, Active-Suspended</td>
</tr>
</tbody>
</table>

Origin Issue Date: Through 1/22/2018

Output Type: Excel File

Submit Query  Return To Prior Page  Go to Welcome Page

DISCLAIMER: License status and pending original application information is updated on a daily basis. Information should be timely within a 24-hour period. For detailed disclaimer and policy information, please click on the Disclaimer link found at bottom of the page.
ALCOHOL OUTLET AND CALLS FOR SERVICE

Type of alcohol outlets
- Green triangle: On-Premise
- Pink square: Off-Premise

Number of calls for service per location
- Orange circle: 276-407
- Yellow circle: 125-275
- Bright yellow circle: 76-124
- Light yellow circle: 42-75
- Orange circle: 16-41

El Paso City limits
- Grey shaded area
IDENTIFYING CLUSTERS OF ALCOHOL OUTLETS

Type of alcohol outlet
- On-Premise
- Off-Premise

Buffer 700ft
700ft from Alcohol Outlet
CAPTURING CLOSEST CALLS FOR SERVICE TO ALCOHOL OUTLETS

Types of alcohol outlets
- On-Premise
- Off-Premise

Buffer 700ft

Calls for service
REMOVING CALLS FOR SERVICE

- Calls that happened between 5:00 a.m and 4:00 p.m were removed from the map
ALCOHOL OUTLET DENSITY AND CRIME IN EL PASO, TX
ALCOHOL OUTLETS AND CALLS FOR SERVICE
Zaragoza Rd. & Pellicano Dr.
ALCOHOL OUTLETS AND CALLS FOR SERVICE
Zaragoza Rd. & Pellicano Dr.

Types of calls for service (n)
- Thefts (154)
- Disturbances (88)
- Public intoxication (70)
- Fights (50)
- Noise (41)
- Subjects with a knife/gun (21)
- Mischief (10)
- Narcotics (2)
- Sexual assaults (1)

Type of alcohol outlet
- On-Premise
- Off-Premise
This area had a total of 39 alcohol outlets and 437 calls for services. Intoxication, theft, noise, fights, mischief, subjects with guns and knives are the most common issues affecting residents.
Alcohol outlet density has affected residents' quality of life
HOTSPOT TOUR
Zaragoza Rd & Pellicano Dr.

Bar
Restaurant Bar
Sensitive Establishment (Daycare, church, shelter, etc.)

Hair cuts for kids
HOTSPOT TOUR
Zaragoza Rd & Pellicano Dr.
“I have considered moving, but nobody wants to buy a house next to disturbing establishments”

Resident
ENVIRONMENTAL SCANS

Alcohol Outlet Risk Factors
The “Four P’s”

- PLACE
- PROMOTION
- PRICE
- PRODUCT

Community Risk Factors
CONDUCTING AN ENVIRONMENTAL SCAN

Identify what you want to know and why you want to know it.

How 4P’s risk factors manifest in your community

Is there an alcohol problem?
What is the price?
Where can youth get drug paraphernalia?
Where are substances sold?
Who is selling?
Where?
What are retailer practices?
Where are substances used?
How are the substances promoted?
Which products are being used?
CONDUCTING AN ENVIRONMENTAL SCAN

Record **Observations** by:

Photos/Video

Forms
HOW TO COMPLETE THE SCAN

• Use technology

• Fill out as many variables as possible

• Go in pairs
<table>
<thead>
<tr>
<th>Name of establishment</th>
<th>Establishment Address</th>
<th>Are there other alcohol outlets within 25 yards of this one?</th>
<th>How much does a 6-pack of Bud Light cost?</th>
<th>Larger quantities on sale but not smaller?</th>
<th>Pre-mixed pouches</th>
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</thead>
<tbody>
<tr>
<td>Albertsons</td>
<td>3100 n Mesa</td>
<td>On-Premise, Off-Premise</td>
<td>4.99</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Best Family Shop</td>
<td>9568 Dyer</td>
<td>On-Premise</td>
<td>6.79</td>
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<td>Howdy's</td>
<td>9060 Dyer</td>
<td>Off-Premise</td>
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<td>Yes</td>
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<tr>
<td>Lowe's</td>
<td>8201 Dyer</td>
<td>Off-Premise</td>
<td>6.49</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Lowe's</td>
<td>9120 Dyer</td>
<td>Off-Premise</td>
<td>6.49</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Mountain liquor store</td>
<td>4100 Dyer</td>
<td>Off-Premise</td>
<td>5.99</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Walmart</td>
<td>4716 Hondo pass</td>
<td>Off-Premise, A gas station</td>
<td>6.28</td>
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<tr>
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<tr>
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<td>12236 montana Avenue</td>
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<td>Yes</td>
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<tr>
<td>Western beverages</td>
<td>2500 n mesa</td>
<td>On-Premise, Off-Premise</td>
<td>5.99</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>
ACTIVITY

1. At your table, discuss what additional data could help make the case that retail establishments are problematic.

2. Choose one person from your group to report back
MAKING THE CASE
One-Pager

Alcohol Outlet Density and Crime in El Paso, Texas

Alcohol outlet density refers to the number of alcohol outlets in a given location (2).

