



focusing on public safety in public spaces—overnight



**Submission to the Inquiry of the
Law, Justice and Safety Committee
of the Queensland Parliament on
Alcohol-Related Violence in Queensland**

on behalf of

ChaplainWatch Inc

NightWatch Project & Night Safe Project
StreetWatch Project
LifeWatch Project

Contact

Name Lance Mergard (Rev) (Chaplain) JPQ, BA Min, Dip Social Welfare.
Group ChaplainWatch Inc
Address PO Box 191 FORTITUDE VALLEY Q 4006
Phone 0418 667 250
Email lance@chaplainwatch.com
Web www.chaplainwatch.com

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Executive Summary

The following is ChaplainWatch's response and that of Rev. Lance Mergard (Chaplain) C.C.C., JPQ, BA Min, Dip Soc Welfare to the terms of reference in the Inquiry's Issues Paper. It is divided into 5 sections

SECTION 1: About ChaplainWatch. *(Refer to About Us—page 18 ff)*

ChaplainWatch is a unique, lateral and practical reaction to the needs of our city. In response to the night time entertainment, that is so much an identity of Brisbane, ChaplainWatch has filled the 'public safety in public spaces' void.

This section sets out the how, when, where and why ChaplainWatch works in the night-time mix and includes some interesting statistics. This section also reveals, in brief, the ChaplainWatch future plans for:

- (a) a **second service** to compliment the success of the current one, and
- (b) the **plans for a 'Night Safe' safe place** to operate in the Valley Malls. One of its functions is to be a professionally operated first responder first aid centre whereby persons needing non-life threatening, non-emergency supervision, observation and assistance can be cared for, relieving the hospital triage emergency departments of low-end, non-triage care patients.

SECTION 2: Forethought and Formation. *(Refer to page 25 ff)*

The writer places certain points of view before the Inquiry that needs to be introduced into their frame of reference, before they begin to make sweeping changes and disquieting proposals. The writer counsels caution while the Inquiry is looking for answers. That if this Inquiry is to have any influence on the future of this State and its citizens then it must act and not react to the plethora of competing recommendations. As a smart State we must find real answers to real problems and not just mimic what others are doing, mostly unsuccessfully.

SECTION 3:

All in this together: Research shows Queensland is not alone. Countries held up as shining lights for their liberal view on drinking are having the same problems.

Displacement theory: This principle is put forward to bring caution the debate as to going to far too quickly, without fully understanding the ramification of decisions.

Moral Dilemmas: A range of dilemmas are put forward to consider as the inquiry forges ahead to bring about change to the alcohol and violence quandary.

AN INTERNATIONAL DILEMMA—Alcohol problems are not restricted to QUEENSLAND (*Refer to page 30*)

A MORAL DILEMMA—Alcohol is a legal drug (*Refer to page 32*)

AN ECONOMIC DILEMMA—Alcohol is an economy (*Refer to page 33*)

A COMMUNITY DILEMMA—Alcohol is imbedded in our culture (*Refer to page 34*)

A SOCIOLOGICAL DILEMMA—Alcohol currently is a mono-culture (*Refer to page 36*)

AN EVOLUTIONARY DILEMMA—Alcohol feeds the beast (*Refer to page 36*)

A LOGISTICAL DILEMMA—Alcohol has numbers (*Refer to page 36*)

A POLICY DILEMMA—Alcohol can be controlled (*Refer to page 36*)

Creative means to this perplexing end: The writer puts forward a lateral approach to this difficult problem—**NORMALISATION** and **MANAGEMENT**. (*Refer to page 37*)

NORMALISATION is a hypothesis based around the observation that where there is a monoculture, unique social problems arise. So, make it an open multi-cultural 24 hour economy. By doing so, their presence and their customers will begin to bring to the scene an sense of normalisation. In effect their presence will help mitigate against the mono-culture of alcohol with it its problems. It is in this diversity that normalcy grows.

MANAGEMENT: A tri-level government task force to develop and launch an 'Events Management Corporation' to become the on-stop-shop. In similar form to say the Queensland Events Corporation, a similar Corporation would be able to manage the issues of the 24 Hour Economy including the alcohol-based economy and the anti-social behaviour that seems to accompany it. The '24 hours Economy Corporation'¹ needs to be a one-stop-shop for all things relating to the night economy.

