



March 24, 2014

Mary Segawa
Washington State Liquor Control Board
3000 Pacific Ave SE
Olympia, WA 98504

Dear Ms. Segawa,

Enclosed is the 2014 annual report for the City of Olympia Downtown Alcohol Impact Area (AIA).

As per WAC 314-12-215(8)(a), the City is submitting this report for Board review.

On behalf of the City of Olympia and the Downtown Community, we thank the Liquor Control Board and staff for continued support of the AIA program.

Sincerely,

Brian Wilson
Code Enforcement Officer
City of Olympia
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Background

Downtown Olympia is a regional destination for Thurston County. It is home to over 400 independently owned businesses, 1,900 residents, and 10,000 state employees. Often referred to as the “heartbeat of Olympia’s economy,” the dense and diverse characteristics of the downtown core are what make Olympia unique from other regional communities. It’s a growing community with several large scale development projects underway and, according to the Thurston Regional Planning Council, will see an expected 5,000 new residents in the next 20 years.

As shown in many other Washington State communities, increased urbanism comes with a handful of challenges. One of which is an increase in criminal and nuisance behavior. Olympia City Council recognizes the importance of the downtown core and set “Champion Downtown” as one of its top four priorities. The goals associated with this priority are:

- Increase Commerce and Private Investment
- Create a Safer, Cleaner, and More Welcoming Downtown for All to Enjoy
- Develop Partnerships to Expand Desirable Public Spaces
- Play a Greater Role in Developing the Vision and Enhancing the Image of Downtown
- Develop a Community Renewal Plan

To accomplish these goals, City Council began the Downtown Project, a multi-pronged approach consisting of several programs addressing areas of opportunity and challenges in downtown. The first iteration of the Downtown Project began in 2012 and is now in its fourth year. This effort requires strategic partnerships with multiple stakeholder groups and emphasizes community involvement in revitalization efforts. It has been a largely successful community effort with multiple accomplishments including:

- Establishment of Downtown Walking Patrol
- Establishment of Downtown Ambassador Program
- Establishment of Bars & Taverns Best Management Practices
- Creation of Bar & Tavern Owners League
- Quarterly Community Safety Meetings
- Establishment of Downtown Alcohol Impact Area
- Establishment of Parklet Program
- Review of Pedestrian Interference Ordinance
- Graffiti Program Coordination
- Establishment of Hot Spot Policing Community Groups
- Establishment of Drug Free Zones
- Expansion of Clean Team Services
- Establishment of Downtown Neighborhood Association
- Routine Surveys of Downtown Users
- Alleyway Lighting Program

- Streetlight LED Conversion Program
- Crime Prevention Through Environmental Design Grant Program
- Public Safety Tax Increase Approved by Voters
- Establishment of Pedestrian Recycling Program
- Installation of Smart Parking Meters
- Façade Improvements to Washington Center for Performing Arts
- Multiple Installations of Sculptures and Murals
- Cigarette Butt Bin Program
- Establishment of Volunteers in Paint Program
- Creation of Downtown Welcome Center

As can be seen from the list above, the Downtown Project is large in scale and scope. The City has invested millions of dollars in public infrastructure and thousands of hours of staff time toward a comprehensive approach to create a clean, safe, and welcome environment for Downtown Olympia. The Alcohol Impact Area is just one piece of a larger revitalization puzzle. It is not intended to be a “silver bullet” for downtown, yet it is an essential and important program for the City to accomplish its goal. This can be evidenced by looking at the success other cities in Washington State have experienced in reducing chronic public inebriation behavior as a result of their respective AIAs.

Thus, in 2012, the City began the process to collect data to demonstrate the chronic public inebriate problem in Downtown Olympia. The city reviewed police & medical calls to service, created an alcohol task force, and completed a 10-week alcohol litter survey which found over 1000 littered containers, mostly within a 2 block radius of off-premises retailers. This process also included two separate volunteer bans, one of which was guided by the terms set by Washington Beer and Wine Distributors Association (WBWDA) representatives. Both of these volunteer bans failed to reduce chronic public inebriate activity in downtown, and, in the case of the WBWDA volunteer ban, resulted in an increase in littered alcohol containers.

