



OFFICE OF THE
LORD MAYOR
Brisbane

Office
2nd Floor, City Hall
King George Square
Brisbane 4000
Tel 07 3403 4400
Fax 07 3403 9930
LORDMAYOR@brisbane.qld.gov.au

Postal
GPO Box 2287
Brisbane Qld 4001 Australia

22 October 2009

Ms Barbara Stone MP
Chair
Inquiry into Alcohol Related Violence in Queensland
c/- Law, Justice and Safety Committee
Parliament House
BRISBANE QLD 4000



Hand delivered 12:50pm

Dear Ms Stone *Barbara,*

On behalf of the Brisbane City Council I enclose the attached submission to the Inquiry into Alcohol Related Violence. The challenges being posed by alcohol misuse in Brisbane are substantial and local experience would indicate that these challenges are escalating.

While I acknowledge alcohol has its place in Australian culture and the majority of consumers drink responsibly, it has become apparent that alcohol is inflicting substantial damage in our society.

Alcohol misuse is not a victimless crime. Its costs are borne across the entire community from short term harms caused to residents who feel unsafe on inner city streets or in neighbourhoods adjacent to licensed pubs and clubs, to medium term harms resulting from traffic accidents and street fights, to the devastating longer term effects of domestic violence and the harms accruing from alcohol-related chronic illness.

Worryingly, there also appears to have been a cultural shift in recent years, with many young people now engaging in binge drinking – a practice that has almost become a ‘right of passage’, but which all too often places the binge drinker and others at serious risk of harm. Barely a day goes by now without the negative aspects of alcohol misuse making the news. The community is justifiably tired of this behaviour and thankfully debate about alcohol issues is now considering how lifestyle choices and individual responsibility can receive a more prominent place.

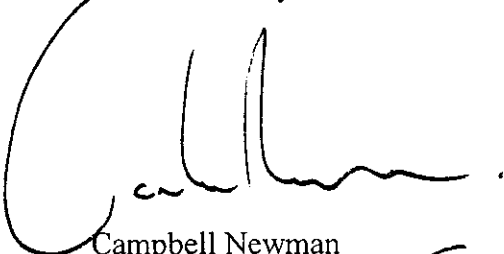
The violence which is all too often associated with alcohol misuse incurs enormous costs on government and every effort must be made to mitigate the impacts of alcohol misuse in our community.

Responding to alcohol related violence clearly warrants a coordinated, whole of government approach and I and my Council will strongly support any such efforts. Council is currently taking a number of measures towards this end, including:

- Establishing a dedicated team within the Community Safety Branch to respond to the major issues associated with alcohol management in Brisbane;
- Initiating regular meetings with the Office of Liquor and Gaming Regulation and the Queensland Police Service to discuss key challenges posed by alcohol misuse and explore future opportunities for collaborative action;
- Writing to the Honourable Peter Lawlor MP, Minister for Tourism and Fair Trading, objecting to the move by the Australian Leisure and Hospitality (ALH) Group to extend trading hours at 27 ALH venues across Brisbane. These applications are clearly unwarranted and are contrary to the 2008 amendments to the State Liquor Act which enshrine the principle of harm minimisation;
- Undertaking regular coordinated liquor enforcement and compliance visits to targeted licensed venues in Brisbane, in association with the Police and Liquor Licensing staff;
- Considering Council's future role in alcohol management in Council leased premises, sponsored festivals and community events, and how Council Local Laws and planning schemes can be used to help shape local drinking environments and the availability of alcohol.

It is vital that all levels of government appropriately balance the perceived economic benefits from the liquor and entertainment industries, against the need to ensure individual and community safety and the amenity of our local neighbourhoods. Council will continue to take whatever steps it can in an effort to achieve such a balance in Brisbane. The Inquiry into Alcohol Related Violence provides the State Government with the opportunity to make a principled stand on this matter, on the basis of the public good. The Council would strongly support such a stand.

Yours sincerely



Campbell Newman
LORD MAYOR

Ref: LM39577-2009

From a personal perspective
I am leaning towards a view
that trading hours in the
Valley & CBD may need to be
reduced.

PARLIAMENTARY INQUIRY

INTO ALCOHOL RELATED VIOLENCE



**BRISBANE CITY COUNCIL
SUBMISSION**

OCTOBER 2009

TABLE OF CONTENTS

INTRODUCTION	3
1. CURRENT ISSUES	4
1.1 ALCOHOL SUPPLY AND CONSUMPTION	4
1.2 THE COMMUNITY IMPACTS OF ALCOHOL MISUSE AND ALCOHOL RELATED VIOLENCE – PERCEPTIONS OF SAFETY.....	5
1.3 THE ECONOMIC COSTS OF ALCOHOL MANAGEMENT ON THE BCC AND STATE AGENCIES.....	6
1.4 CONSUMPTION OF ALCOHOL IN NON LICENSED ENVIRONMENTS (EG PRIVATE HOMES) AND SUBSEQUENT DRINKING BEHAVIOUR IN LICENSED VENUES	7
1.5 ALERTING KEY JUDICIAL DECISION MAKERS ABOUT THE 'ON THE STREET' REALITIES OF ALCOHOL MANAGEMENT/VIOLENCE.....	9
1.6 ENFORCING COMPLIANCE IS PLACING SIGNIFICANT OPERATIONAL DEMANDS ON THE BCC AND STATE AGENCIES	10
1.7 THE CHALLENGE OF DEALING WITH ESCALATING PATRON NUMBERS IN KEY ENTERTAINMENT AREAS	10
1.8 PLANNING ISSUES	10
1.9 SUPPORT FOR THE INSTITUTION OF RISK MITIGATION MEASURES.....	10
1.10 ALCOHOL AND ILLICIT DRUG USE	10
1.11 REINFORCING A COMMITMENT TO HARM MINIMISATION	10
RECOMMENDATIONS	10
1. ESTABLISH A SET OF CORE PRINCIPLES TO GUIDE FUTURE ACTION	10
1.1 COMMIT ADEQUATE RESOURCES FOR LONG TERM, HOLISTIC ACTION	10
1.2 A FOCUS ON PREVENTION.....	10
1.3 PROMOTE AND DELIVER STRATEGIC PARTNERSHIPS	10
1.4 INFLUENCE PRODUCT SUPPLY	10
1.5 EMPHASIZE THE NOTION OF PERSONAL RESPONSIBILITY	10
2. SECURE CROSS GOVERNMENT AND CROSS SECTOR AGREEMENT ON FUTURE ACTION.....	10
2.1 NEW GOVERNANCE ARRANGEMENTS	10
2.2 ADDITIONAL RESOURCES TO IMPROVE COMMUNITY SAFETY AND REDUCE ALCOHOL HARMS.....	10
3. ESTABLISH TOWN PLANNING MECHANISMS WITH THE CAPACITY TO ADDRESS CITY WIDE ALCOHOL MANAGEMENT ISSUES	10
ATTACHMENT 1	10
ATTACHMENT 2	10
ATTACHMENT 3	10
ATTACHMENT 4	10
ATTACHMENT 5	10
ATTACHMENT 6	10
ATTACHMENT 7	10
ATTACHMENT 8	10
ATTACHMENT 8 (A)	10
ATTACHMENT 9	10
ATTACHMENT 10	10
ATTACHMENT 11	10
ATTACHMENT 12	10
ATTACHMENT 13	10
ATTACHMENT 14	10
ATTACHMENT 15	10

Introduction

Brisbane City Council's (BCC) submission to the Inquiry into Alcohol Related Violence is underpinned by Council's principle strategic policy document, *Our Shared Vision – Living in Brisbane 2026*, which has established “making the city a safer place to live” as one of its eight key themes and “safe communities”, “better public health” and “healthy economy”, amongst its key citywide outcomes.

The Council acknowledges that the alcohol and entertainment industries make a notable contribution to the city's economy through direct and indirect employment, capital investment and operational investments across production, supply and distribution chains.

The Council actively encourages vibrant economic environments across the city. Unfortunately it also has to deal with a range of negative consequences including alcohol misuse, alcohol related violence and the challenges associated with alcohol management and community safety.

These challenges and their consequences are outlined in the following submission.

The submission:

- Highlights a number of current strategic and operational issues impacting on alcohol management and alcohol related violence issues in the Brisbane metropolitan area;
- Includes a range of data throughout, providing evidence of the impact of alcohol misuse and violence on individuals, families and communities, and outlines the economic costs of alcohol misuse upon the three levels of government;
- Provides case studies highlighting operational demands associated with enforcing alcohol compliance issues in Brisbane;
- Presents a number of recommendations designed to deliver an enhanced and more coordinated response to alcohol management and community safety issues in Brisbane; and
- Includes a number of attachments providing research and survey data, photographs and Closed Circuit Television (CCTV) footage, which highlight alcohol management/violence issues in Brisbane.

The three broad recommendations of Council are:

1. Establishing a set of core principles to guide future action;
2. Securing cross government and cross sector agreement on future action; and
3. Establishing town planning mechanisms with the capacity to address city wide alcohol management issues.

1. Current Issues

1.1 Alcohol supply and consumption

Alcohol misuse was estimated to cost the Australian community \$15 billion in 2004/05 in terms of health harms, lost productivity, and crime. This is approximately twice the social cost of illicit drug use across the nation. (National Drug Research Institute, 2009).

A brief snapshot of the social and economic impacts of alcohol misuse and alcohol related violence is outlined below and a more detailed overview is provided in Attachment 1. Data from the National Drug Strategy as presented by ICLEI Oceania (Local Governments for Sustainability) indicates that:

- Across Australia: 30% of teenagers fear for their safety due to excessive drinking;
 - In NSW: Assaults increased 28.5%, glassings increased 35% (2004/5 – 08 data);
 - In Victoria: Glass and bottle attacks increased 31% (2002 – 08 data); and
- (ICLEI Oceania, presentation to BCC, August 2009 – Data based on the National Drug Strategy Household Survey)

Over the 10 year period 1996–2005:

- An estimated 32,696 Australians aged 15 years and older died from alcohol attributable injury and disease caused by high risk drinking;
- An estimated 813,072 Australians aged 15 years and older were hospitalised for alcohol-attributable injury and disease - Queensland exceeded the national average for alcohol-attributable hospitalisations;
- Over 80% of all the alcohol consumed by 14–17 year olds is consumed at high risk/acute harm levels;
- Over the ten years 1993–2002, it is estimated that over 500 under-aged drinkers in Australia (aged 14–17yrs) died from alcohol-attributable injury and disease caused by high risk drinking; and
- Over 3,300 14–17 year olds were hospitalised for alcohol-attributable injury and disease in 1999/00. Teenage males are three and a half times more likely than females to die from alcohol-attributable injury.

(National Drug Research Institute Bulletin No:12, Trends in estimated alcohol-attributable deaths and hospitalisations in Australia, 1996-2005, Sept 2009; and Bulletin No: 7, Under-aged drinking by 14-17 yr olds and related harms, Nov 2004)

A growing body of research also demonstrates the relationship between alcohol and crime – “criminological research over many years has highlighted the prominent role of alcohol in criminal offending, especially in offences involving violence”

(Hemel, R. (1997) 'Preventing Alcohol-Related Injuries', in O'Malley, P. and Sulton, A. (eds) Crime Prevention in Australia: Issues in Policy and Research, The Federation Press, Annandale, page 217).

For example, an investigation of crimes in the City of Sydney Local Government Area (LGA) indicated that:

- 75% of Offensive Conduct crimes were alcohol related;
- 59% of Assault crimes were alcohol related;
- 52% of Sexual Assault crimes were alcohol related; and
- 40% of Malicious Damage to Property crimes are alcohol related.

(cited in the City of Sydney, Drug and Alcohol Strategy 2007-2010, Social Policy and Programs, December 2008)

These disturbing statistics are made worse when viewed within the context of the continuing escalation in the availability of alcohol within the Brisbane community. The city already has approximately 1550 licensed premises (ie over 21% of the State's 7150 licensed premises) and the number of licensed premises has increased by an average annual figure of over 7% since 2004, compared to the State's average annual figure of 3.5% (See Attachment 2).

1.2 The community impacts of alcohol misuse and alcohol related violence – perceptions of safety.

The negative impacts of alcohol misuse and violence on the Brisbane community have been documented in several recent surveys.

For example:

- Approximately 60 percent of residents, particularly female residents, who responded to Council's 2009 Omnibus Survey, are concerned about being confronted by an alcohol affected person in a public place (see Attachment 3).
- In late June 2009, data from over 200 residents who live in proximity to hotels operated by the Australian Leisure and Hospitality Group revealed in a council email survey that:
 - i. Over 90% are either very concerned or concerned about anti-social behaviour by patrons (eg public urination, aggressive behaviour) and approximately 70% have personally experienced such behaviour;
 - ii. 85% are either very concerned or concerned about vandalism and almost 50% have personally experienced vandalism to private property;
 - iii. Approximately 80% are either very concerned or concerned about road safety issues and have personal experience of these issues in their neighbourhood; and
 - iv. 85% are either very concerned or concerned about excessive noise and rubbish and approximately 50% have personally experienced these problems.

(Attachment 4 provides further detail from this survey, while a sample of comments which demonstrate the level of residents' frustration and concern is provided in Attachment 5.)

- Preliminary findings from a September 2009 survey of patrons frequenting licensed venues in Fortitude Valley indicates that:
 - i. Almost 80% of respondents had either been the victim of violence or had personally witnessed violence;
 - ii. Approximately 70% indicated that violence is made worse by alcohol, or that violence is part of our society but is made worse by alcohol; and
 - iii. In rating the effectiveness of strategies designed to address violent behaviour, respondents rated the most effective strategies as - being banned from a licensed premises (70%), the presence of police and potential arrest (67%), and the threat of a possible court conviction and imprisonment (67%).
- A survey undertaken jointly by the BCC, Brisbane Youth Service and Red Cross interviewed 284 young people in Fortitude Valley between 10pm and 1am on

Friday 11 September 2009. Respondents were asked how they felt about safety in the Valley and what they thought could be done to make the area safer.

- The survey indicated that:
 - i. Young people were in the valley predominately to go to a night club (45%), a restaurant, café or live music venue (34%), or a bar (19%);
 - ii. In terms of their perceptions of personal safety, 38% of young people felt 'totally safe', 38% felt 'fairly safe', 18% felt a 'bit unsafe' while 6% felt 'totally unsafe';
 - iii. In response to the question 'How safe do you think the Valley is overall', 14% of young people thought it was totally safe, 33% considered it 'fairly safe', 34% 'a bit unsafe' and 19% 'totally unsafe';
 - iv. When asked "what could be done to make the Valley safer?" 171 different responses were identified. These are summarised into the following groupings:
 - a) more police and security at peak times in hotspot locations;
 - b) increased access to public transport and taxis, including management systems to handle peak times and clientele;
 - c) stronger laws to manage those that offend, disturb or perpetrate crime or violence;
 - d) presence of local people who make the valley safe and welcoming, are on the lookout for potential issues/ safety concerns, link to police/ chaplain watch;
 - e) presence of more street entertainment in areas where patrons are becoming bored/ frustrated (eg at cab queues, entrance lines to clubs etc); and
 - f) a safe space for patrons who need support/ first aid/ assistance as a first point of call before police or ambulance.