The imperative is for Management NOT Laws. (*Refer to page 45*) Draw together and coordinate everything and everybody who are working so hard to address the issues. Because of the complexity and the number of groups involved, a tri-level whole-of-government management plan needs to be established promptly. Instead of plugging the holes, make a new craft; one that is designed to be capable of overseeing and controlling all the issues as they come up on the radar

¹ <http://www.parliament.uk/documents/upload/postpn250.pdf>

and even be prophetic and proactive enough to do innovative things in advance of a problem arising, similar to the Queensland Events Corporation.

SECTION 4

This section is set out to attempt to answer, from this writer's perspective, the questions raised in the Inquiry's discussion paper. But it starts out with some revealing and disturbing statistics. 81% say Australians have a binge-drinking culture. (Ref to Page 54)

But does alcohol = violence? Again statistics give pause to reconsider this assumption. Then rough statistics ask is 0.05% violence rate of population an epidemic?

In response to the question: "Why do some individuals become violent offenders after consuming alcohol?" this response considers a range of theories. The bottom line is that "From the research evidence available, we can conclude that there is no direct causal relationship between alcohol and violence." (Refer to page 56 ff)

In response to the question: "The role of parents in influencing attitudes towards alcohol consumption", this response sets out some ideas. It goes one step further and asks the question: "How can parents be assisted in instilling responsible attitudes to drinking?" then provides the following: By pressing the following simple 4 points it may be possible to turn a society mores' compass to due north. e.g. 1. alcohol is seen as essentially neutral; 2. what's important is how it's used; 3. two equally acceptable choices - abstain or drink in moderation. Each equally OK; 4. what's totally unacceptable is the abuse of alcohol by anyone for any reason at any time. (Refer to page 68 ff)

In response to the question: "Education campaigns and their role in cultivating effective social change in terms of community attitudes to alcohol consumption" Queensland is not alone. Searching the world for answers is going to be fraught with disappointment. There are two paths that this inquiry can lead our community down; 1. Alcohol—public enemy number one? If elimination or prohibition or a 'war on' is not the way, why will more and more draconian measures such as earlier closing times and taxes on certain drinks do the trick? It is a cultural thing, thus it needs a cultural response.

'Normalising' of alcohol use. Maybe a lateral approach is needed. Societies that normalise alcohol there are less problems with alcohol. Note the issues of normalisation: (a) alcohol is seen as essentially neutral: (b) what's important is how it's used: (c) two equally acceptable choices - abstain or drink in moderation. Each is equally OK. (d) what's totally unacceptable is the abuse of alcohol by anyone for any reason at any time. Advertise that.

Flow-on issues for emergency service workers, police, and frontline health workers. Established employee support programmes for all associated with the night time alcohol economy.

HARM MINIMISATION MEASURES:

GLASSING: 1. Toughened and non-toughened glass still a weapon. 2. Bottles must be included. (3) Bottles and the drinking in public spaces. (4) "Glassing" - The language: The use of the word 'glassing' is dangerous. No clear definition of 'Glassing'. Misuse of official 'glass' usage. 'Glassing' frequency? Having submitted the preceding there comes a time where the question must be asked: How frequently does 'glassing' actually happen? Codifying the term from 'GLASSING' to 'USE OF A WEAPON' (*Refer to page 79 ff*)

SECURITY MEASURES: (1) ID Scanners At Venues is a highly effective means of control. ChaplainWatch fully supports the rapid installation of a standardised, top of the range ID scanners, to all late night licensed venues (eg after midnight). (2) Venue CCTV: There is a real need for a standardising of CCTV in venues that trade late. (3) Venue Security and Personnel: " Higher categories of qualification for venue security with higher quality training. (4) Street CCTV—City Safe: There is a desperate call for a more CCTV units in and around venues, and the public spaces associated with them. (*Refer to page 84 ff*)

PROMOTIONAL DRINKING: Night time exclusions are needed, with a minimum price for all alcohol products so no discounts can happen. However, enforcement, regulation and inspection needs to be beefed up via Liquor Licensing. (*Refer to page 84 84 ff*)

GEOGRAPHICAL 'DUTY OF CARE' CONUNDRUM: The duty of care stops at the door of a venue. Thereafter the 17 point plan loosely left that challenge to the police. Yet it does not fit well with their duties so Community Organisations are needed to take up the slack. (*Refer to page 94 84 ff*)