In October, 2014, the City of Olympia petitioned the Washington State Liquor Control Board (WSLCB) to establish a downtown Alcohol Impact Area. At their December, 2014 board meeting, the Board Members unanimously voted in favor of the City’s petition. The AIA went into effect on February 15, 2015.

Olympia’s banned product list contains the nine products. These products represented 90% of the found high-alcohol content containers in litter surveys conducted in Summer, 2013. Olympia’s banned product list is considerably smaller than the three other Washington State cities with established AIAs: Seattle – **46 products**, Tacoma – **45 products**, Spokane – **48 products**.

Shortly after Olympia’s AIA came into effect, it became clear that retailers simply restocked their shelves with materially similar unbanned high-alcohol content, low-cost products.

Current Downtown Olympia Alcohol Impact Area Banned Products List

Manufacturer	Brand Name	Alcohol Content by Volume
The Steel Brewing Co	Steel Reserve - All Flavors	8.10%
Anheuser Busch	Hurricane High Gravity	8.10%
Miller Brewing Co.	Milwaukee Best Ice	5.90%
Miller Brewing Co.	Olde English 800 - All Flavors	5.90%
Mickey's Brewing Co.	Mickey's Ice	5.80%
Drink Four Brewing Co.	Four Loko - All Flavors	12.00%
Mike's Hard Lemonade Co.	Mike's Harder - All Flavors	8% - 9.9%
Coors Brewing Co.	Keystone Ice	5.90%
Olde English 800 Brewing Co.	Olde English 800 High Gravity	8.00%

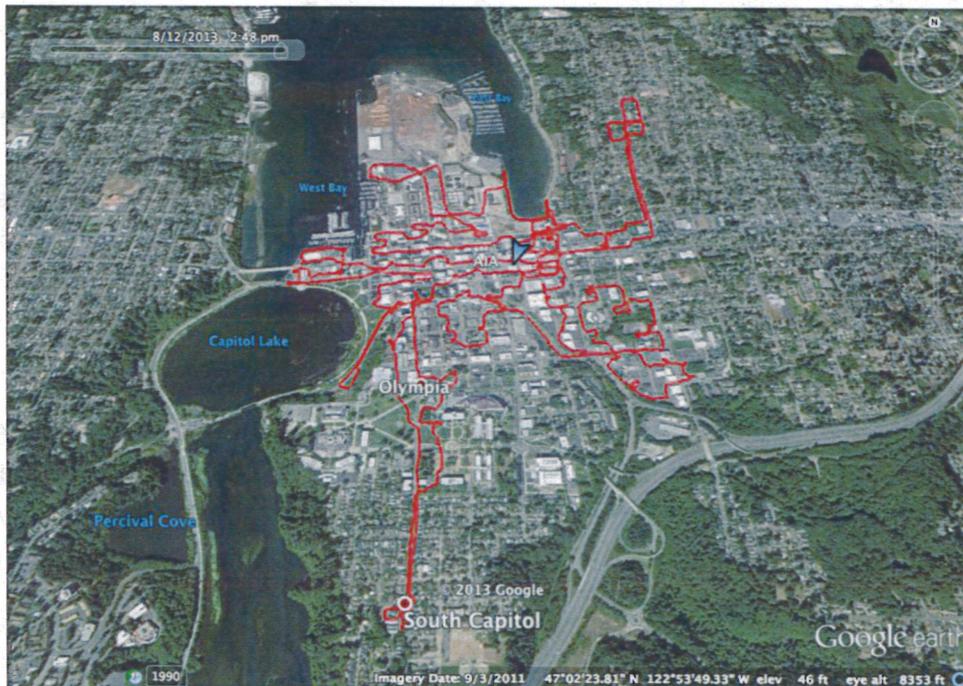
Beer and Wine Container Survey

Method:

A weekly beer can survey was conducted within the downtown Olympia AIA boundary and in the area surrounding two nearby corner grocery stores. City staff searched for evidence of drinking in public in the form of beer/wine/liquor containers in streets, alleyways, bushes and pedestrian trash/recycle receptacles for a 4-week period from July 7, 2014 to July 28, 2014.