BCC's CitySafe CCTV statistics also reported over 300 alcohol related offences in the city and valley malls during the third quarter of 2008- 09. This is indicative of quarterly statistics throughout the year.

Council takes such data and residents' views about alcohol issues very seriously and this concern underpins both the Council's submission to the Inquiry and its ongoing commitment to work constructively with the state government and other stakeholders to mitigate alcohol related risk/harm to individuals, families and the community, at both the local and state wide levels.

1.3 The economic costs of alcohol management on the BCC and State agencies.

Council incurs significant economic costs in alcohol management and these costs are expected to increase, should the number of approvals for extended trading hours continue to increase. Council outlays include:

- The number of staff across Council from the City Planning area through to Community Services and Community Safety Branches, who are required to respond to licensing applications as well as develop programs to counter the

negative effects of increased alcohol misuse. This includes a full time Alcohol Management Project Officer;

- Remedial and intervention programs to respond to resident's negative perceptions of safety and associated concerns about alcohol related violence. For example installing additional CCTV and instituting Crime Prevention through Environmental Design (CPTED) measures. Council's CBD based City Safe CCTV system of over 50 cameras costs \$775,000 a year to operate, with the significant majority of these funds contributed through levies placed on business operators in the Queen Street mall and adjacent areas;
- Training and supporting Council employees (eg public space liaison officers) who are required to deal with intoxicated and sometimes violent people and the waste left in the vicinity of licensed venues;
- Diversion of council staff to undertake clean ups and waste management, graffiti removal and responses to vandalism of public property. For example, Council spends an additional \$2,500 a week to employ an additional 'flying gang' to clean Caxton Street after local festivals and big football games at Lang Park. A road-sweeper does two extra circuits a week, fixed rubbish bins are emptied an additional 4 times a week, and up to a dozen large industrial bins are regularly provided to handle extra rubbish;
- Provision of additional late night public transport options; and
- Additional individual/community safety and community health initiatives (eg personal safety courses; targeted health and well being publicity campaigns, domestic violence programs, and early intervention youth initiatives).

These operational costs are mirrored by the substantial costs State agencies (eg Police and Emergency Services, Queensland Health and the Department of Communities) and a range of community sector agencies incur in the provision of an array of alcohol related early intervention, remedial and rehabilitation services.

For example, data presented at the 2009 Thinking Drinking Conference by the Queensland Police Service's Assistant Commissioner, Ethical Standards, indicates that between 50% and 75% of all activities/call outs within the Central City Police District involve alcohol related matters.

Recent interstate data provides a further indication of these costs:

- Alcohol-related cases attended by Ambulance Victoria in metropolitan Melbourne rose by 28% in 2007 compared with the preceding year;
- The number of assaults reported to Victoria Police during high alcohol hours (eg late Friday and Saturday nights) increased by 11% in 2006-07; and
- The number of family incidents attended by Victoria Police where alcohol was definitely involved increased by 4% over the preceding year.

(Community Alcohol Action Network, Newsletter No 33, 2009)

1.4 Consumption of alcohol in non licensed environments (eg private homes) and subsequent drinking behaviour in licensed venues

While broad based data is available at a national and state level in relation to alcohol sales and demographically based drinking behaviour, much better empirically based data is needed on local and regionally based drinking patterns and behaviours.

Operational intelligence from BCC staff and Queensland Police Service, Queensland Ambulance Service and Office of Liquor and Gaming Regulation officers is well grounded and it usefully informs ongoing compliance and enforcement activities across the city. But as recommended later in this submission, well targeted, well integrated, cross agency data collection and analysis, consistent with similar national processes is needed.

The value of such research/data analysis is displayed in a recent survey of approximately 220 patrons and eight licensees in Fortitude Valley. This data showed that:

- 4 of the 8 licensees who responded to the survey estimated that less than 50% of their patrons consumed alcohol before coming to their premises; YET 86% of patrons actually reported drinking before going out;
- 51% of patrons reported that they usually drink either straight or mixed spirits;
- Almost 20% of patrons report having more than 6 drinks, 4-6 hours before going out to a licensed venue;
- 36% of patrons report having more than 6 drinks within a 4-6 hour period after arriving at a licensed venue;
- Almost 90% of patrons visit more than 1 venue on a single night out and 44% of patrons visit three or more venues; and
- 90% of patrons go out after 8pm and 48% of those patrons go out after 10pm.

(Queensland Health and Valley Liquor Accord, 2008)

Further detail in relation to this 2008 survey of the drinking habits of young people in the Valley is provided in Attachment 6.

The above results have been largely replicated in the preliminary findings of a September 2009 survey, commissioned by the members of the Fortitude Valley Chamber of Commerce and the Valley Liquor Accord (VLA).

This survey of patrons frequenting licensed venues in the Valley indicates that:

- 35% of respondents always drink alcohol before going out, while 60% sometimes drink beforehand;
- Just over 50% of patrons indicate that the main reason they go out is to consume alcohol;
- Almost 20% of patrons report having more than 6 drinks before going out; over 25% have 4 to 6 drinks; 46% have 1 to 3 drinks before going out; and
- While over 90% of patrons said that they do not believe that alcohol makes people more violent, 66% nonetheless reported having a violent urge while drinking at some stage in the past month and 33% at some time in the past year.

(Diarmud Deans Liquor and Gaming Specialists, 2009 patron survey for the VLA).

Incidents in and around licensed venues have rightly been the focus of much of the discussion about alcohol related violence in recent times. But the vast majority of alcohol consumption (ie anecdotal information suggests that over 80% of consumption) occurs in private, non- licensed (eg home) environments.

The consequences of the alcohol fuelled violence occurring in non licensed settings are as catastrophic as and more prevalent than incidents in and around licensed venues. ~~For example, alcohol plays a significant role in violent incidents at private~~

parties and in the prevalence of both domestic violence and child protection/neglect notifications as outlined below.

Triggered by the violent assault and death of a young Brisbane man at a party in a bay-side home, the 2005 Safe Youth Parties (SYP) Taskforce found that the youth parties that got out-of-control required police to respond to street disturbances or noise complaints, physical assaults, property damage, sexual assault, and unplanned or unsafe sex. Excessive alcohol consumption, drunken behaviour and gatecrashers were identified as the primary factors that contributed to parties getting out-of-control.

Fourteen recommendations were made by the SYP taskforce to effectively respond to violence and anti-social behaviour at out-of-control youth parties. The key recommendations included:

- Exploring providing treatment programs to youth who receive multiple liquor related infringement notices and their families;
- Placing greater responsibility on parents of youths, particularly those under the age of 18;
- Greater enforcement of third-party sale of liquor to minors;
- Providing appropriate drug and alcohol education in schools from primary school to Year 12;
- Ensuring the QPS' Safe Parties initiative conforms with best practice and situational crime prevention principles; and
- State and Local Governments ensuring appropriate facilities for youth.

While advice from the Department of Communities indicates that at this stage specific data is not kept on the influence of alcohol in relation to domestic violence, interstate and overseas data provides a useful guide to what could reasonably be considered to be a similar situation in Brisbane and Queensland:

- During 2006–07, there were 29,652 family incidents (equated with domestic violence) recorded by Victoria Police. A substantial number of incidents definitely involved alcohol (26%), or possibly involved (15%) alcohol. While some of the remaining incidents (59%) may have involved alcohol, police did not specify this in their reports, and this may have resulted in an underestimation of the true extent of alcohol involvement in family incidents. (AIHW, 2008d, analysis, Turning Point Alcohol and Drug Centre, cited in the Victorian Drug Statistics Handbook 2007, pp70-74).
- In Europe, perpetrators of half of all violent crime had been drinking, according to a survey in 2006 by Peter Anderson, a consultant for the European Commission and the World Health Organisation. The survey also found that 40 per cent of murders were committed by people who had been drinking and that...Alcohol is responsible for 16 per cent of Europe's cases of child abuse and neglect and 5 to 9 million European children live in families adversely affected by alcohol. (Cited in 'Plans drawn up for a war on drink' – New Scientist 19/4/09, p.6).

1.5 Alerting key judicial decision makers about the 'on the street' realities of alcohol management/violence

The court system clearly plays a critical role in directly responding to, or indirectly deterring people from participating in alcohol related violence. As indicated in the earlier quoted results of a 2009 survey undertaken in Fortitude Valley licensed venues, almost 70% of patrons are deterred from engaging in violent behaviour by

the presence of police and the potential risk of arrest. A similar number of patrons are deterred by the threat of a possible court conviction and imprisonment.

In spite of this, there remains a degree of community concern, frequently reflected in media reports, about what are considered to be lenient sentences imposed on violent, alcohol affected offenders, including those involved in 'glassing' incidents. Inner city licensees and business representatives strongly echoed this view at recent meetings of both the Valley Liquor Accord and the Brisbane City Liquor Accord. While calling for stronger sentencing regimes, Accord members have also called for the consideration of more innovative, alternative sentencing options (eg like hooning laws) to complement/replace fines and community service, and which would impact more directly on offenders daily lives.

It is important that key decision makers (eg elected representatives, courts, government policy makers) have a well grounded and up to date understanding of the operational realities 'on the street'. It is therefore considered that there would be merit in offering magistrates and other appropriate court officers, including the members of the Commercial and Consumer Tribunal which considers licensing matters across the state, the opportunity to undertake after hours fact finding tours of alcohol related hot spots across the city. This would allow court officers to discuss alcohol management issues and the consequences of alcohol related violence directly with representatives from the BCC and enforcement/compliance agencies including the QPS and OLGR. This dialogue would ensure that all parties are better informed about their respective responsibilities, understanding and perspectives.

1.6 Enforcing compliance is placing significant operational demands on the BCC and State agencies

Positive state government action in 2007-08 resulted in the January 2009 proclamation of amendments to the Liquor Act, which established harm minimisation as a key principle underpinning licensing activities in Queensland. The introduction of Community Impact Statements and Risk Assessed Management Plans complemented this underpinning principle by requiring licensees to formally consider the community safety and amenity impacts of their activities.

The challenge now facing key compliance agencies including the QPS and OLGR lies in how to effectively enforce compliance with the new legislation and regulations.

Enforcing compliance in licensed venues is particularly resource intensive, given the necessary after hours/night time nature of much of the compliance work undertaken by Council and State agencies (eg QPS, OLGR). Additional costs include the payment of shift allowances and the associated down-time required under workplace health and safety requirements by staff whose usual role does not include shift work (eg 10 hours off-duty required following late night/early morning enforcement operations).

Further information on the operational implications for Council and state enforcement and compliance agencies are briefly outlined below:

- Queensland's Assistant Police Commissioner for Ethical Standards Peter Martin, as cited earlier in this submission, has recently completed an analysis of operation activity undertaken by QPS officers in Brisbane's central police district.

This work concluded that between 50% and 75% of all police activities within the district involve responses to alcohol related issues - notably alcohol related violence. (*Policing licensed premises: What is happening and what police think about it?* Paper presented at the Thinking Drinking Conference, Brisbane, August 2009)

- A number of Council branches (eg Community Safety, Local Asset Services, Compliance and Regulatory Services, Community Development, Malls Management) are engaged in responding to alcohol management issues across the city. While specific costs are subsumed within broad cost centres, as indicated earlier in this submission, Council does commission additional clean ups and maintenance work in a number of designated high use areas, including the Valley entertainment precinct and Caxton Street.
- Queensland ambulance officers have also recently voiced their concerns about alcohol related violence, specifically in the context of the Australian Leisure and Hospitality (ALH) Group's bid to increase the trading hours of 27 of its licensed venues in Brisbane and over 80 venues across Queensland to 3am or 5am. These applications were, "slammed by paramedics and hospitality workers ... a survey of 202 ambulance officers and hotel workers found that not one of them supported the bid... Members have been unanimous in their concerns that this will lead to an increase in violent and anti-social behaviour from drunken patrons – in an industry where violence is already all too common." (*Courier Mail on 18 May 2009*)

Two Brisbane based case examples and one Victorian case example are provided in Attachments 7, 8/8a and 9 to further highlight the operational challenges involved in compliance activities and in taking necessary steps to mitigate the risk of alcohol related violence.

These case studies focus on:

- Compliance action at the Regatta Hotel. The operational activity at this hotel was initially prompted by ongoing resident complaints, which were starkly reinforced when an estimated 2500+ students patronised the venue one Wednesday evening in August 2009 for what have now become regular 'frat nights'. The response to this particular event required the call out of every police officer in Brisbane's western suburbs, plus additional officers from the city police district. Ongoing compliance activity continues to involve significant numbers of QPS, OLGR, and Council officers.
- The complex challenges associated with dealing with groups of 18-25 year old African refugee young people who are gathering at the top end of Caxton Street late on Friday and Saturday nights. These young people are reportedly involved in violence and anti-social behaviour including the verbal/physical intimidation of nearby residents and the patrons of other local licensed venues. This case study includes an outline of the tactical response plan currently being jointly implemented by Council and QPS officers.
- The initiation of a Safe Streets Taskforce by the Victorian Police Service which targeted night time hot spots in the inner city Melbourne. 150 extra police were involved in the operation which resulted in substantial numbers of liquor/drug related arrests, liquor licensing breaches and traffic infringement notices. The initiative ran from October 2007 until July 2009 when it was discontinued due to budget constraints.

The case studies highlight the operational demands involved in mitigating the risks and dealing with the direct and indirect consequences of alcohol misuse/violence.

The reality 'on the street' is that there are insufficient enforcement and compliance resources available to appropriately handle current demands. This situation heightens the degree of risk for all stakeholders - individual patrons, staff at licensed venues, the general community, and the police and compliance officers themselves. The following section further highlights this issue.

1.7 The challenge of dealing with escalating patron numbers in key entertainment areas

Particular challenges are presented in entertainment areas (eg Fortitude Valley, the CBD, Caxton Street) where very large numbers of people frequent licensed venues and adjacent public space on weekends and/or special events.

For example, it is estimated that approximately 35,000 to 40,000 patrons frequent Fortitude Valley on an average Friday or Saturday night. The Valley houses the state's most popular and densely packed nightclub and restaurant area and it is Brisbane's only designated entertainment precinct. Attachment 10 provides a schematic of the licensed venues in the Valley, while Attachment 11 presents several 'before and after' photos which highlight the sheer numbers of patrons who frequent those venues. Attachment 12 provides several minutes of edited CCTV footage which further illustrates the crowd control problems, heightened public safety risks and emergency response challenges presented when tens of thousands of patrons, many alcohol affected, gather in the inner city.