COMMUNITY INVOLVEMENT IN THE LICENSING APPLICATIONS: ChaplainWatch endorses the concept of community involvement in the licensing application process, provided that 'the community involvement' is by a community group or person with direct involvement or knowledge with the issues. (*Refer to page 100 94 84 ff*)

LIQUOR INDUSTRY ACCORDS AND SIMILAR PARTNERSHIPS: ChaplainWatch endorses the concept of liquor accords and similar partnerships. But there are some Accords that work and some that do not (*Refer to page 100 100 94 84 ff*)

PRICING AND TAXATION MEASURES: ChaplainWatch expresses its concern at the social control experiment of the recent taxation on 'alcopops' by the Federal Government.

REDUCING THE ALCOHOLIC CONTENT OF BEVERAGES. ChaplainWatch would endorse such a move to lower alcoholic content but only on the above proviso.

THE IMPACT OF LATE OPENING HOURS: Form the viewpoint of ChaplainWatch the good aspects of the 3am lockdown is that it draws a line in the sand, time wise. There are not so good bits to the 3am lockdown. With the blanket 3am time keeper, the blanket time of 3am makes the public spaces the place for frustrations to boil over and disinhibited values to run rampant. Options to the blanket 3am lockout. ChaplainWatch believes that there is an alternative-

Carrot and the Stick; a carrot incentive whereby a venue can be rated as a 5 star rated venue, if in the past 3 or 6 months it has passed all the rigorous hurdles Liquor Licensing has to hand in its Regulations. This can operate in a similar manner to the rating of a motel or hotel. The star rating can reduce to 4, 3, 2 or 1 which aligns to the closing hours, *(Refer to page 1069484 ff)*

Section 5: Two more submissions:

Underage attendance to venues and drinking. There is a veiled social problem with grave consequences. Anecdotally this writer believes that between 0.5% - 1% of persons in public spaces are underage youths. That is of the 40,000, out last Saturday night; about 200 - 400 would have been underage. Tighten up the 18+ card provision and make it more goof proof. *(Refer to page 1069484 ff)*

Increase the drinking age to 19 years old. Although adulthood is being thrust upon them e.g. to vote, yet still they have a way to go to be mature to drink. They are not emotionally ready to drink alcohol. They are not mature enough to go clubbing. They have not grasped the adult concept of responsibility at 18.

This will help reinforce the new medical research that shows persons under 18 should not drink alcohol at all

This will give a breathing space between schoolies and the grown up's world

This will help parents to be more assertive with their children

This will assist venue staff to work out, by visualising age, if the person is underage.

It will meet public expectations on their youth the act more responsibly with alcohol. *(Refer to page 1139484 ff)*



Incorporated Association ChaplainWatch Inc
Postal Address PO Box 191
Fortitude Valley Qld 4006
A B N 60 338 945 269
SENIOR CHAPLAIN Rev Lance Mergard Chaplain, CCC, JPQ, BA Min, Dip Soc Well.
Mobile 0418 667 250
WEB www.chaplainwatch.com
EMAIL ADDRESS info@chaplainwatch.com

Australian Tax Office endorses ChaplainWatch Inc as a 4.1.7 Charitable Services Institution and a Deductible Gift Recipient, Item 1 of the table in Sect 30-15 Income Tax Assessment Act 1997.



about us

ABOUT US

ChaplainWatch is a stand-alone Brisbane-based not-for-profit charity, endorsed by the ATO to offer tax deductions for donations. We function as an Incorporated Association under a Board of Management as ChaplainWatch Inc.

Laterally conceived, we are a community service whose focus is on public safety in public spaces—overnight.

Since 2004, each Friday and Saturday night overnight, the NightWatch Chaplains pro-actively patrol the CBD, Fortitude Valley and Caxton Street precincts, watching out for anyone in crisis, at risk, or in need.

We call it the NightWatch Project and we are the NightWatch Chaplains.

We offer a unique, non-authoritarian service, which encompasses crisis intervention, conflict resolution, frontline first aid, public counselling and guidance, secondary victim support and welfare assistance. These provide a powerful positive presence when it matters – *“there when the good times go bad.”*

Then by means of a rapid response service we also work in partnership with official services—police, ambulance, Brisbane City Council, Queensland Rail, venue management and security, taxi rank security and taxi operations, and other city stakeholders.