Staff tracked the weekly route taken for the survey via GPS technology in a previous survey completed in 2013 (see Figure 1). Staff followed the same route for this survey to ensure consistency in data collection efforts.

Figure 1: GPS Route of Weekly Data Collection



Staffing limitations only permitted the City to conduct a limited number of surveys. These surveys were completed once a week at varying times of the day. Each data collection period took approximately 5-7 hours.

Identifying the exact amount of illegally consumed alcoholic beverages is a challenge due to the multiple cleaning efforts that exist in downtown (Ambassador Clean Team, Probation Crew, Parks, Arts, and Recreation staff, Morningside employees, private can collectors, and social service agencies). Since these cleaning services operate on a 7 day/week basis, the results of this survey should be interpreted

as representing only a fraction of the actual amount of containers that are consumed illegally and littered on a weekly basis.

When a used can or bottle was located, staff would photograph the litter and log the date, time, location, brand, and size of container (when able). Some of the photos display multiple containers. See attached DVD for a copy of every photo and the photo database. The file names of the photos can be cross-referenced with the photo database, which contains date, time, location, beverage brand, and size of container (when identifiable) information. Once photographed, the cans were disposed in order to prevent duplicate instances in the dataset. When containers could not be disposed (out of reach of the data collector) incidences were cross-referenced with previous data to ensure each data set was singular in occurrence.

Results/Analysis:

A total of 61 unique brands were found in the survey (Attachment 1). Fifty-four (54) of the brands were beer/wine and seven (7) were hard alcohol.

A total of 351 beer, wine, and liquor containers were located in the survey.

In the 2013 litter survey, staff geocoded the locations of the found containers. This revealed several "hot spots" where high quantities of alcoholic containers were located. These hot spots were most often located within 1 block of an off-premises retailer that carried alcoholic products on their shelves. Consistent with the 2013 survey, this year's survey found the same data trend. By this evidence, it is reasonable to conclude that public drinking is occurring nearby the source of the alcohol more so than in locations not in close proximity to stores carrying alcoholic beverages.

WAC 314-12-215 (3d) states "[r]estricted beer and wine products must have minimum alcohol content of five and seven-tenths percent by volume and twelve percent by volume, respectively." Using 5.7% alcohol by volume (ABV) and 12% ABV for wine as the cut-off, products were split into three categories: Low-Alcohol (Beer < 5.7% ABV; Wine < 12% ABV), High-Alcohol (Beer ≥ 5.7% ABV; Wine ≥ 12% ABV), and Hard Alcohol. Of the 54 beer/wine brands, there were 16 high ABV and 37 low ABV beer/wine products.

In the 2013 10-week litter survey, high gravity containers represented two-thirds of the total sample while low gravity products represented just over a quarter found containers. This year, the high gravity to low gravity proportions flipped with low gravity containers representing 70.37% and high gravity representing 27.65% of the total sample (See Figure 2).

Since WAC 314-12-215 does not apply for hard alcohol products, the dataset was segmented to reflect only beer and wine products. Removing the 7 hard alcohol containers reduced the dataset to 344 total containers. This yields an average of 86 found beer/wine containers found each week.

Figure 2: Total Number of High Gravity, Low Gravity, & Hard Alcohol Found Containers

High Gravity, Low Gravity & Hard Alcohol Found Container Percentages		
Type of Product	2014	Percent of Containers
High Gravity	97	27.64%
Low Gravity	247	70.37%
Hard Alcohol	7	1.99%
Total	351	100.00%

WAC 314-12-215(3)(e) reads, in part:

“Upon board approval and upon an individual product by individual product basis, a local authority may restrict a product that is already restricted in another board-recognized alcohol impact area provided that a product is significantly materially similar (for example, comparable alcohol percent content, container size or liquor category such as alcoholic energy drinks) to products already restricted in its own alcohol impact area.”