There are very substantial risks of alcohol related violence occurring when such large numbers of people gather in a relatively small area. As previously stated, it is essential that in such circumstances adequate numbers of police and emergency services personnel are on duty and that there are appropriate numbers of officers from compliance agencies (eg BCC, OLGR, Queensland Health, Queensland Workplace Health and Safety) to enforce responsible service of alcohol, safety/crowd control and health regulations.

Rapid population growth and the emergence of increasing numbers of licensed venues in the city's regional nodes is placing added pressure on the current system. Apart from compliance and community safety, this trend also presents challenges from a town planning perspective.

1.8 Planning Issues

The Council plays a key role in land use planning, development assessment and the provision of infrastructure and community services. To a varying extent, alcohol management and responding to alcohol related violence fall within the ambit of each of these responsibilities. Clearly, council does not exercise sole or even primary responsibility for these areas – it shares this responsibility with and is significantly dependent on State legislation, policy and response strategies for the effective carriage of much of this work.

Council nonetheless has a keen interest in ensuring the development and maintenance of safe environments for city residents and visitors, including around licensed venues and in high volume entertainment 'precincts'.

In undertaking this work Council has to deal with a number of planning considerations and anomalies, including the following:

- A disconnection between planning and licensing.

Under the City Plan, the role of development assessment (DA) is to address and mitigate the impacts that land use and built form have on the environment. The DA process does not seek to, nor can it control public behaviour (eg alcohol fuelled violence). In any event, Council would not seek to impose development conditions which would be difficult for it to enforce and which are more appropriately dealt with by the licensing activities of the State (eg through the regulatory and compliance activities of the OLGR).

City Plan provisions are not retrospective, and once approved, development cannot be further regulated. Consequently, development approvals cannot address new issues which emerge as a result of the operation of the approval. Liquor licences which require periodic renewal by the state are much better placed to address these changing circumstances.

If the development assessment process is to play a role by imposing conditions designed to attempt to lessen the impact of alcohol fuelled violence, changes would have to be made at the level of the City Plan, not at the development assessment stage. Such changes might limit the places that nightclubs may locate (eg only in purpose specific precincts, a minimum distance from residential development, on low traffic roads and not on roads with narrow footpaths, or require provision for pedestrian queuing on-site etc).

Such one-off 'concrete' requirements are better suited as conditions of a development approval than an operational management plan which is difficult and time consuming to enforce. Further, because conditions of development need to be reasonable and have finality, the management plan would have to be a static document based on matters relevant at the time imposed. A management plan tied to a renewable liquor licence would provide scope to deal with behavioural changes and the latest innovative preventative measures. The approval and the licence could act in tandem.

A further limitation is that development approvals relate to the use of a site and do not reasonably extend to activities outside the site such as on the road. Council does have Local Laws which deal with the use of the footpath such as footpath dining, but its capacity to influence general off-site activity is limited.

It is also problematic that some City Plan definitions and Licence categories under OLGR do not align. For example, the licence applicable to a restaurant approved pursuant to the OLGR Licensing categories is an On-meals Premises Licence. This licence permits alcohol to be served to non-diners, thus creating a direct conflict with the development approval. However, serving alcohol without a meal to patrons on a site would constitute a Hotel under the Brisbane City Council City Plan. Hotels have greater impacts and are assessed and conditioned differently. The OLGR relies on Council imposing restrictions on development approvals, because anecdotally OLGR considers that the licence cannot otherwise be limited. A liquor licence does not override planning approval, but there is a need to address a number of anomalies in current planning and licensing processes.

- Anomalies associated with the city wide assessment of licensing applications.

In November 2008 the Australian Leisure and Hospitality (ALH) Group submitted applications to the OLGR applying to extend the operating hours of over 80 of the group's licensed venues across Queensland, including 27 venues in Brisbane.

A significant problem has arisen for BCC in responding to this situation, because under State legislation, each licensing application needed to be considered on its individual merits and any objections similarly needed to relate to individual venues. While this process may be intrinsically sound, Council was prevented from making an overall objection based on the principle of the public good and highlighting the potential negative city wide impacts of the extension of trading hours in such a large number of venues.

The processing of licensing applications on an individual case by case basis has limited Council's capacity to develop a strategic perspective on city wide licensing matters. This has also presented difficulties for the QPS. Council has recently initiated discussions with the OLGR and the QPS to address these challenges and to develop a more efficient and better coordinated assessment and response process.

- Cumulative impacts – lessons from Sydney and their implications for Brisbane.

The City of Sydney commissioned research in 2008 by the National Drug and Alcohol Research Centre (NDARC) to investigate the 'cumulative impacts' of increasing late night trading in areas where there is already a relatively high density of existing late night trading premises. The principal findings of this research included the following:

- i. The greater the density of night trading premises in a defined area, the greater the number of incidences of alcohol related harm, especially in areas of close geographical proximity to night trading premises. This has been demonstrated in the City of Sydney Local Government Area (LGA) where a strong positive relationship exists between higher density of licensed premises and higher rates of assault;
- ii. International studies show bars are more strongly associated with alcohol-related harm, including assaults, than other types of licensed premises, such as restaurants. This has been further refined in Australian studies that show nightclubs, hotels and taverns are more strongly associated with alcohol-related harms than restaurants and registered clubs;
- iii. There is a documented link to criminal and anti-social behaviour associated with the operation of night premises where alcohol is consumed;
- iv. The majority of alcohol related harm occurs in outdoor areas (not in the licensed premises themselves) and that the majority of alcohol-related harm is associated with a minority of premises.

(Alcohol related crime in City of Sydney Local Government Area – A report for the City of Sydney Council, Dr Anthony Shakeshaft1, Ms Stephanie Love1, Ms Elissa Wood, 1National Drug and Alcohol Research Centre (NDARC) University of NSW, 2008)

This research was strongly supported by a City of Sydney survey of residents living in close proximity to high density licensed areas including Kings Cross and Oxford Street. The survey findings included the following resident recommendations:

- Establish more control over disruptive elements and resulting anti-social behaviour, without overtly negatively impacting the area's unique culture and diversity;
- Actively encourage new types of businesses into the precinct whose primary business would not constitute the sale of alcohol;
- Identify the maximum number of liquor licenses that can be accommodated
- More stringent enforcement of the RSA laws by authorities;
- Improve security through a stronger police presence to deal with and discourage antisocial behaviour. This would also serve to help curtail excessive noise levels. Improvements in lighting of dark areas would also discourage pavements and lanes being used as toilets;
- Improve the frequency of early morning transportation to ensure a faster dissemination of patrons exiting the pubs and nightclubs.

(Late Night Trading: Community Perceptions, Prepared for the Council of the City of Sydney, Urbis Consultants, 2008)

The Sydney studies on the cumulative impact of a concentration of licensed venues in popular entertainment precincts has particular significance for Brisbane's inner city. Council recommends that the State Government monitors this work, including the current moratorium on licensing approvals in key precincts such as Kings Cross and Oxford Street.

1.9 Support for the institution of risk mitigation measures

Council supports the establishment of effective, sustainable harm minimisation measures (eg scanners, glass substitutes, CCTV, two way radios linking police and venues) which mitigate the risk of alcohol related violence in licensed venues and entertainment areas.

While it is acknowledged that some of these measures (eg replacement of glassware) may be viewed as controversial in some quarters, it is understood that an increasing number of city based venues are instituting such measures on a voluntary basis. The measures are widely supported by licensees and Liquor Accord members (eg the Bickle Group which runs several licensed venues in Fortitude Valley is reported to have recently spent approximately \$150,000 on high-tec ID scanners).

1.10 Alcohol and Illicit Drug Use

While it is not an official part of the Inquiry's brief, an investigation of alcohol related violence would be incomplete without some acknowledgement of the associated role played by illicit drug use.

Significant numbers of people combine alcohol and drugs – heightening both the effects and risks. Operational intelligence from the QPS, QAS, OLGR, Queensland Health, Council, and licensees supports this assertion, as has past work jointly undertaken by Council, Queensland Health, the Department of Communities and the Fortitude Valley Chamber of Commerce. This work - The Brisbane Healthy Outcomes Team (BHOT) – was undertaken in the Valley as part of phase one of the Inner City Place Project. It involved specialist mobile health teams providing drug awareness information, safe disposable needles and referral advice to patrons who were frequenting licensed venues and who were also using injecting drugs. Over a six month period these teams collected thousands of used needles, referred

hundreds of patrons to drug treatment and specialist (eg Hepatitis C) health programs and provided life saving emergency care to several overdosing patrons.

The on site and off site use of illicit drugs by the patrons of licensed venues can heighten the risk of violence by affected individuals. This fact is widely acknowledged by licensees and Liquor Accord members, some of whom are taking formal action to attack the problem. For example, the Valley Liquor Accord's 2009 Code of Conduct highlights the detrimental effect of illicit drugs and identifies a seven step response strategy which includes a zero tolerance policy, close collaboration with the QPS and strict staff/patron screening procedures.

Delivering a comprehensive, effective and sustainable response to alcohol related violence necessarily also needs to acknowledge and respond to role played by illicit drug use.

1.11 Reinforcing a commitment to harm minimisation

Local and state government action in relation to alcohol management and alcohol related violence matters is framed by the 2009 amendments to the *Liquor Act 1992*, which now enshrine the principle of harm minimisation. This important principle is reinforced in several of the Act's objects which state that the Act seeks to:

- *Object (a) regulate the liquor industry in a way compatible with minimising harm (eg adverse effects on a person's health; personal injury; property damage; violent or anti-social behaviour) caused by alcohol abuse and misuse;*
- *Object (b) facilitate and regulate the optimum development of the tourist, liquor and hospitality industries of the State having regard to the welfare, needs and interests of the community and the economic implications of change; and*
- *Object (e) regulate the sale and supply of liquor in particular areas to minimise harm caused by alcohol abuse and misuse and associated violence.*

Community Impact Statements and Risk Assessed Management Plans are also now required under the amended Act. Council supports these well targeted steps which further acknowledges the risks to community health, safety and amenity associated with alcohol misuse and alcohol related violence.

To complement this legislative framework and to adequately address the challenges identified earlier in this submission, it is considered that the State government and the BCC need to develop a strategic, comprehensive and well coordinated agenda based upon the following key principles and associated recommendations.

These priorities and recommendations are informed by the 2009 National Preventative Taskforce Report, the National Drug Strategy 2004-2009 and the National Alcohol Strategy 2006-2009.

Recommendations

1. Establish a set of core principles to guide future action

1.1 Commit adequate resources for long term, holistic action

It is widely acknowledged that culture change is needed to address alcohol misuse in the Australian community. This will require a comprehensive, long term commitment by all key stakeholders, particularly by the Commonwealth and State governments. Sustained action (ie both broadly based and specifically targeted action) is required across a person's lifetime, emphasizing the key opportunities to influence change. Individuals, families, communities and high risk target groups need to be engaged at home, at school, in the workplace and in their neighborhoods, to inform and support people to make healthy choices. Community education and ownership are the keys to achieving necessary and sustained culture change in relation to alcohol use.

1.2 A focus on prevention

Significant, sustained investment by the Commonwealth and State Governments is required. The findings of a number of recent national health strategies/reports, indicate that to effectively mitigate the impact of alcohol related harms, a strong emphasis on prevention and early intervention is required. As in the case of other significant community health initiatives (eg HIV/AIDS, smoking and anti cancer campaigns), it is considered that this will ultimately be cost effective, delivering long term benefits for individuals, families, communities and governments.

1.3 Promote and deliver strategic partnerships

Strong leadership is needed to drive and coordinate action and achieve health, safety and harm minimisation targets. Action needs to be based on strategic partnerships across the three levels of government, and it needs to include non-government agencies, the business sector, research institutions and local communities. All of these parties jointly share responsibility for issue identification, needs analysis, the development and delivery of response strategies and the assessment of those strategies ongoing performance.

1.4 Influence product supply

The Commonwealth and State need to maintain adequate controls on the supply and availability of alcohol products (eg through taxation, policy development, legislation and regulation). The key role played by local government in this work (eg through Local Laws, planning controls and compliance enforcement) needs to be acknowledged and opportunities for collaborative whole of government action enhanced.

1.5 Emphasise the notion of personal responsibility

In addition to any government, business and community initiated action, individuals must take responsibility for their actions and lifestyle choices and individuals need to acknowledge the consequences of their own decisions. Both broad based and targeted information/education programs need to be provided and maintained to inform those actions/choices, but personal responsibility needs to be promoted.

2. Secure Cross Government and Cross Sector Agreement on Future Action

2.1 New Governance Arrangements

Its recommended that new governance arrangements be established to ensure better coordinated and more strategic action in relation to future alcohol management issues in Brisbane

In recent years the BCC and the QPS have jointly operated a Safety and Security Committee focusing on responses to significant community safety issues impacting on the city.

Given the scale of the strategic and operational challenges now being faced in relation to alcohol management issues across Brisbane and South East Queensland, it is considered that there would be merit in the council and the state government enhancing the role of this Committee by establishing a broader, multi-agency Taskforce, led by the state or by council, to focus on jointly identified, high priority responses to alcohol management and community safety matters.

Taskforce membership could include representatives from BCC, QPS, OLGR, Queensland Health and the Department of Communities. There may also be merit in seeking representation from the liquor industry and one or two other Regional Councils in proximity to Brisbane and which share significant common ground on alcohol management issues (eg the Gold Coast City Council already operates a similar group – the Community Safety Executive Forum – which focuses on that local authority area. It is chaired by the Mayor and includes the Assistant Police Commissioner and senior tourism, business and community sector representatives).

The work of such a Taskforce could include:

- Jointly respond to significant operational challenges (eg major compliance/enforcement issues; development of Accords; new entertainment precincts);
- Coordinating needs analysis, data collection, mapping and risk assessment to help inform joint policy development, strategic planning and program management;
- Clarifying views on potential future licensing trends (eg Boutique Bars) and examining options to develop viable and sustainable night time economies which are not dependent on alcohol related activities;
- Providing input to the development and delivery of Council's future Alcohol Strategy;
- Providing an annual briefing for court officers (eg Magistrates; Commercial and Consumer Tribunal) on alcohol related matters, and providing night visits to hot spot entertainment precincts to see issues on a first hand basis;
- Jointly lobbying the Federal Government about funding initiatives, community education strategies and research opportunities.