Our Chaplains are trusted, compassionate and responsive to the needs of all who frequent the Brisbane entertainment precinct, without prejudice.

We do save lives and we do help make the streets a safer place for us all to enjoy.

1. 'VIOLENCE IN THE CITY'

BACKGROUND

In 2004-2005 a series of violent acts took place in the city of Brisbane. One of these led to the death of a young man. It became the touchstone for a city's collective anxiety. The label 'violence in the city' was superglued to it and as a result we had a 'violence' epidemic.

Politicians were cornered into responding. Subsequently a raft of responses were conceived and shoehorned into the now infamous Premier's '17 Point Plan', each a dynamic initiative in and of itself, save for one glaring blind spot—the general public's safety in public spaces.

Come onto the streets of the CBD, Fortitude Valley and Caxton Streets after midnight on any Thursday, Friday Saturday or Sunday night and you will be confronted with thousands of people, mostly young adults, in a limitless variety of alcohol and other drugs conditions.

Point 18, if there was one

Point 18, if there was one, should have been 'develop and implement a pro-active intervention and rapid response resource that would focus on the general public's safety while they are in public spaces, yet who fall outside official policing, ambulance and other official responses, but whose *'good times have gone bad'*. History, however, confirms there is only a '17 Point Plan'.

ChaplainWatch formed and NightWatch Project implemented.

NightWatch Project with its team of volunteer Chaplains has purposely and strategically responded to the collective belief that their City is a place of violence. However, ChaplainWatch observed that violence, if and when it happens does so in many forms, not just via an all in brawl. Violence assaults not just the physical, but also relationships, friendships, and the individual's future if they get a criminal record. Much of this does not fall under the responsibilities of the Police or Ambulance, yet they are citizens with crises, nonetheless.

Since January 2007 to June 2009

Over the past **2 ½** years the NightWatch Chaplains have attended **1051** incidents (i.e. **206** nights at an average of **5.1 incidents / night**).

547 by means of **rapid response** to a call from venue staff, NightLink security, Police, City-Safe, taxi ranks or others.

504 by means of our **proactive patrolling** of the CBD, Valley and Caxton Streets precincts, intentionally intervening where it a person is deemed to be in crisis, at risk or in need.

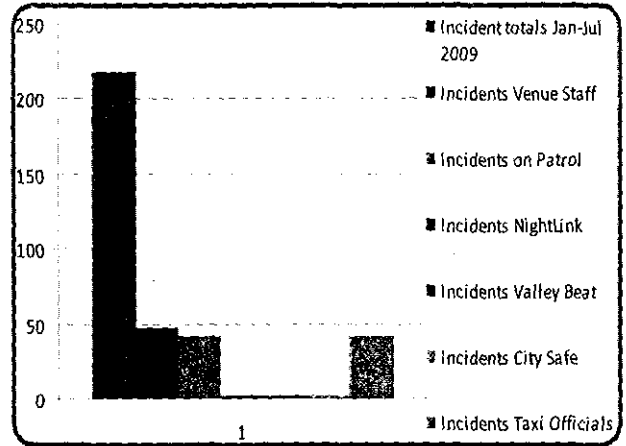
Of those **1051** incidents the NightWatch Chaplains have **directly intervened and assisted 1068** persons (i.e. **206** nights at an average of **5.18 persons/ night**)

404 were females, the highest proportion of these were in the 18-24 age group—**322**

664 were males, the highest proportion of these were in the 18-24 age group—**384**

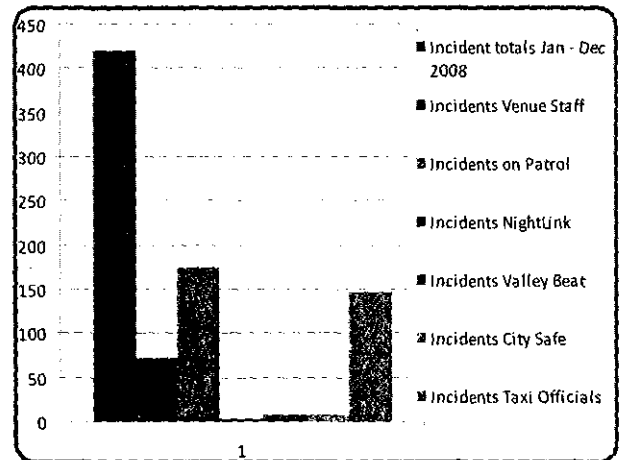
NightWatch Incidents Jan 2009 to June 2009