An area with a high concentration of alcohol outlets represents a risk factor for excessive alcohol consumption and alcohol-related harms (1).

Alcohol outlets are licensed establishments that can sell or serve alcohol. Alcohol outlets are divided into on-premise (e.g., bars, restaurants, nightclubs, etc.) and off-premise (e.g., convenience store, grocery stores, gas stations, etc.) (3).

A study was conducted in El Paso to identify areas with a high concentration of alcohol outlets*. Using GIS mapping, active licenses up to December 2016 and Police calls for services from June 2015 to December 2016 were mapped. Areas that had 15 or more alcohol outlets within 700ft from each other and 300 or more Police calls for service were considered "hotspots". Only calls for service that happened between 5 p.m. and 4 a.m. were considered for the residents and business in each hotspot were interviewed about the impact that alcohol outlet have in their business and their quality of life.

According to the results, 15 hotspots were identified. As of December 2016 El Paso had 1218 alcohol outlets, 520 off-premise, and 699 on-premise.

El Paso Eastside Hotspot: Zaragoza Rd. & Pellicano Dr.

From June 2015 to December 2016, this commercial-residential area had a total of 39 alcohol outlets and 438 police calls for services occurring near the alcohol outlets. The primary types of calls for services were theft (including robbery and burglary), disturbances (which can include but are not limited to subjects conducting disruptive behaviors), public intoxication, fights, noise, subjects with a gun or knife, mistreatment of narcissists, and sexual assaults.

What are residents and businesses saying...

Residents who have lived in the area for more than 20 years report that their quality of life began to suffer soon after retail alcohol outlets moved in five years ago. Loud music keeps them awake at night and they are afraid that intoxicated patrons will break into their properties. Business employees report trash in the parking lot. Fights and criminal activity are common in the parking lot, police officers and ambulances are constantly in the area.

"Quality of life has decreased in the area. Since the alcohol outlets started opening, we have seen an increase in crime from illegal drug use to fights and even shootings".

Residents

Communities can take an active role in improving the retail alcohol environment and reducing alcohol-related harm by establishing standards of operation for licensed alcohol establishments in order to promote successful business practices compatible with healthy economic growth, community safety and enhance the quality of life for the City of El Paso residents.

Contact Information:
Jeremy Jordan
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The Alcohol Impact Network is a group of individuals representing various public and private sector organizations. The Alcohol Impact Network works to address environmental risk factors that contribute to underage and binge drinking through advocacy and policy change. Paso del Norte Health Foundation, supports the Alcohol Impact Network through the collective impact model to affect alcohol policy in the Paso del Norte region.
HOW WE MADE OUR CASE

• Analyzed all of the data available
• Synthesized data
• Network members were part of the data collection and were knowledgeable about the data
• Listed a series of problems and determined best ordinance condition to help solve that problem
ORDINANCE CONDITIONS RESULTING FROM RETAIL ANALYSIS

On-Premise

• Required RBS
• Restrict bulk sales
• Restrict promotions
• Restrict concurrent sales
  • Alcohol + energy drinks
• Density spacing requirements
• Trained security
• Cameras
• Restricting number of alcohol outlets in shopping centers
• Sound wall – No speakers outside
• Parking requirements

Off-Premise

• Restrict package size
  • i.e. “simple shorty”
• Required RBS
• Lighting
• Security
• Graffiti removal
• Signage
  • No loitering
  • No soliciting
• Percent of window covered
• Product placement
APPROACHES TO REGULATING ALCOHOL OUTLETS

Legal Issues – Pre-emption

• State preemption is the doctrine that determines the level of local control over licensing decisions in a given State.
• Local governments have authority to regulate alcohol outlet density only to the extent that the state grants that authority.
POLICY ACTION STEPS

1. Develop a policy action statement
2. Engage enforcement agency
3. Collect data to establish a foundation
4. Make your case
5. Draft policy language
6. Use media advocacy
7. Mobilize support and provide community education
8. Get the policy adopted
9. Ensure enforcement of the policy
10. Evaluate campaign effectiveness
Questions?

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