2.2 Additional Resources to improve community safety and reduce alcohol harms

It is recommended that the State Government provide additional resources to Council, Police and Liquor Licensing compliance activities, to ensure:

- Improved access to public transport on Friday and Saturday nights in the inner city;
- Optimal compliance with liquor regulations by licensed venues;
- Upgraded capacity to actively prosecute breaches of liquor regulations (eg closely scrutinizing the responsible serving of alcohol and other risk mitigation measures in identified high-risk venues);
- Enhanced capacity to assess and respond to applications for new licenses and/or the extension of existing trading hours (eg Enforcing high standard Community Impact and Risk Assessment requirements prior to the issuing of liquor licenses);
- Monitoring outlet density, including considering 'saturation' levels and cumulative impacts, in key entertainment precincts and the escalation in risk/violence in areas with a large number of licensed venues.

To help facilitate this action, it is recommended that the State Government provide specific resources to:

- Translink and Council, to enable:
 - i. The extension of existing NightLink services including increased security (ie provide additional rail and bus services every 30 minutes between 1.00am and 6.00am); and
 - ii. The extension of Translink's current SMS message system which provides commuters with updates on timetable changes, to enable the promotion of the service to patrons visiting key entertainment areas. Patrons would be encouraged to register with the service and would then receive SMS reminders on Friday/Saturday night 15 minutes before scheduled late night services are due to depart the area.

The above action would encourage patrons to use public transport rather than motor vehicles and it would significantly assist the dispersal of the large numbers of patrons who are either unable to access rail services which cease at 1.00am, or who may have to wait up to an hour to get bus services – thus increasing the risk of violence at taxi stands and on the streets.

- The QPS, OLGR and Council, to extend special arrangements (ie traffic controls, parking, enhanced pedestrian access, placement of temporary bollards) which are currently used for large one-off community festivals and/or big football games to key inner city entertainment areas on Friday nights and weekends. This would significantly increase patron and resident safety, expand opportunities to establish diversionary street entertainment to assist crowd control, and enhance opportunities for footpath dining and/or temporary food vans – substantially expanding the focus on non alcohol related activity. Such arrangements have recently been successfully trialled in Hindley Street, Adelaide by the Community Safety section to Adelaide City Council.

- The QPS, to enable it to place a senior officer in the OLGR and/or the BCC to assist cross agency coordination and response capacity (ie compliance requirements).
- Referral and intervention services, including:
 - i. Developing a more comprehensive network of referral, treatment and rehabilitation services, including after hours youth focused engagement, education and diversionary programs, and programs to support parents whose children are engaged in alcohol misuse/binge drinking; and
 - ii. Increasing access to primary healthcare services for disadvantaged individuals and communities who are at particular risk of alcohol-related health problems;

To help facilitate this action, it is recommended that the State government (ie Department of Communities and Queensland Health) provide resources to:

- i. Enable the delivery of community based late night/weekend support/diversionary services (eg Chill Out Van and/or mobile health patrol) to work with alcohol affected patrons in the inner city. In part, this would enable Police and Emergency Services officers who at present are frequently diverted to respond to such patrons, to focus on higher priority operational activities; and
 - ii. Enhance existing community Education in schools, such as the joint Council and Drinkwise Teen Program.
- Evidence based research including:
 - i. Collection, analysis and distribution of data on licensing trends, alcohol related violence and community safety matters;
 - ii. Trialling innovative community and business engagement activities, and targeted risk mitigation and enforcement strategies; and
 - iii. Ongoing monitoring and formal evaluation of education campaigns, prevention and early intervention initiatives and enforcement strategies; and
 - iv. Measuring the impact of harmful consumption of alcohol on families and children.

To help facilitate this action, it is recommended that:

- i. The Department of Communities, Queensland Health and the QPS include in their existing data collections, specific information on the impact of alcohol consumption on domestic violence and child protection notifications. The results of this data collection could be considered by the new Taskforce which this submission recommends is established to oversight alcohol management in Brisbane;
- ii. BCC, QPS and OLGR undertake joint data collection, risk analysis, mapping and strategic planning activities to ensure a more holistic and well integrated response to alcohol management issues in Brisbane. Attachment 13 provides an very useful example of a current NSW system which could be readily adapted to meet Brisbane/Queensland requirements; and
- iii. BCC and OLGR, in association with key Liquor Accords (eg Valley, Brisbane CBD, West End, Caxton Street) undertake periodic surveys of licensed venues

and patrons to better inform operational activities, community education and safety campaigns and general responses to alcohol related issues.

- Additional, sustained social marketing and public education strategies at the national, state and local levels, designed to:
 - i. Raise awareness of National Health and Medical Research Council guidelines on alcohol consumption;
 - ii. Highlight the longer term risks and harmful consequences of excessive alcohol consumption; and
 - iii. De-normalise intoxication and binge drinking.

To help facilitate this action it is recommended that the Parliamentary Inquiry:

- i. Considers the findings and recommendations of the September 2009 British report *Under the Influence: The damaging effect of alcohol marketing on young people* (refer Attachment 14) and key data within the 2007 National Drug Strategy Household Survey, State and Territory Supplement (refer Attachment 15); and
- ii. Supports the tighter regulation of alcohol marketing and sales by the State and Commonwealth governments, including:
 - Enhancing restrictions on alcohol promotions, particularly those launched at times which have high exposure to young people aged up to 25 years (eg sponsorship of sport and cultural events, advertising during live sporting broadcasts, and in high adolescent/child viewing times);
 - Promoting informed community discussion about the appropriate age for young people to begin drinking and developing nationally consistent practices regarding the supply of alcohol to minors.

3.0 Establish town planning mechanisms with the capacity to address city wide alcohol management issues

Land use planning can play a crucial role in helping to establish, vibrant, diverse and accessible environments in which city residents and visitors are able to work and recreate in safety. As outlined earlier in this submission, land use planning cannot directly control individual behaviour, but good planning can influence attitudes and perceptions and it can help to mitigate risks. Council is strongly committed to pursuing best practice planning processes which will contribute to Brisbane's development as a world class city which lives up to the outcomes it has established for itself in its 2026 vision statement.

To help facilitate this goal it is recommended that the State Government:

- i. Commissions the Department of Infrastructure and Planning to address anomalies between BCC/Local Government land use planning responsibilities and State Government licensing processes;
- ii. Supports a better coordinated whole of Government approach to alcohol management and community safety in high density inner city entertainment areas (eg establish appropriate traffic/parking/pedestrian management plans,

- safety and amenity plans, weekend and special event requirements) and provide appropriate resources to enforce compliance; and
- iii. Considers the potential to pilot a best practice planning approach in West End – an area projected to be the focus of substantial population growth and business development in the next 10 years. Such an initiative would enable more holistic cross Government, business and community engagement on the significant complementary issues facing this community (eg safety, traffic and transport, culture, landscape and amenity, community development). It would provide Council and the State Government with the opportunity to ensure the effective development of vibrant, well balanced and safe day-time and night-time economies in this community and in doing so, provide a model that could be applied to similar high growth population and entertainment areas across the city and the state.

Attachment 1

A Snapshot of Research and Data Highlighting the Adverse Health and Safety Impacts of Alcohol Misuse/Violence

At the national and international levels

- The harmful impacts of alcohol misuse across the country have been comprehensively documented by a wide range of government endorsed initiatives including the National Drug Strategy 2004-2009, the National Binge Drinking Strategy, the National Alcohol Strategy 2006-2009, and the National Preventative Health Taskforce.
- Australian Government Department of Health and Ageing data indicate that:
 - i. Four Australians under 25 die due to alcohol related injuries in an average week;
 - ii. 70 Australians under 25 years will be hospitalised due to alcohol-caused assault in an average week; and
 - iii. On average, one in four hospitalisations of people aged 15-24 years occurs because of alcohol.
- 47% of more than 1500 murders across Australia in the past six years involved alcohol (National Homicide Monitoring Program).
- A survey of 98 Australian councils in 2001 concluded that alcohol is a common problem and while there is concern about a range of drugs, the most common drug problems for local government relate to alcohol. Common concerns included direct alcohol-related issues such as intoxication, underage drinking, alcohol-related crime and violence, and irresponsible serving of alcohol. (Intergovernmental Committee on Drugs Local Government Subcommittee (February 2002), National Local Government Drug Electronic Network Member Survey 2001).
- "In global terms, 4% of the overall burden of disease is attributable to alcohol, which means it accounts for a similar amount of death and disability as tobacco (4.1%)...In developed countries, including Australia, the alcohol related burden of disease rises to 6.8%."
(Room et al 2005, cited in City of Sydney, Late Night Trading Research Project, May 2009, Attachment B, p7).
- "In Europe, perpetrators of half of all violent crime had been drinking, according to a survey in 2006 by Peter Anderson, a consultant for the European Commission and the World Health Organisation. The survey also found that 40 per cent of murders were committed by people who had been drinking and that...Alcohol is responsible for 16 per cent of Europe's cases of child abuse and neglect and 5 to 9 million European children live in families adversely affected by alcohol."
(Cited in 'Plans drawn up for a war on drink' – New Scientist 19/4/09, p.6).

Interstate

- Assaults in pubs have almost doubled over the past 12 years according to research undertaken by the Bureau of Crime Statistics and Research, on behalf of

ClubsNSW. "The growth in assaults over the past decade occurred when hotel trading was extended...Pub assaults have risen steadily...from 3351 in 2000-01 to 4070 in 2002-03 and 4848 in 2006-07. Since 1997 the proportion of assaults in pubs as a percentage of licensed premises has risen from 57 percent to 70 percent." (Andrew Clennell, State Political Editor, Sydney Morning Herald, Saturday 20 June 2009).

- Poynton et al (2005) showed that "about a third of patients had been drinking prior to presenting to an inner Sydney hospital emergency department, the majority of whom (about two-thirds) had been drinking at a licensed premises. Of all patients presenting for injuries from inter-personal violence, two-thirds had been drinking." (cited in City of Sydney, Late Night Trading Research Project, May 2009, Attachment B, p14).
- "...an estimated 90% of street offences that occur between 10pm and 2am are alcohol related." (Ireland and Thommeny 1993, City of Sydney, Late Night Trading Research Project, May 2009, Attachment B, p7).
- A West Australian study of the effect of Extended Trading Permits (ETPs) for licensed hotels in Perth showed that "male drivers aged 18-25 years apprehended between midnight and 2am after drinking at ETP hotels, had significantly higher Blood Alcohol Levels (BALs) than drivers who drank at non-ETP hotels...The authors conclude that at peak times for alcohol related offences, late trading is associated with higher BALs among those drivers most at risk of alcohol related harm (young males)." (cited in City of Sydney, Late Night Trading Research Project, May 2009, Attachment B, p14).

In Queensland

- Alcohol misuse is one of Queensland's and Australia's leading causes of preventable death and injury:
 - i. Queensland has one of the highest rates of alcohol related deaths and hospitalisations in Australia, with over 6000 Queenslanders dying of alcohol related causes and over 136,000 hospitalised between 1992 and 2001 (cited in The Queensland Alcohol Action Plan 2003-2007, p8).
 - ii. Dangerous new trends associated with alcohol misuse are emerging, including an increase in the number of young people who are consuming alcohol in a high risk manner (ibid, P7) ... data indicate that a very high proportion of young people consume alcohol at risky or high risk levels (ie six or more drinks per day for men and four or more drinks per day for women). 78% of males and 85% of females aged 18 to 24 years consume alcohol at these levels (op cit, p17).
- The cost for local government in addressing alcohol-related problems is substantial. To illustrate, figures for Queensland show that local governments spend \$62 million each year on public safety and order initiatives. It is also likely that a sizeable portion of the \$240 million spent by Queensland local government cleaning public spaces can be attributed to managing alcohol-related litter, body fluid spills, and other by-products of alcohol consumption that impact on local environments. (Local Government Association of Queensland (LGAQ) (2004), Profile of Local Government in Queensland 2003-04).
- Over 6000 Queenslanders died of alcohol related causes and over 136,000 were hospitalised between 1992 and 2001 (The Queensland Alcohol Action Plan 2003-2007).

- Between 50-75% of all Police activity in the Brisbane Central Police District is related to alcohol management (Assistant Commissioner Peter Martin, QPS Ethical Standards, 2009).
- It is estimated that a sizeable portion of the \$240 million spent by Queensland local government cleaning public spaces can be attributed to managing alcohol-related litter, body fluid spills, and other by-products of alcohol consumption that impact on local environments (LGAQ, Profile of Local Government in Queensland 2003-04).

Local Government - a national perspective

- Australian local governments are at the forefront of responding to alcohol-related problems and are often the first port of call in responding to the range of needs and concerns of the local community. In addition to the conventional functions of managing crime and anti-social behaviour, infectious diseases and food safety, councils have become increasingly involved in disease prevention, health promotion and the social health agenda. In addition to providing leadership, councils have an important complimentary role to other spheres of government to ensure a whole of government and community response is achieved. Across Australia councils provide a varying range of initiatives and strategies to specifically manage alcohol-related issues. Examples of local government facilitated, coordinated, supported and/or funded programs in response to alcohol-related issues include:

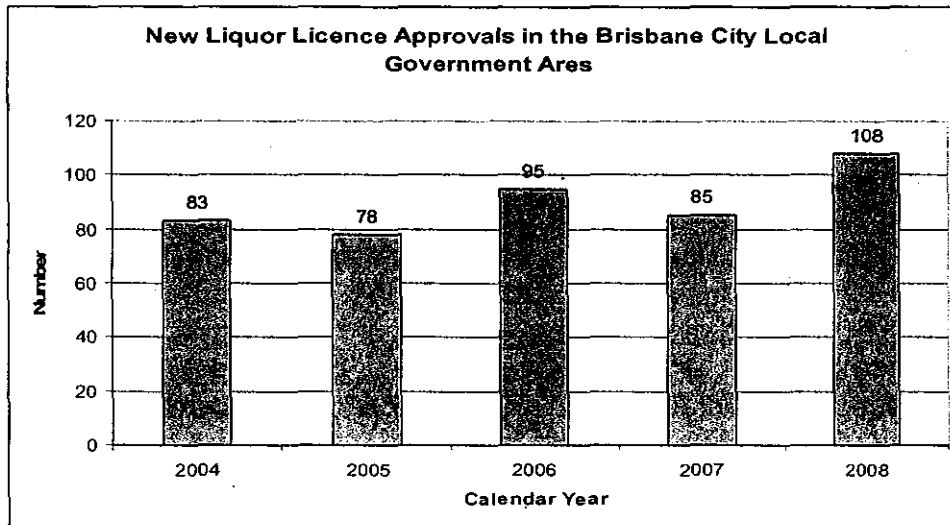
- development of alcohol management plans
- provision of lighting, fencing and other environmental measures
- partnership programs / memorandum of understanding with community groups, industry, private and public sector agencies
- initiatives addressing safe partying, youth and recreational programs, domestic and sexual violence
- Local Laws, incorporating provisions that control consumption of liquor in scheduled areas including alcohol-free zones (dry zones)
- Workplace Health & Safety training for staff to improve work practices when dealing with intoxicated persons, safer handling of waste management and clean up of litter and body fluids
- town planning schemes and Acts to control the type, number and trading hours of licensed premises
- enhanced transportation options - taxi rank supervision programs, more frequent public transport.
- liquor accords – a partnership approach to dealing with issues of on-premise public alcohol consumption
- provision of public space liaison officers, inspectors of food outlets (Food Act), and security patrols / guards
- regular safety audits and assessment
- restricted entry / lock-out programs
- incorporation of Crime Prevention Through Environmental Design (CPTED) principles at the planning stage
- safe pedestrian routes eg. smart paths
- provision of Closed Circuit Television (CCTV)

(2008 Council of Capital City Lord Mayors, Snapshot of responses to alcohol related issues)

Attachment 2

Escalation in licensing approvals in Brisbane 2004-2008

The Brisbane City Local Government Area already has 1538 licensed premises (21.5 per cent of the State's 7150 licensed premises). Over the past five years, there has been a 25 percent increase in the number of new liquor licences issued in Brisbane, with the total number of licensed premises increasing by an average annual figure of 7.2 per cent since 2004 (compared to the State's average annual figure of 3.5%).