<i>Incident response to Venue Staff</i>	47
<i>Incidents response to NightLink</i>	2
<i>Incidents response to Police</i>	2
<i>Incidents response to City Safe</i>	2
<i>Incidents response to Taxi Officials</i>	42
<i>Sundry incidents</i>	2
Incidents attended by response	97
Incidents attended on patrol	121
TOTAL INCIDENTS ATTENDED	218



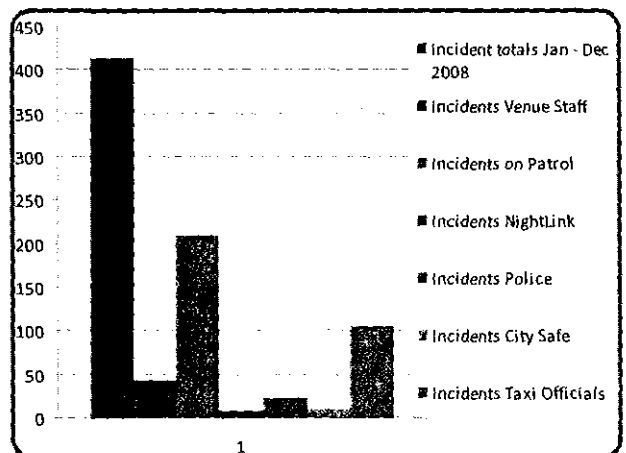
NightWatch Incidents January to December 2008

<i>Incident response to Venue Staff</i>	73
<i>Incidents response to NightLink</i>	4
<i>Incidents response to Police</i>	9
<i>Incidents response to City Safe</i>	8
<i>Incidents response to Taxi Officials</i>	146
<i>Sundry incidents</i>	6
Incidents attended by response	246
Incidents attended on patrol	174
TOTAL INCIDENTS ATTENDED	420



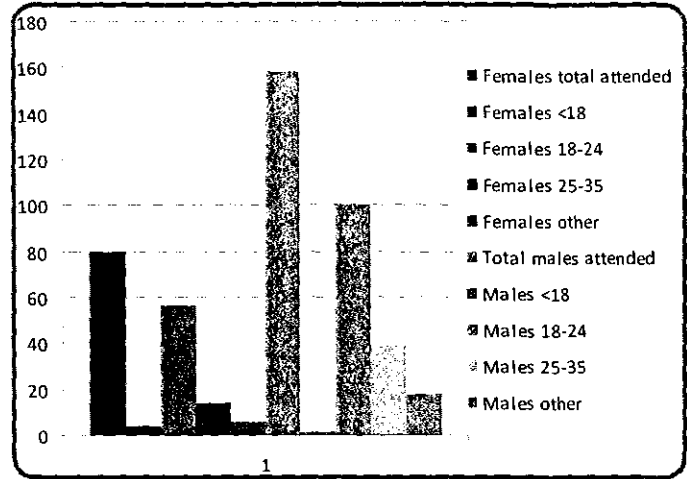
NightWatch Incidents January to December 2007

<i>Incident response to Venue Staff</i>	43
<i>Incidents response to NightLink</i>	9
<i>Incidents response to Police</i>	23
<i>Incidents response to City Safe</i>	10
<i>Incidents response to Taxi Officials</i>	106
<i>Sundry incidents</i>	13
Incidents attended by response	204
Incidents attended on patrol	209
TOTAL INCIDENTS ATTENDED	413



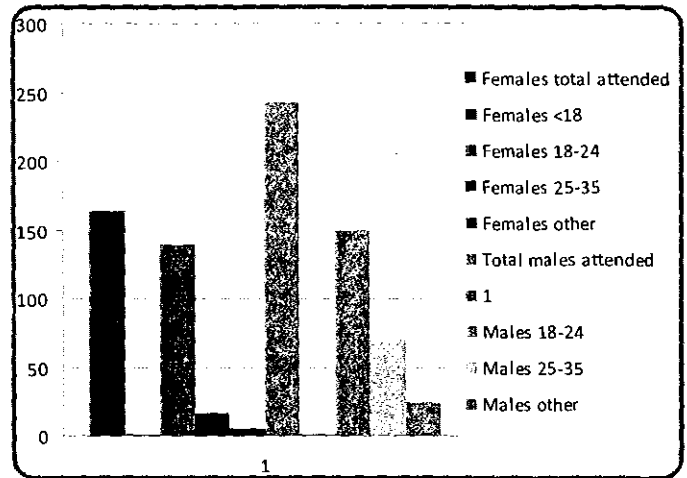
NightWatch Persons Attended January 2009 to June 2009