This clause allows the board to approve the addition of “materially similar” products to a municipality’s banned list that already exist on other recognized banned-product lists. While analyzing these data, it is easier to refer to products as *eligible* or *non-eligible* based on how the WAC refers to a product’s ability to be added to a banned list. The reason for this is that other cities have products on their approved banned lists which fall below the minimum alcohol by volume (ABV) levels defined in WAC 314-12-215, yet were identified by the board as a product contributing toward chronic public inebriate (CPI) behavior.

Figure 3 represents the breakdown of eligible vs. non-eligible containers found in this beer can survey. This shows that over half of the containers found in the survey are ban-eligible products as defined in WAC 314-12-215.

Figure 3: Eligible vs. Non-Eligible Containers (Excluding Hard Alcohol)

Eligible vs. Non-Eligible Brands		
Eligible Brands	189	54.94%
Non-Eligible Brands	155	45.06%
Total	344	100.00%

As displayed above, it is clear that ban-eligible beer/wine products remain the preferred beverage for CPIs, representing over half of the containers found in downtown Olympia.

As mentioned above, staff noted container size in their data collection. Figure 4 shows the container size breakdown of found beer products. As can be seen, multipack and single-serve containers were nearly a 50/50 split in our survey.

Figure 4: Table of Found Beer/Wine Container Sizes

Beer/Wine Container Sizes	Total Containers Found	Percent of Total Beer/Wine Container Sizes
12 oz	54	15.70%
16 oz	122	35.47%
22 oz	2	0.58%
23.5 oz	4	1.16%
24 oz	136	39.53%
25 oz	18	5.23%
40 oz	3	0.87%
375 ml	2	0.58%
500 ml	1	0.29%
750 ml	2	0.58%
Total	344	100.00%
Total Multipack Containers	176	51.16%
Total Single-Serve Containers	168	48.84%

Summary:

This survey of beer/wine container survey has revealed that CPI drinking-in-public behavior is a significant problem in Downtown Olympia. This data analysis has revealed the following:

1. CPI behavior is happening within the AIA borders. Despite this comprehensive 4-week beer/wine container survey, staff was unable to locate a single container in the areas surrounding the two closest off-premises retail locations, thus showing no dispersion effect.
2. There were a low number of banned products found in downtown Olympia suggesting that the AIA is effective in keeping those products out of downtown.
3. Survey data showed that while banned products are, for the most part, staying out of downtown, there is evidence that off-premises retailers have merely stocked their shelves with other low-cost, high-alcohol and ban-eligible beverages.
4. Staff was able to locate, on average, more than 85 containers per day of surveying. These containers are thought to represent only a fraction of the total amount of publicly consumed beverages due to the multiple 7 day/week cleaning services in downtown Olympia.

5. A significant amount CPI activity is occurring in close proximity to off-premises retail stores that carry low-cost, high alcohol-by-volume products.
6. The majority of the alcoholic beverages consumed by CPIs are ban-eligible products (as defined by WAC 314-12-215 (3d)).
7. There was no significant difference between CPI consumption of single-serve and multipack beverages (See Figure 4).

Attachment 1: Brands Found in Litter Survey

Beer/Wine Brands		Hard Alcohol Brands
Big Wave	Keystone Light	Bacardi Rum
Bud Light	Miller GD	Burnetts vodka
Bud Light Margarita	King Cobra	Evan Williams
Alaskan	Keystone Ice	Hennessy
Blue Moon	Mickey's Ice	Sinfire Whisky
Bud Ice	Mikes Hard	Taaka Vodka
Bota Box	Mickey's ML	UV Vodka
Budweiser	Miller Highlife	
Busch	Miller Light	
Busch Light	Milwaukee's Best Ice	
Cooks wine	Milwaukee's Best Premium	
Coors	Modelo Chelada	
Coors Light	Natty Daddy	
Dos Equis	Natural Ice	
Fortune miller	Olde English 800	
Fosters	Olympia	
Four Loko	Pabst BR	
Genesee Beer	Paulaner	
Genesee Cream Ale	Rainier	
Genesee Ice	Rolling Rock	
Guinness	Samuel Adams	
Hamms	Shock Top CAW	
Hurricane	Sierra Nevada	
IceHouse	Sparks	
IceHouse Edge	Steel Reserve	
Jack Daniels Punch	Tilia Wine	
Joose	Twisted Ice Tea	

Police Data

Calls to Service for Liquor Offenses

The AIA was just a single piece of our downtown policing strategy. At the time of adoption, the City only had one walking patrol officer with limited daytime hours. This officer was also subject to being pulled from the downtown beat to assist with call volume in other areas of the City. Shortly after the AIA came into effect, the City added an additional walking patrol officer to create a 7-day program in addition to adding evening-hours emphasis patrols Thursday through Saturday.