New Liquor Licence Approvals in Brisbane City Local Government Area by Calendar Year						
Licence Type as at 01/01/2009	Licence Type Explanation	2004	2005	2006	2007	2008
Commercial Hotel	hotel, pub, tavern, bar, detached bottle shop, liquor barn.	8	8	7	2	9
Bar licence	small bar with seating for not exceeding 60 persons.	0	0	0	0	0
Community Club	standard club licence.	1	0	1	1	1
Commercial Other	Subsidiary On-premises licence with principal activity of provision of meals ie restaurant, diner, café, bistro, coffee shop.	45	42	45	40	43
Commercial Other	Subsidiary On-premises licence with principal activity of tourist facility.	1	1	1	3	0
Commercial Other	Subsidiary On-premises licence with principal activity of entertainment ie cabaret, nite club, disco	0	0	1	0	0
Commercial Other	Subsidiary On-premises licence with principal activity of presentations, shows and displays.	0	0	2	1	1
Commercial Other	Subsidiary On-premises licence with principal activity of conducting functions.	3	2	2	2	1
Commercial Other	Subsidiary On-premises licence with principal activity of training.	0	0	1	0	0
Commercial Other	Subsidiary On-premises licence with principal activity of an activity, manner or service where sale of liquor on premises is a subsidiary aspect.	0	1	2	0	4
Commercial Other	Subsidiary On-premises licence with principal activity of residential accommodation ie motel, hostel, holiday units.	1	0	2	3	3
Commercial Other	Subsidiary Off-premises licence with principal activity of an activity, manner or service where sale of liquor off premises is a subsidiary aspect ie caterer, gift baskets, florist, exotic liquor, commemorative wine/port, liqueur coffee.	11	11	16	15	22
Commercial Special Facility	theme park, resort golf course, stadium, Southbank, Sanctuary Cove.	2	2	3	3	4
Wine Merchant		0	0	0	1	1
Industrial Canteen	Sale of liquor on premises to a distinct group of patrons working at a remote industrial locality, with no alternative provision of liquor.	0	0	0	0	0
Producer/Wholesaler	Production and wholesale sale on premises or wholesale on premises for consumption on or off the premises ie brewery, distillery, wholesaler.	11	11	12	14	19
		83	78	95	85	108

Source: State Office of Liquor, Gaming and Racing.

Attachment 3

2009 Resident Survey – Alcohol Management and Community Safety Main Concerns about Types of Threats

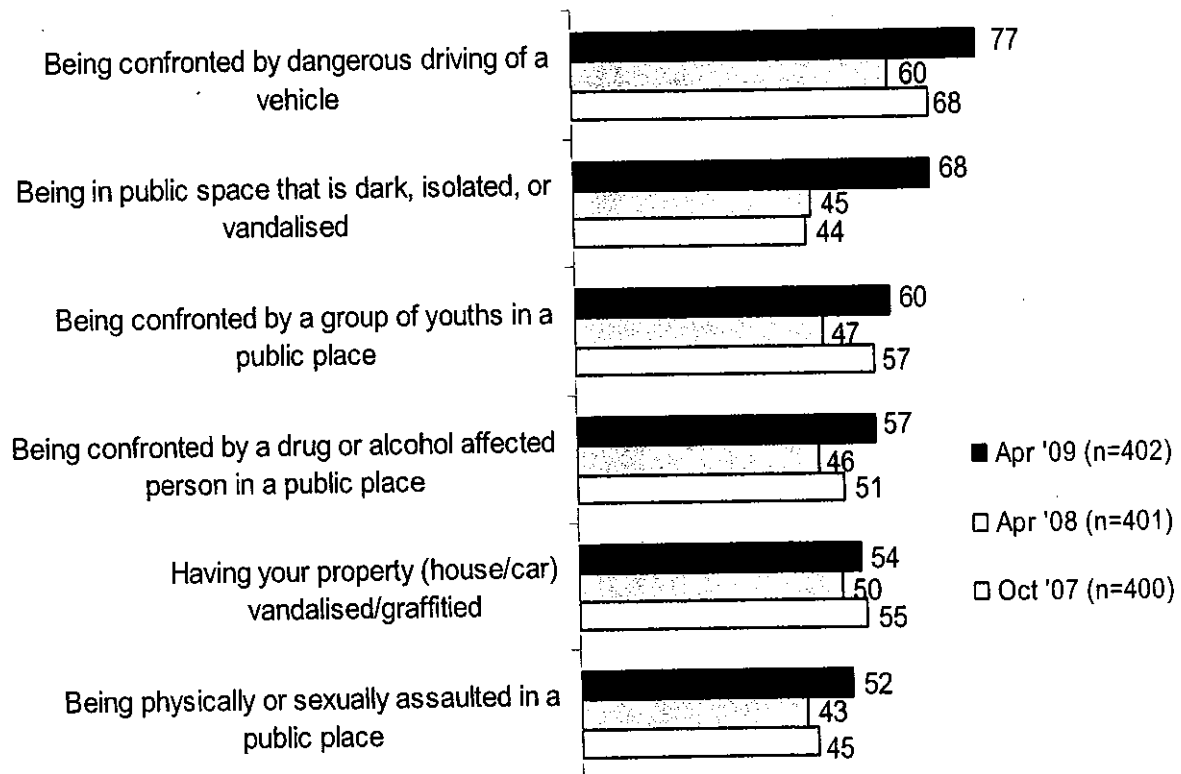
Q15. How concerned are you about the following types of threat and their impact on you personally?

Base: Brisbane residents 18+ years (n=402).

Note: The chart displays proportion of those stating they are Very or Fairly Concerned.

Source: Omnibus May 2009

Concern about threats increased significantly across the board in the past year.



Attachment 4

BCC survey data in relation to alcohol related issues – June 2009

Licensing hours survey June 2009



Results Overview

Date: 6/30/2009 8:55 PM PST
 Responses: Completes
 Filter: No filter applied

Potential extension of liquor licensing hours Brisbane City Council is seeking resident views on the trend by liquor suppliers to apply for an extension of trading hours from midnight to either 3am or 5am. Council is concerned about the potential community impacts of liquor licensing extensions and is preparing a submission to the Office of Liquor, Gaming and Racing, which is responsible for liquor licensing matters. We would like to include the views of residents who live near the licensed venues identified in the email. The survey closes at 12.00 noon on Wednesday 1 July 2009

1. Do you have any licensed venues located in your local community? (A licensed venue is a place that serves alcohol such as a hotel, tavern, club or bar.)

Yes		208	96%
No		9	4%
Total		217	100%

2. Approximately how far away from the nearest licensed venue(s) do you live?

within 200 metres (i.e. approximately one block)		25	12%
200 metres to 800 metres		62	30%
800 metres to one kilometre		52	25%
over one kilometre (i.e. approximately ten minutes walk)		68	33%
Total		207	100%

4. Below is a list of issues some people have about licensed venues. Please indicate the level of concern you may have about the issues below.

	Significant concern	Some concern	No concern
drinking alcohol	67 32%	78 38%	62 30%
overcrowded/blocked footpaths	33 16%	74 37%	93 46%
violence between patrons	118 57%	67 33%	21 10%
violence against residents by patrons	112 54%	65 32%	29 14%

general anti-social behaviour (e.g. public urination, verbally aggressive behaviour, bad language, inappropriate sexual activity)	139 68%	48 24%	17 8%
excessive noise	105 51%	74 36%	25 12%
excessive litter/rubbish	93 46%	79 39%	32 16%
vandalism/damage to public property	115 58%	61 31%	22 11%
vandalism/damage to private property	126 62%	54 27%	22 11%
parking problems	39 20%	55 28%	104 53%
road safety - increased risk to pedestrians	79 40%	79 40%	42 21%
road safety - general concerns about vehicle/traffic safety	86 43%	70 35%	46 23%

6. Have you personally experienced any of the following issues in your local area?

Top number is the count of respondents selecting the option.
Bottom % is percent of the total respondents selecting the option.

	Yes	No
drinking alcohol	127 64%	71 36%
overcrowded/blocked footpaths	28 15%	165 85%
violence between patrons	72 36%	126 64%
violence against residents by patrons	37 19%	158 81%
general anti-social behaviour (e.g. public urination, verbally aggressive behaviour, bad language, inappropriate sexual activity)	139 69%	63 31%
excessive noise	97 49%	101 51%
excessive litter/rubbish	103 53%	92 47%
vandalism/damage to public property	114 59%	80 41%
vandalism/damage to private property	93 49%	97 51%
parking problems	35 18%	155 82%
road safety - increased risk to pedestrians	66 36%	119 64%
road safety - general concerns about vehicle/traffic safety	80 42%	111 58%

8. In the past 12 months have you made a complaint to Brisbane City Council, the Police, another government agency, or to the media about any issue(s) at your local licensed venue(s)?

yes		13	6%
no		195	94%
	Total	208	100%

9. Please indicate the nature of the complaint(s) made? (You may select more than one issue.)

drinking in public areas outside the venue(s)		2	17%
overcrowding/blocking footpaths adjacent to the venue		1	8%
violence between patrons at the licensed venue		1	8%
violence against residents by patrons of the licensed venue		2	17%
general anti-social behaviour (e.g. public urination, verbally aggressive behaviour, bad language, inappropriate sexual activity)		5	42%
excessive noise		9	75%
excessive litter/rubbish		3	25%
vandalism/damage to public property		3	25%
vandalism/damage to private property		4	33%
parking problems		4	33%
road safety - increased risk between pedestrians and vehicles		4	33%
road safety - general concerns about vehicle/traffic safety		2	17%
other issue, please specify		2	17%



10. How satisfied are you that the licensed venue responded to your complaint?

very dissatisfied		3	27%
dissatisfied		1	9%
neither satisfied nor dissatisfied		7	64%
satisfied		0	0%
very satisfied		0	0%







Total 11 100%

Finally, a few questions to help us understand the mix of community members we have received feedback from. The questions are voluntary and all responses are anonymous.

15. I am

male		103	49%
female		108	51%
		Total	211
			100%

16. I belong to the following age group

18-24 years		4	2%
25-34 years		20	9%
35-44 years		56	26%
45-59 years		70	33%
60-64 years		26	12%
65 +		36	17%
		Total	212
			100%

Attachment 5

A Sample of comments made by residents in BCC's June 2009 Survey of residents living in proximity to hotels operated by the Australian Leisure and Hospitality Group

"I live in Sylvan Road Toowong a few blocks from the Regatta Hotel". "Most mornings I do a clean up of grog bottles from outside my house. At times I am awoken by drunks passing by yelling, swearing and generally behaving badly. At one stage a man was punched and knocked into the middle of Sylvan Road. When I heard his head hit the ground with a splat I rang the police but his mates dragged him off somehow. With all the alcohol induced problems we have in society at present extending hours will help the publicans but few others".

"... Unfortunately, licensee security does not encompass what happens outside the premises which is where the real problems occur...During the last 5 years, I have observed that patrons leave the venues intoxicated and anti-social behaviours ... are exacerbated in the local surrounding, and often densely populated, residential areas...people do congregate in local streets where they may return to their parked vehicles. There is often noise, littering, urinating, brawls, bottles smashing, and graffiti on residential and public property. The pedestrian underpass ... continually stinks of urine and is often graffiti-ed ... Extended hours are totally unnecessary and linkages to anti-social behaviours are evidenced. Everyone can do without drunken and drugged people wandering the streets for extended hours. Frankly, people do not need to be boozing in public places into the early hours of the morning. This will not contribute to harmonious and cohesive community life.

"Living across from an oval (large public space) that is often used as a thoroughfare by some patrons after leaving the hotel, we regularly experience excessive noise & aggressive, abusive language late at night. An extension to trading hours will most likely only lengthen the period of disturbance."

"The current hours are more than sufficient to allow our society to get blind drunk and behave badly, why make it worse, I would be in favour of REDUCING hours if anything."

"Noise is all ready excessive ... causing inability to get to sleep - extending the hours detrimental for local's well being."

"Currently the general public have a sufficient amount of time in which to purchase alcohol no extension to 3-5 AM needed. This only serves to create more problems for residents ... the police force and puts road users at risk."

"I cannot see that there is any advantage to the community, any community, in promoting more sales of alcohol at any stage, or in any way. The damage to family and community through the over use of alcohol is already documented, although by and large ignored. This damage is not limited to physical abuse. There is physiological damage as well. It is real but rarely accounted for."

Attachment 6

Summary of Licensee and Patron Survey Data Qld Health and Valley Liquor Accord - 2008

Respondents' Profiles

- A total of 8 responses were received to the Licensee Survey
- A total of 277 responses to the Patron Survey
- 87 per cent of respondents were 29 years or under, 8 per cent of respondents were aged 30-39 years and 5 per cent of respondents were aged over 39 yrs.

About patron drinking patterns

- Fifty-one per cent of patrons usually drink either straight or mixed spirits
- Sixty-six per cent of patrons drink only in the evenings – forty-six percent of these respondents drink only on weekends
- Fifty-four per cent of patrons mostly drink in places other than licensed premises – mostly at home or a friend's home
- Forty-two per cent of patrons mostly drink in pubs and clubs
- Four of the eight licensees who responded to the survey estimate that less than fifty per cent of their patrons have consumed alcohol before coming to their premises
- Eighty-six per cent of patrons report drinking before going out
- Seventeen per cent of patrons report having more than 6 drinks in a 4-6 hour period before going out
- Thirty-six per cent of patrons report having more than 6 drinks within a 4-6 hour period of arriving at a licensed premises
- Fifty-six per cent of patrons drink at a licensed premises 2-3 times a month
- Twenty-one per cent of patrons drink at a licensed premises every weekend
- Twenty-seven per cent of patrons are not influenced by the price of drinks when choosing a licensed premises.