Females under 18	4
Females 18 - 24	57
Females 25 - 35	14
Females other	6
Males under 18	1
Males 18 - 24	100
Males 25 - 35	39
Males other	18
Total persons attended	239



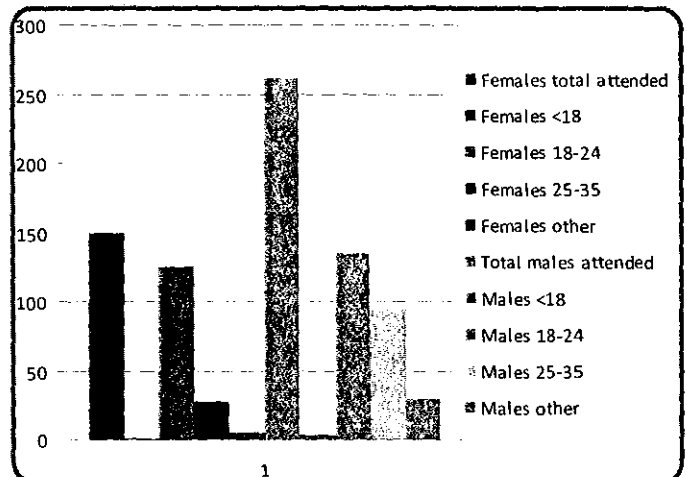
NightWatch Persons Attended January to December 2008

Females under 18	1
Females 18 - 24	140
Females 25 - 35	17
Females other	6
Males under 18	1
Males 18 - 24	149
Males 25 - 35	70
Males other	24
Total persons attended	408



NightWatch Persons Attended January to December 2007

Females under 18	1
Females 18 - 24	125
Females 25 - 35	27
Females other	6
Males under 18	3
Males 18 - 24	135
Males 25 - 35	94
Males other	30
Total persons attended	421



NIGHTWATCH PROJECT OFFERS

Pro-active overnight mobile patrols and rapid response—not office bound

NightWatch Chaplains work from the vehicle and not out of an office. They don't expect trouble and problems to come to them, they go to where it happens.

And they do it overnight.

They literally drive around the CBD, Valley and Caxton St entertainment precincts and look out for anyone in crisis, at risk, in need, whether they be the general public, homeless, mental health issues, whoever.



- ◆ passed out or asleep in a dark and unsafe place;
- ◆ dangerously disorientated or vomiting and collapsed with potentially life threatening alcohol poisoning;
- ◆ manifestly bizarre and hazardous drug induced behaviour;
- ◆ alcohol-fuelled acts of irresponsibility and stupidity driven by uninhibited selfishness;
- ◆ overt anger and aggression with the potential to erupt into unrestrained hostility;
- ◆ unbridled and uncontrolled verbal abuse;
- ◆ blatant verbal and/or physical conflict between couples and relationships;
- ◆ 'secondary victim' and critical incident issues at police or ambulance or other serious incidents;
- ◆ physical or medical conditions requiring frontline first-aid emergency response;
- ◆ critical incidents calling for incident defusing, crisis intervention and conflict negotiation;
- ◆ situations flagging the desire for reasonable, logical and appropriate spiritual counsel;
- ◆ social conditions that call for the calm, wise, and professional presence of a peace-maker;
- ◆ personal and group safety in public spaces.

The criteria is straightforward: "is that person(s) possibly at risk, in need or in crisis to themselves or the others? If yes, then **respond.**"

CHAPLAINWATCH IS A UNIQUE, LATERAL AND PRACTICAL RESPONSE TO THE NEEDS OF OUR CITY.

ChaplainWatch has become a vital asset in the night time entertainment precincts of the Brisbane CBD, Valley and Caxton Street. Known by all and highly respected among both the patrons and the professionals who frequent the areas the Chaplain have forged a unique place of compassion and care to all.