The presence of walking patrol officers has a multi-tiered effect on downtown nuisance behavior. First, they act as a deterrent for crime. Additional enforcement eyes-on-the-street creates an environment more uncomfortable for criminals or chronic public inebriates. This is evidenced by a year-to-year calls to service data comparison.

Total Calls to Service for Liquor Offenses	
2/15/13-2/15/14	294
2/15/14-2/15/15	225

As can be seen in the above table, calls to service for liquor offenses decreased when the downtown AIA came into effect on February 15, 2014 by **23.4%**. Interestingly, the percentage reduction of calls to service for liquor offenses is close to the percent reduction of ban-eligible brands found per week between 2013 and 2014 in the litter studies (**31.9%** reduction).

Chronic Public Inebriate Product Selection

The establishment of the AIA also changed the way officers logged alcohol product data in police reports. For all Liquor Offenses, officers began noting the product name in the report. Consistent with litter survey findings, officers noticed that public inebriates began drinking other low-cost, high-alcohol products when the AIA went into effect. It is the belief of the officers that CPIs are not brand-dependent, rather price-dependent.

Police reports revealed that officers encountered 28 different beer & wine products in their arrests in a data collection period between February 15, 2014 and July 31, 2014. Of those 28 products, 13 were ban-eligible products. All but one of the products was what is considered to be a low-cost product (not craft or premium beer).

Arrests for Liquor Offenses

The increase of walking patrols adds to the efficiency of policing in the downtown core. Before the additional patrols, it was common for the police to get a call to service via 911 for someone drinking in public. Without an officer nearby, the offender had an increased amount of time to either finish their beverage or move to another location before an officer arrived. Now, the police department typically

has a walking patrol officer within a couple blocks of the call location leading to an increased ability to respond in a timely enough manner to view the offense and make an arrest.

Arrests for Liquor Offenses	
2/15/13-2/15/14	153
2/15/14-2/15/15	202

As can be seen in the above table, arrests increased by 32% which is largely a product of an increased downtown police presence. The police department does not believe this statistic represents an increase in public drinking in downtown, rather an enhanced ability to enforce the law.

Summary

The true spirit of Alcohol Impact Areas is to reduce chronic public inebriation in a specific area of a city. This type of nuisance behavior affects the health and safety of the public inebriates, visitors, and has negative economic impacts on our downtown business community.

The City of Olympia is committed to creating a safe and welcome environment in Downtown Olympia. The Downtown Olympia AIA is an important piece of the City's larger Downtown Project. Establishing a state-recognized mandatory AIA was a large step in the right direction toward accomplishing City Council's vision for Downtown Olympia. The City has more tools to address this issue and are committed to working toward reducing chronic public inebriation in downtown.

The WSLCB website states:

"The purpose of an Alcohol Impact Area is for local authorities to have a process to mitigate problems with chronic public inebriation or illegal activities linked to the sale or consumption of alcohol within a geographic area of their city, town or county, but not the entire jurisdiction"

Based on data analysis from before and after the Board approved the city's petition to establish a mandatory AIA in Downtown Olympia, it has become clear that the full potential of reducing chronic public inebriate related crime will not become evident until the City establishes a comprehensive banned product list containing all known low-cost, high-alcohol content beverages. The majority of retailers have shown an interest in restocking shelves with similar low-cost, high-alcohol problematic beverages which will result in the city continuing to return to the board to amend the banned list.

In November, 2014, the City of Olympia petitioned to amend the banned beverages list with all known low-cost, high-alcohol products. The list was created based on the results of the 2014 litter study and products listed on other state recognized banned lists. The City awaits the Boards decision on their petition to amend. A public hearing is scheduled for March 25, 2015.