About going out to licensed premises

- Eighty-nine per cent of patrons visit more than one licensed premises on a single night out
- Forty-four percent of patrons visit three or more premises on a single night out
- Ninety per cent of patrons usually go to a licensed premises after 8.00pm
- Forty-eight per cent of patrons report usually going to a licensed premises after 10.00pm.

About management of licensed premises

- Approximately ninety-nine per cent of wait staff in licensed premises have completed Responsible Service of Alcohol Training
- Ninety-seven per cent of patrons see 'overly' intoxicated people on licensed premises at least occasionally
- Seventy-seven per cent of patrons report seeing staff take action to manage the behaviour of overly intoxicated persons on licensed premises

- Fifty-three per cent of patrons report seeing an under-age person on licensed premises at least occasionally
- The three most important criteria of a 'great' night out, as defined by patrons, are being with their friends, listening to good music/dancing and eating good food
- Sixty per cent of patrons rated the quality of entertainment as good or very good
- Fifty-eight per cent of patrons rated the management of patron numbers as good or very good
- Fifty-seven per cent of patrons rated the management of venue security as good or very good
- Fifty-one per cent of patrons rated the management of responsible service of alcohol and management of patron intoxication as good or very good
- Forty-six per cent of patrons rated venue cleanliness as good or very good
- The key areas in which licensees would value assistance were understanding the legislation, Police liaison and managing drug related issues. .

Attachment 7

Brisbane City Council Case Study of Operational Demands in Enforcing Compliance – The Regatta Hotel

'The Regatta' which is one of Brisbane's oldest, heritage listed hotels, is located on Coronation Drive, close to the city's CBD and to the University of Queensland. Directly opposite is an apartment complex of 187 units housing 400 residents. The apartment complex, which is just over 5 years old and is very well maintained, was well under construction when the Regatta Hotel was granted a license to extend its trading hours from midnight to 3.00 am.

Wednesday nights at the Regatta Hotel are known as "Frat night" where the clientele is almost exclusively university students. Crowds of between 1200 to 1800+ patrons are common. In early August 2009, overcrowding, traffic congestion and anti-social behaviour by a crowd estimated to be over 2,400 patrons, required intervention by every police officer in the western police district plus a number of officers from the city district.

Throughout 2009 the body corporate of the apartment complex has complained that that there have been 2 smashed glass doors, defecation in front of the main entrance, numerous plants destroyed in the complex gardens. A number of photos highlighting the presenting issues are attached at the conclusion of this case study. They were taken on a Wednesday 'frat night' 30 August 2009.

The response to this situation has included the following action:

- Enhanced police patrols undertaken every Wednesday night;
- Two major coordinated compliance visits in August and September which involved 12+ officers from across the key compliance agencies - QPS, QAS, OLGR, and Council's Community Safety, Environmental Health and Compliance and Regulatory Services Branches and its Rapid Response Group;
- Meetings with the hotel manager and state manager for Westfarmers which owns the venue to discuss compliance and crowd control issues;
- Ongoing contact with the chairperson of the Body Corporate of the unit block adjoining the hotel, to keep him informed of the action;
- Action taken by police, OLGR and Council compliance officers, has included:

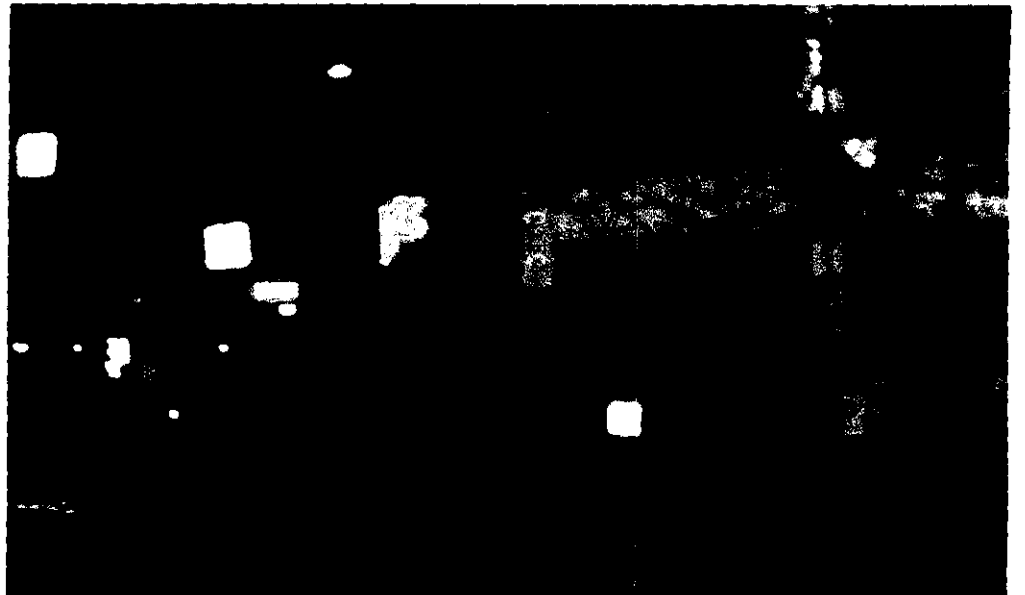
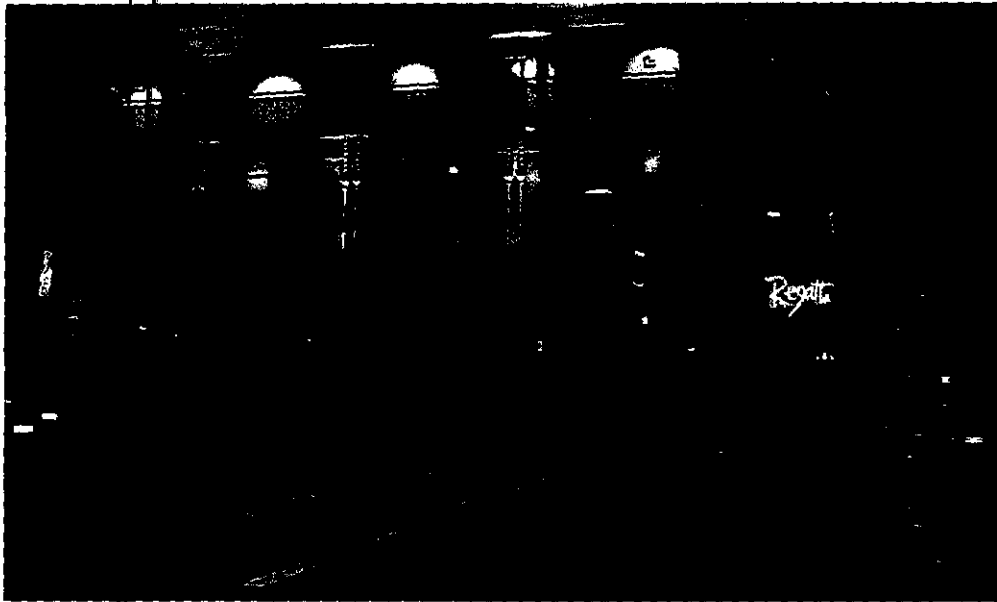
In the short term:

- i. the arrest of, or issuing on the spot fines/tickets to individuals who were drinking in public, failed to obey police instructions, and/or engaged in anti-social behaviour
- ii. issuing a significant number of tickets for traffic infringements, particularly to taxi drivers for illegal parking
- iii. significantly heightened presence (ie regular, visible) of police and compliance officers in and around the hotel over a prolonged period of time

In the medium term:

- i. consideration of a traffic management plan around the hotel in order to ~~address major problems with taxi drop off and pick ups and parking issues~~

- which are creating substantial problems for local traffic and escalating the risk of traffic accidents; and
- ii. a detailed inspection of the venue by the Qld Fire Service to firmly establish patron capacity which will assist future compliance monitoring.



Regatta Hotel, Coronation Drive, Toowong, 11.30pm Wednesday Night 30 September 2009.

Attachment 8

Brisbane City Council Case Study of Operational Demands in Enforcing Compliance – Caxton Street

Caxton Street is one of the city's best known entertainment areas and it is located in close proximity to the CBD and Suncorp (Lang Park) stadium. The street is famous for its late night restaurant and entertainment trade, its annual seafood festival and its regular hosting of 35,000+ football crowds - many of whom frequent the street's eight or so licensed venues.

One of Caxton Street's most well know establishments is Casablanca nightclub, which is located at the top end of the street adjoining Petrie Terrace and which specialises in playing latin music. Casablanca attracts significant numbers of African and Islander patrons, who in the past have tended to frequent a small number of licensed venues in the CBD (Mercury, Che' Bar, Caesars) and Fortitude Valley (Mystique), but who now patronise Casablanca following the closure of two of the CBD venues.

Problems have arisen because groups of African young people who for either monetary reasons (ie insufficient disposable income) or cultural reasons (ie in some African cultures young people under 25 years of age, or who are unmarried, are not supposed to consume alcohol), gather around Casablanca to listen to music and to socialise with those of their friends who are accessing the venue.

These groups of young people reportedly sit in/on their cars, play loud music, consume alcohol which they bring with them and occasionally fight amongst themselves or with other young people. In the past eighteen months these problems have progressed from being general nuisance issues, to increasingly involving threatening/violent behaviour when the young people are challenged by either local residents or the police.

Casablanca's owners have independently taken steps in an effort to mitigate the problems. He has actively engaged Police, licensing and Council compliance staff, initiated a meeting with those staff and African community elders, introduced an ID scanner to stop identified unruly patrons from gaining entry to the venue, replaced glass products with a polymer substitute, employed additional security officers and appointed a community liaison officer to engage the young people and local residents. This positive action has not made a significant difference to the problems being confronted as the young people are continuing to congregate in the neighbouring residential area.

Council understand through its discussions with licensees that the relationship between Casablanca's owners, other local licensees/business owners and residents is poor and many would like to see Casablanca fundamentally change its operational focus away from its current target market.

Action taken to address the current situation includes the following:

- The police will significantly enhance their presence in Caxton Street between 11pm and 4am on Friday and Saturday nights during October 2009. The area has now been designated a Priority Patrol area for all city police units. This will ensure a more prominent and active police presence in and around licensed venues and faster response times to any reported incidents/disturbances.
- Ongoing consultations are being undertaken by Council and the QPS with local business and community representatives to seek agreement on:
 - i. appropriate short term responses (ie additional police enforcement) and
 - ii. longer term responses to address the cause of the problems (ie engagement with key African elders and the initiation of periodic late night patrols in Caxton Street by those elders).
- Council's Community Safety are meeting with their counterparts in the Multi-Cultural, Youth, and Community Development teams to develop a coordinated strategy to again endeavour to engage the African and Islander elders about potential future action, and to discuss appropriate ways to engage the young people who are congregating in Caxton Street.
- Council and the QPS will also jointly chair a meeting with key African and Pacific Islander elders to engage them in a targeted response designed to address anti-social behaviour in Caxton Street by young people from their communities. This meeting will investigate the potential to initiate 'elder patrols' in Caxton Street and other engagement activities in the young peoples' communities of origin.
- The Community Safety Branch is reviewing and seeking to institute the recommended actions from a safety audit undertaken by BCC and QPS officers and licensees and community representatives in Caxton Street in late 2008.

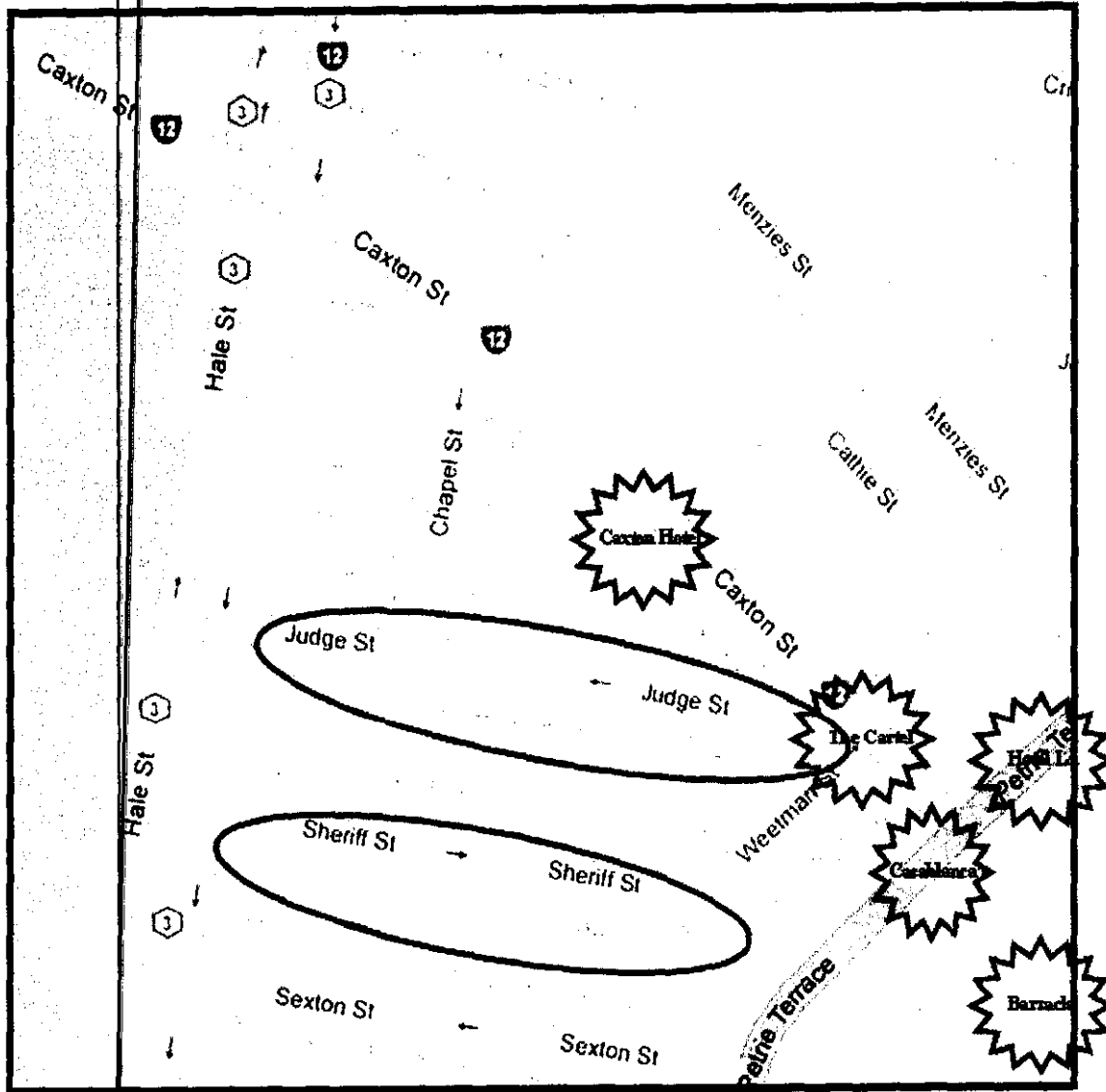
An overview of the tactical plan developed by the QPS to respond to issues in Caxton Street is attached below (Attachment 8a).