Currently happening

ChaplainWatch operates 1 vehicle with 2 Chaplains every Friday and Saturday night from 11pm to early morning, covering the CBD, Valley and Caxton Street. (*Refer to ChaplainWatch statistics 2007-2009—page 19*)

CURRENT NEEDS—FUTURE PLANS

- (i) ChaplainWatch plans to duplicate its current service to two (2) mobile units.
 - ◆ ChaplainWatch will operate 2 vehicle with 2 Chaplains per vehicle
 - Unit 1 will operate every Thursday, Friday, Saturday and Sunday nights from 10pm to early morning, covering the CBD, Valley and Caxton Street.
 - Unit 2 will operate every Friday and Saturday nights from 10pm to early morning, covering the Woolloongabba, South Brisbane, South Bank, West End, and the CBD.
- (ii) ChaplainWatch plans to develop and operate a safe place known as “**Night Safe**”.
 - ◆ ChaplainWatch has plans well underway to run a **static facility in the Valley Mall** alfresco area as a permanently established night time facility operating from 10pm to 5am each Friday and Saturday. Its purpose is to:
 - fulfil the need of the duty of care when people's good times go bad.
 - a safe place for persons needing time out,
 - offer a place of security when vulnerable,
 - offer a place to receive support, advice and information,
 - offer a place to assist when too drunk to care for self,
 - offer a place for first responder first aid station for injuries and health problems
 - be a professionally operated first responder first aid centre whereby persons needing non-life threatening, non-emergency supervision, observation and assistance can be cared for, relieving the hospital triage emergency departments of low-end, non-triage care patients.
 - (*Note: Discussions are underway with QAS in regard to this type of plan*)
 - ◆ To be accessed and used by
 - Public
 - Police

- QAS
- Security
- Venues

Having recently been awarded the Certificate of Merit from the Australian Crime and Violence Prevention Awards, what this State possess in ChaplainWatch is worthy of praise and support.

Recommendation 1. That this Inquiry recognise ChaplainWatch for what it has consistently and professionally provided as a vital community service over the past 6 years for public safety in public spaces in the CBD, Valley and Caxton Street entertainment precincts.

Recommendation 2. That this Inquiry endorses the future plans of ChaplainWatch as essential, prudent, and wise to the overall scheme of things that are required to make the entertainment areas more safe and secure.

Recommendation 3. That this Inquiry ensures that adequate and effective funding is made available for recurrent expenditures for professional staff, to take this great volunteer community service to a world-class operations, worthy of duplication anywhere else.

SECTION 1

Forethought and Formation

In Section 2 the writer counsels caution while the Inquiry is looking for answers. That if this Inquiry is to have any influence on the future of this State and its citizens then it must act and not react to the plethora of competing recommendations. As a smart State we must find real answers to real problems and not just mimic what others are doing, mostly unsuccessfully.

1. THE INQUIRY

“In understanding this inquiry, the committee should consider – Best practice harm minimisation measures in other Australian and International”.

(1) CAUTION IS COUNSELLED

It has been said that the 'making of law there is no end'. History reveals that this was also a great concern to the great Roman Empire in the century before the birth of Jesus Christ.

“Romans despaired of the problem. Julius Caesar decided to reduce the statute book to a manageable size but was assassinated in 44 BC before he could begin. The great Roman historian Tacitus took up the theme, commenting that there seemed to be no end to law-making, and with his usual sharpness put his finger on an exquisite paradox. Laws were made to be obeyed. If there were so many of them, why was society so corrupt? Or was it the other way round: that the more corrupt the society, the more laws were needed to try to control it?”

It is believed that already in Queensland there has been several Inquiries all focused around the similar theme of Binge Drinking and Violence. Each has had an influence on the legislators and more rules, regulations and legislations have been enacted.

a) Yet here we are again!

With this “Inquiry into Alcohol-Related Violence in Queensland” by the Law, Justice and Safety Committee, what seems to be inevitable is that emerging from this Inquiry will be the making of more laws and of which their seems to be no end.

The many submissions this Inquiry will receive shall focus, one imagines, on the hardening or softening of laws already made or that could be future enacted. That is the inevitable outcome of the terms of reference as laid down for this Inquiry.

(2) LOOKING FOR ANSWERS

The unenviable task of this Inquiry is to balance competing positions and come to a consensus that meets the hue and cry of stakeholders to the Parliament's response to the mostly ill-informed attitudes of the public.

a) Reacting or Acting?