The issues at Caxton Street highlight the sometimes complex nature of the issues being faced when dealing with alcohol management issues and alcohol related violence. In this instance, apart from necessary police action, crucial community engagement action needed to be undertaken, both with local business and community representatives and with the African and Islander communities.

The time and resources allocated to ensuring the appropriate planning, delivery and monitoring of these actions has been significant.

Attachment 8 (a)

QPS Patrol Priority – Weekend Night Shifts – Caxton Street Precinct (Brisbane City Station Protocol Document for Officers)



Situation:

Local amenity, good order and the coexistence of high volume licensed premises in the Caxton Street precinct are emerging issues that cause concern for the local community. This area is experiencing high volume patronage –particularly of African and Pacific Islander persons. Recent information indicates that persons parking near and making their way to and from licensed premises are responsible for wilful damage, liquor offences, public nuisance offences and parking offences. Brisbane City Police are to attend to the area as a patrol priority each Friday & Saturday evening commencing 2300hrs and be cognisant of the following taskings.

Premises of interest are located at:

- Caxton Hotel
- Hotel LA
- Casablanca's
- The Cartel (new premises)
- Judge Street (Patrons park and consume liquor)
- Sheriff Street (Patrons park and consume liquor)
- Food outlets & Taxi Rank on Petrie Tce
- Caxton Hotel
- Petrie Tce Barracks Development

Officers are to:

1. Become familiar with Caxton Street precinct,
2. Regularly take up with Licensed Premises Staff and conduct walk throughs of venues,
3. Attend to foot patrols of the back streets in the precinct,
4. Move on and intervene in the behaviour of persons located in the surrounding streets,
5. Furnish parking infringements, street checks, *liquor infringements* and move on directions, and
6. Include in occurrence reports and street checks key words *Caxton St* and link occurrences to the licensed premises where appropriate.
7. Contact PLO's for any identified cultural issues.

Attachment 9

Case Study of Operational Demands in Enforcing Compliance – Safe Streets, Victoria 2007-2009

The Safe Streets Taskforce operated in inner city Melbourne during the period October 2007 to July 2009. During that period the Victorian Police Service reported the following details about Taskforce activity:

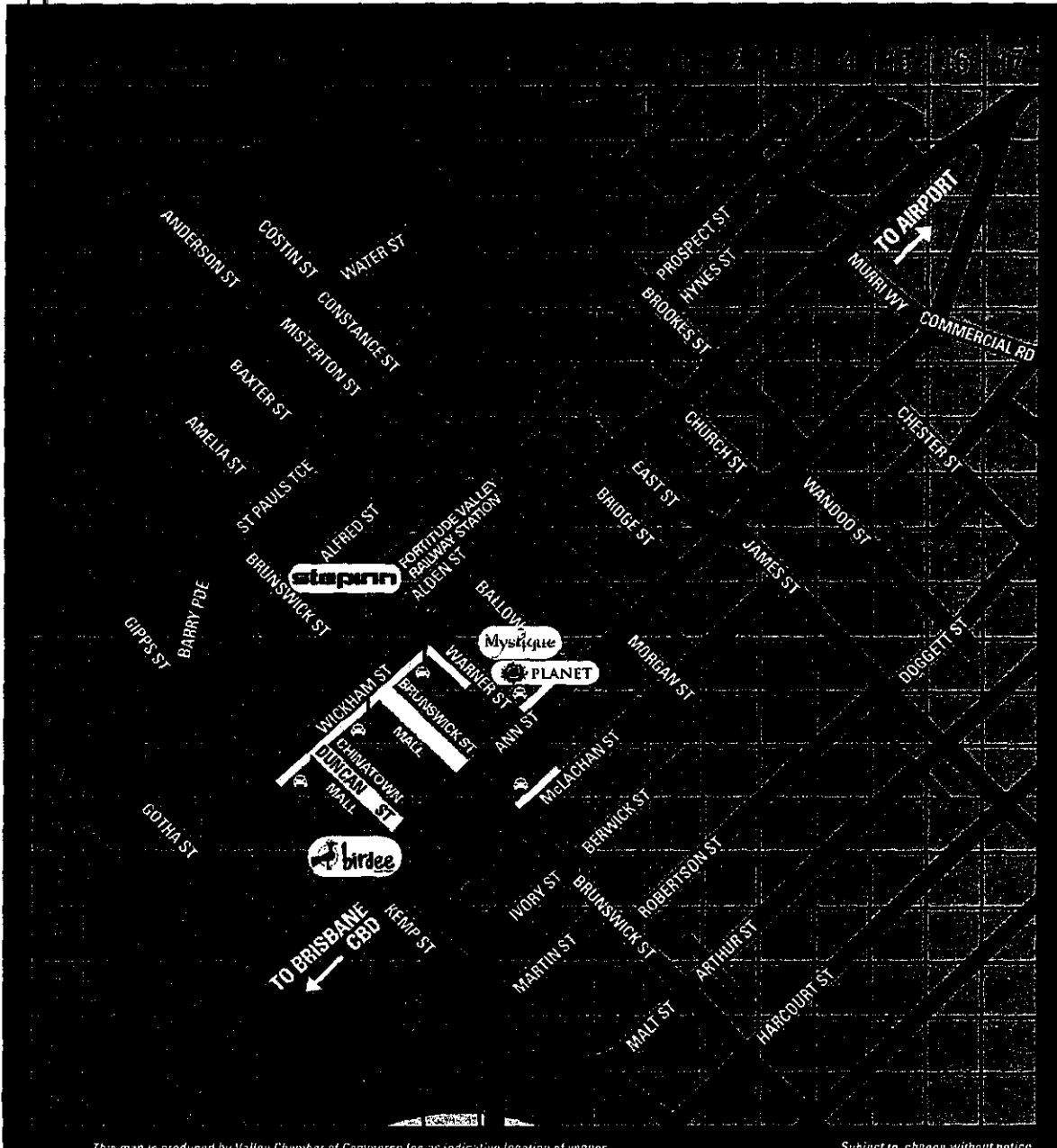
- 150 extra officers were tasked to work in the city;
- Nightlife hotspots, trouble-prone zones in Melbourne CBD and inner city suburbs were specifically targeted on Friday and Saturday nights;
- A strong focus was maintained on liquor licensing and drug related offences; and
- Additional resources engaged in the operation included a mobile CCTV Van and 5 Hummer H3s.

Taskforce action resulted in the following:

- During the first six months, police locked up 2521 drunks on a Friday and Saturday night compared to 1904 in the previous year.
- Visited 13,940 licensed premises, compared to 11,185 last year
- Issued 1046 penalty notices for offensive behaviour and indecent language
- Issued 1451 council penalty notices to people carrying open alcohol containers in public
- Issued 1085 banning notices
- Issued 6116 traffic and pedestrian infringement notices
- Fined 28 people for urinating in public
- Checked 41,734 people
- Checked 13,076 vehicles

The Safe Streets Taskforce was ceased in July 2009 due to lack of continued funding by the Victorian State Government.

Attachment 10 – 2008 Valley Entertainment Precinct Locations



VALLEY ENTERTAINMENT PRECINCT VENUE LOCATIONS

WWW.VALLEYENTERTAINMENTPRECINCT.COM

- | | |
|--|---|
| <p>2002 Cyber City L5
 Alhambra N8
 Arena 14
 Bank Vault Lounge M7
 Bar Soma I9
 Belle Epoque E14
 Bow Thai Restaurant N4
 Bravo Wine Bar Bistro R11
 Brazilian Touch M9
 Bruce Waking Galleries G16
 Birdoo Num Nums O5
 Buzz Bistro J14
 Cafe 131 Q2
 Cafe Restaurant Capri E14
 Caxton Street Catering N10
 Central Brunswick Apartments Hotel S13
 Chinahouse Seafood Restaurant Pty Ltd M5
 Chopstix O9
 Cloudland N7
 Club 299 L6
 Constance St Fine Wine Cellar E5
 Cosmopolitan Coffee Valley L7
 Cru Bar & Cellar J14
 Culinar Creative Catering Pty Ltd J15
 Depot Emporium E15
 Don't Tell Mama J5
 Elephant and Wheelbarrow M7
 Emperor's Palace Chinese Restaurant N6
 Empire Hotel N8
 Emporium Hotel D14
 Enjoy Inn M4
 Family Nightclub O7
 Freestyle E15
 Fringe Bar J10
 Garuva G10
 Genghis Khan Mongolian Restaurant D7
 Giardinetto Restaurant Q11
 Glass Bar & Restaurant O9
 Golden Palace N6
 GPD Hotel K9
 Harveys L15
 Hospitality Training Association Incorporated J7
 Hunan Chinese Restaurant N6
 Isis Brasserie Q11
 James St Market J14
 James Street Bistro L15
 Jubilee Hotel E6
 Judith Wright Centre Q10
 Kaliber Boutique Lounge Dining L5
 King Of Kings Seafood Restaurant M4
 Koh-yo Brisbane P4
 Limes Hotel F6
 Loki Bar M7
 Love and Rockets L8
 Luckys Trattoria O9
 Lunar Lounge On James N17
 Luxe L15</p> | <p>Mandarin Palace M5
 Mucca Bah E15
 Mellino's Restaurant L7
 Mint Indian Gourmet O9
 Mitro Nepak Restaurant L5
 Mix Bar M8
 Mustang Bar N7
 Mystique Nightclub X7
 Nest Licensed Cafe D6
 Oyama Japanese Restaurant O3
 Palace Centro Cinema M16
 Plan B Restaurant & Bar K6
 Planet Nightclub K8
 Queensland Liquor Supplies E5
 Queens Arms Hotel L16
 Rics Cafe M7
 RNA Showground C8
 Rockafellas Bar K5
 Royal George Hotel M7
 Scores Night Club K5
 Srianni Fine Foods Pty Ltd E15
 Sky Room K5
 Societe Bar Bistro P10
 Spanish Tapas Bar R13
 Step Inn I3
 Sukiyaki Express O9
 Sushi On The Run O3
 Tabu Lounge Bar-Nightclub K5
 Tara Thai Restaurant L4
 Thai On Brunswick O9
 Thai Wi-Rat N5
 The Bear Cabaret & Restaurant M8
 The Buffalo Club K5
 The Bowery M7
 The Cabaret Nightclub L5
 The Coffee Club Cafe O9
 The Columbian B9
 Valley Hotel / Lassiters Bar 388 N9
 The Met K6
 The Metro On Gipps J2
 The Monastery N7
 The Original Montezuma's R13
 The Troubadour L7
 The Vietnamese Restaurant L5
 The Wickham Hotel I7
 The Zoo L8
 Three Bistro E15
 Tibetan Kitchen S13
 Tisane Tea Room J16
 Tivoli Cabaret C3
 Tony's Niteclub L4
 V Lounge & Restaurant P2
 Vroom Cafe Bar L16
 Wagamama E15
 Waterloo Hotel E16
 Yee Foong Chinese Restaurant L5
 Zuri Lounge N8</p> |
|--|---|

VALLEY MARKETS Saturday 8am-4pm & Sunday 9am-4pm.

This map is produced by Valley Chamber of Commerce. Icons indicate location of venues. Subject to change without notice.

Attachment 11

Before and After Photos – 4pm and 1am – Friday/Saturday night – May 2009 - Corner Ann and Brunswick Streets Fortitude Valley

Before (4pm)



Before (4pm)



After (1am)



After (1am)

Attachment 12

CCTV Footage of Late Night Activity in Fortitude Valley and the CBD, May 2009

The attached CCTV footage is provided to highlight the scale of crowds and the risky behaviour undertaken by numbers of young patrons frequenting Fortitude Valley and CBD licensed venues.

The footage does not specifically show alcohol fuelled violent behaviour. Rather, it is provided to show the general late night environment in which enforcement and compliance officers operate and to highlight the potentially risky behaviour by patrons which becomes more commonplace as the night progresses, and increasing amounts of alcohol are consumed.

The DVD provides seven and a half minutes of footage which was taken between 11.00pm and 2.00am on a typical Friday and Saturday night in July 2009.

Camera Number and duration of footage	Location	Comment
219 (1:03 minutes)	Outside the Arena nightclub in Fortitude Valley	Young people dodging traffic while trying to cross Wickham Street just to the north of Brunswick Street
131 (2:42 minutes)	Outside Rosies nightclub in Edward Street	Young patrons exiting the nightclub during a break in the entertainment, in order to have a smoke. Patron numbers effectively block the footpath, forcing passing pedestrians onto the street and prompting several near misses as traffic move towards Queen Street.
204 (0:25 minutes)	Corner of Ann and Brunswick Street	Crowded footpath outside popular local night spots, prompting patrons onto Ann Street.
205 (3:21 minutes)	As above, outside the Cloudland and Monastery night clubs, the Empire Hotel and the Mustang Bar.	Chaotic scenes as a massive crowd on the footpath near several of the city's busiest and most popular nightspots is bolstered by hundreds of patrons streaming out of The Mustang Bar after a patron pulled the sprinklers out of the roof, completely flooding the venue. This prompted an automatic emergency call which resulted in two fire engines and more than a dozen police responding. In spite of a very quick and efficient response by police and fire services, the incident took almost an hour to clear. Footage highlights many hundreds of people cascading onto the partially closed Ann Street into the face of oncoming traffic.

Attachment 13

Example of NSW mapping and data analysis, 2008

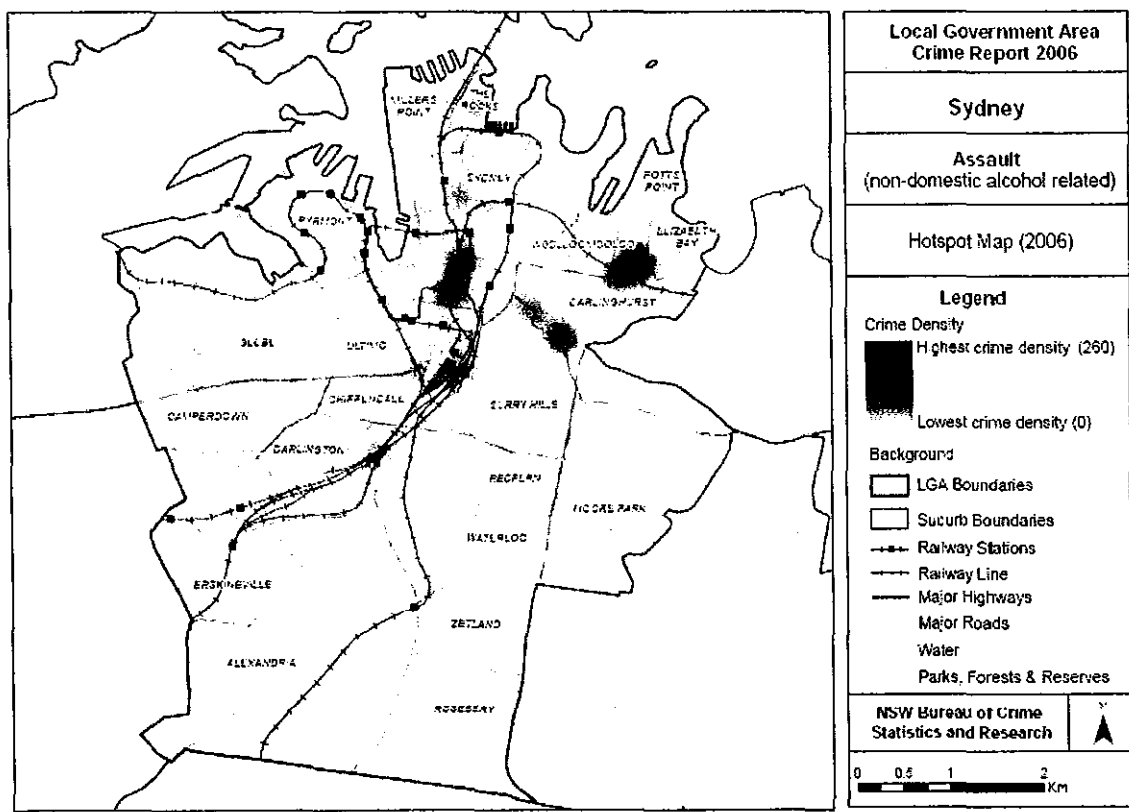
In 2006, the NSW Bureau of Crime Statistics and Research (BOCSAR), undertook research into liquor outlet concentrations and alcohol-related neighbourhood problems. The research found that respondents who live in a higher density of liquor outlets per 10,000 population were more likely to report problems in their neighbourhood with both drunkenness and property damage.

Almost 21% of respondents who lived in areas with more than 22 licensed premises per 10,000 population reported problems with neighbourhood drunkenness. Almost 36% of respondents who lived within half a kilometre of the five closest liquor outlets reported that there were problems with property damage in their neighbourhood. In Kings Cross there are approximately 76 licensed premises per 10,000 residents. In Darlinghurst there are approximately 95 licensed premises per 10,000 residents.

In 2006, BOCSAR released the Sydney Local Government Area Crime Report. The report included a number of "hotspot" maps showing the distribution of crime within the local government area.

A hotspot map for non-domestic alcohol-related assault incidents for the LGA has been included below. It is clear from the data that Oxford Street, Kings Cross and Central Sydney are areas with relatively high rates of alcohol-related harm.

Hotspot map for non-domestic alcohol-related assault incidents



City of Sydney Planning Policy Sub-Committee – Late Night Trading Research Project – 4 May 2009

Attachment 14

Information from the September 2009 British Report - *Under the Influence: The damaging effect of alcohol marketing on young people*

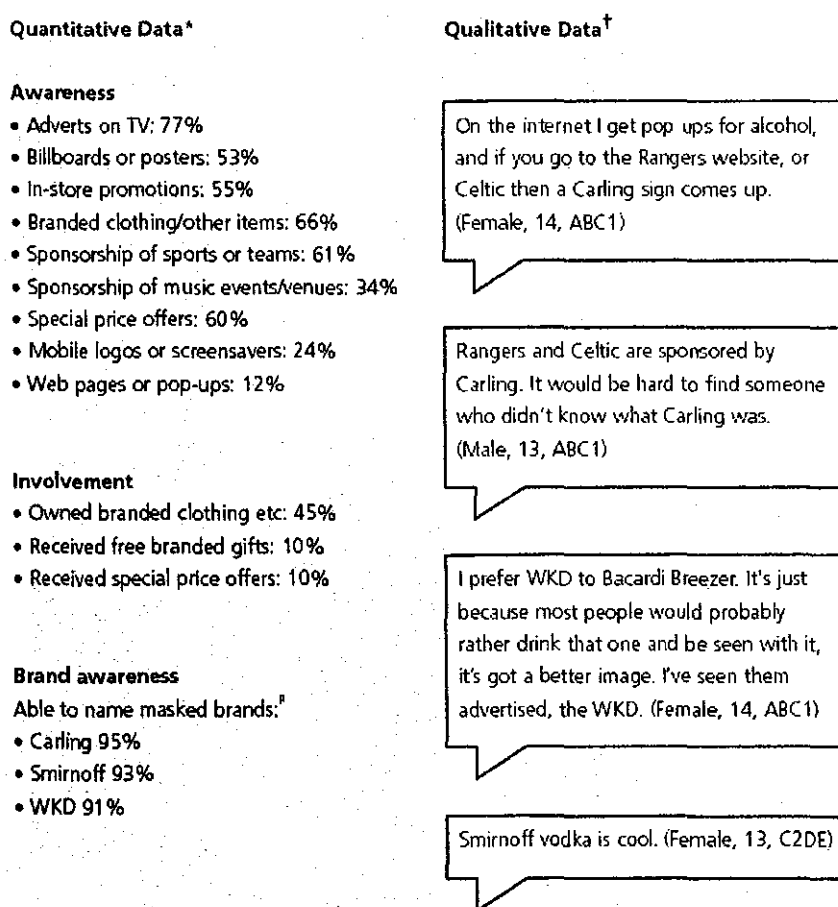
(http://www.bma.org.uk/images/undertheinfluence_tcm41-190062.pdf)

The report highlights that:

- The UK alcohol industry spends approximately £800M each year on marketing
- Alcohol sponsorship of iconic youth events is permitted. Alcohol advertising and promotion influences the onset, continuance and amount of alcohol consumption among young people.
- Unprecedented affordability in the UK, anomalies in the tax system, heavy discounting and price promotions have encouraged over consumption.
- Liberalisation of liquor licensing laws has resulted in dramatic increase in number of venues and novel drinks specifically targeting young people.
- Industry funded health education and partnerships have served the needs of the alcohol industry not public health – focus on ineffective educational initiatives and partial solutions, not evidence-based population level approaches.

Amongst the challenging data contained in the report is the following table highlighting information on the targeting/influence of alcohol promotion on young people.

Figure 4 – The impact of alcohol marketing communications on UK 13-year-olds



Source: *Unpublished data from Wave 1 of Hastings et al. NPRI study; † Gordon R (2007)

Alcohol marketing & youth drinking. 63rd Alcohol Problems Research Symposium, November 7-8, Kendal.

The Recommendations contained in the British report include the following:

- Implement and rigorously enforce a comprehensive ban on all alcohol marketing Communications.
- Establish minimum price levels for the sale of alcoholic products
- Increase the level of excise duty paid on alcohol above the rate of inflation and rationalise the current taxation system so that it is accurately linked to alcoholic strength for all products.
- Regulate the availability of alcoholic products through a reduction in licensing hours for on- and off-licensed premises.
- Commission further independent research and evaluation of sales practices, covering all aspects of industry marketing (including that of producers, distributors and supermarkets). This should be used to inform, and where appropriate, strengthen the current regulatory system.
- Ensure that the density of alcohol outlets is taken into account in planning or licence applications, and where necessary, introduce legislative changes to ensure these factors are considered.
- Assess the impact on public health of the changes to licensing legislation in the UK, and in particular the emergence of pubcos (ie a group of pubs owned by a single company which either manages the pubs directly or leases them to tenants).
- Undertake a full audit of the market, and consider ways to prohibit any products that either appeal to young people more than adults, or are particularly associated with problematic drinking.
- Introduce a compulsory levy on the alcohol industry with which to fund an independent public health body to oversee alcohol related research, health promotion and policy advice. The levy should be set as a proportion of current expenditure on alcohol marketing, index linked in future years.

Attachment 15

2007 National Drug Strategy Household Survey* - State and territory supplement, Australian Institute of Health and Welfare, Canberra, August 2008.

Table S9: Support(a) for alcohol measures: proportion of the population aged 14 years or older, states and territories, 2007 (per cent)

Measure	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aus
Increasing the price of alcohol	26.3	24.3	22.0	23.2	21.8	22.5	24.0	21.7	24.1
Reducing the number of outlets that sell alcohol	33.6	34.4	30.8	26.9	28.7	31.4	28.9	43.2	32.2
Reducing trading hours for pubs and clubs	44.0	41.4	35.9	28.1	33.3	34.7	34.8	37.0	38.9
Raising the legal drinking age	47.1	44.1	48.6	47.0	47.3	44.7	34.1	38.9	46.3
Increasing the number of alcohol-free public events	63.9	63.5	61.5	62.4	58.0	58.7	62.4	54.2	62.5
Increasing the number of alcohol-free dry zones	66.0	61.4	60.2	62.4	64.6	59.9	62.1	56.4	63.0
Serving only low-alcohol beverages at sporting events	62.4	59.8	60.6	59.2	52.8	57.4	57.3	55.5	60.1
Limiting TV advertising until after 9:30 p.m.	73.2	72.5	69.9	73.8	71.4	74.2	69.6	64.1	72.2
Banning alcohol sponsorship of sporting events	51.9	48.0	42.8	53.6	46.3	45.5	49.3	36.3	48.5
More severe penalties for drink driving	86.6	86.6	86.8	85.0	85.0	87.3	84.8	84.2	86.3
Stricter laws against serving drunk customers	84.2	83.4	82.8	82.5	83.1	82.7	82.2	80.1	83.3
Restricting late night trading of alcohol	61.9	59.1	57.0	50.6	52.3	54.8	52.5	53.9	58.0
Strict monitoring of late night licensed premises	76.6	77.0	74.7	71.2	70.5	76.2	71.9	69.8	75.2
Increasing the size of standard drink labels on alcohol containers	66.2	67.0	66.5	63.7	62.7	63.1	63.7	58.5	65.8
Requiring national drinking guidelines on alcohol containers	71.6	70.6	71.1	71.3	70.6	67.5	69.7	59.9	70.9
Increasing tax on alcohol to pay for health, education and treatment of alcohol-related problems	43.5	41.4	38.5	41.8	38.4	39.9	42.6	35.2	41.3

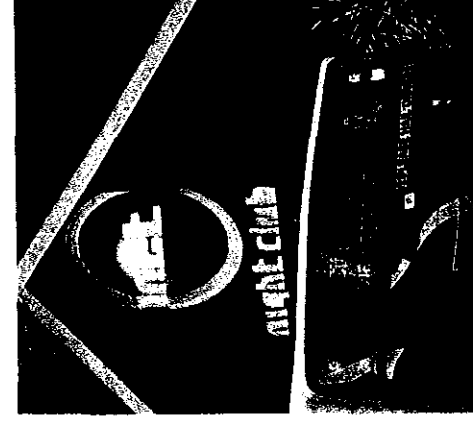
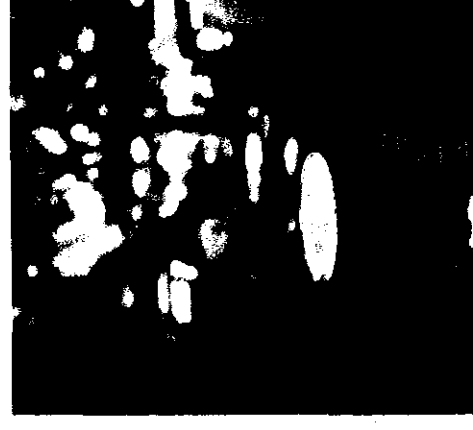
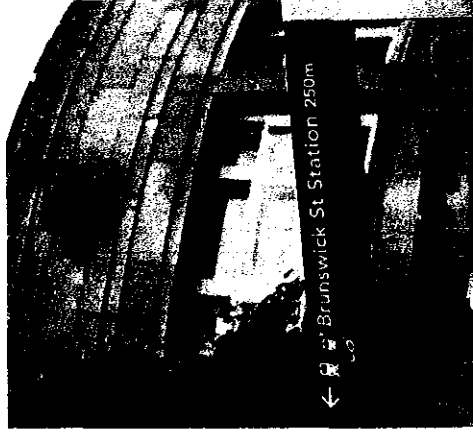
(a) Support or strongly support; all results as a proportion of those that expressed an opinion.

Table S3: Alcohol drinking status: proportion of the pop'n aged 14 years or older, states and territories, 2007 (per cent)

Drinking status	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aus
					Males				
Daily	10.7	10.2	10.9	12.8	11.0	9.0	7.8	14.8	10.8
Weekly	45.0	45.9	47.4	51.8	28.9	49.6	52.8	49.8	46.8
Less than weekly	28.0	29.6	28.6	24.9	6.4	30.3	28.1	23.7	28.3
Ex-drinker(a)	5.9	5.6	6.5	4.5	6.2	4.5	6.3	6.7	5.8
Never a full serve of alcohol	10.3	8.7	6.5	5.9		6.7	5.1	5.0	8.2
					Females				
Daily	5.9	4.6	6.7	6.9	5.0	4.8	5.6	6.2	5.5
Weekly	34.2	34.4	37.1	42.1	36.2	31.9	43.5	37.9	35.9
Less than weekly	36.0	41.0	39.9	34.1	8.5	45.9	38.7	38.4	38.5
Ex-drinker(a)	8.9	8.0	7.4	7.2	10.3	7.7	3.2	9.5	8.1
Never a full serve of alcohol	14.9	12.1	9.8	9.6		9.6	9.0	7.9	12.1
					Persons				
Daily	8.3	7.3	8.3	9.8	7.9	6.8	6.6	10.7	8.1
Weekly	39.5	40.0	42.2	46.9	41.8	34.6	40.5	48.0	41.3
Less than weekly	32.1	35.4	34.3	29.5	7.5	38.3	33.5	30.7	33.5
Ex-drinker(a)	7.5	6.8	7.0	5.9	8.2	6.2	4.7	8.0	7.0
Never a full serve of alcohol	12.7	10.4	8.2	7.8		8.2	7.1	6.4	10.1

(a) Consumed at least a full serve of alcohol, but not in the past 12 months.

* The survey of around 23,000 Australians living in residential households, covered drug-related attitudes, beliefs and behaviours, as well as support for various drug-related policy options.



Collage of Fortitude Valley Nightclubs