²

Spectator | January 12, 2008 | Jones, Peter | COPYRIGHT 2008 The Spectator Ltd. (UK). This material is published under license from the publisher through the Gale Group, Farmington Hills, Michigan. All inquiries regarding rights should be directed to the Gale Group.

From my rudimentary vantage point I can see only one of two outcomes.

- ◆ That this Inquiry will not **react** to the competing positions by simplistically honing in on the highly emotive issue(s) and consequently putting forward a raft of further draconian laws and regulations.

The short term response will be possibly applause from the public bleachers and but there will be deep dissatisfaction and criticism from the 'other side'. The long term results, however, will be yet another Inquiry when the next profoundly complex social question arises.

This is the obvious outcome if this Inquiry does not have that indispensable prophetic foresight to discern what is over the horizon. This is not a criticism but an inevitability.

- ◆ That this Inquiry will instead **act**.

What is needed is a lateral approach to problem solving the social issues that the Inquiry has been tasked to scope.

What is not needed is the same old, same old, over and over again.

b) This Inquiry cannot and must not fall into the trap of papering up holes.

The Inquiry must apply itself to finding long-reaching, positive and purpose driven solutions to the task before them.

We contend that this inquiry must conceive and give birth to fresh alternate ways to addressing the vast array of issues that surround these social problems? If this Inquiry would apply themselves, we believe that The Inquiry can turn this persistently troublesome social issue of alcohol and violence into a world-leading imaginative outcome that addresses not just the social problems of alcohol and violence but can value add to the community's benefit, economically, socially, tourism-wise, employment-wise, etc?

Recommendation 4. That this Inquiry will not **react** to the competing positions by simplistically honing in on the highly emotive issue(s) and consequently putting forward a raft of further draconian laws and regulations, rather that this Inquiry will instead **act**.

Recommendation 5. That this Inquiry in the execution of their inquiry's commission do all in their capacity to think 'outside the box', and to be lateral in their determinations and the putting forward of proposals that are imaginative, dynamic, influential, robust, and purpose-driven so that Queensland can have world-best practice outcomes which will not only address the issues before it but will value add to the benefit of all.

Recommendation 6. That the Inquiry into Alcohol-Related Violence in Queensland by the Law, Justice and Safety Committee, ensure that arising out of this inquiry that there be clear indication in their recommendations, that the Executive and Parliament be stridently prudent and judicious before the implementing more and more legislation and regulation.

Recommendation 7. That, in conducting this Inquiry, the members courageously grasp this momentous opportunity to frame noble policies that truly address the issues at hand, and not stumble into the trap of short term solutions with very little long term gain.

SECTION 2

All in this together: Research shows Queensland is not alone. Countries held up as shining lights for their liberal view on drinking are having the same problems.

Displacement theory: This principle is put forward to bring caution the debate as to going to far too quickly, without fully understanding the ramification of decisions.

Moral Dilemmas: A range of dilemmas are put forward to consider as the Inquiry forges ahead to bring about change to the alcohol and violence quandary.

AN INTERNATIONAL DILEMMA—Alcohol problems are not restricted to QUEENSLAND *(Refer to page 30)*

A MORAL DILEMMA—Alcohol is a legal drug *(Refer to page 32)*

AN ECONOMIC DILEMMA—Alcohol is an economy *(Refer to page 33)*

A COMMUNITY DILEMMA—Alcohol is imbedded in our culture *(Refer to page 34)*

A SOCIOLOGICAL DILEMMA—Alcohol currently is a mono-culture *(Refer to page 36)*

AN EVOLUTIONARY DILEMMA—Alcohol feeds the beast *(Refer to page 36)*

A LOGISTICAL DILEMMA—Alcohol has numbers *(Refer to page 36)*

A POLICY DILEMMA—Alcohol can be controlled *(Refer to page 36)*

Creative means to this perplexing end: The writer puts forward a lateral approach to this difficult problem—**NORMALISATION** and **MANAGEMENT**.

Normalisation is a hypothesis based around the observation that where there is a monoculture, unique social problems arise. So, make it an open multi-cultural 24 hour economy. By doing so, their presence and their customers will begin to bring to the scene an sense of normalisation. They will act differently, speak differently, and respond differently. In effect their presence will help mitigate against the mono-culture of alcohol with it its problems. It is in this diversity that normalcy grows. *(Ref to page 37)*

Management: A tri-level government task force to develop and launch an 'Events Management Corporation' to become the on-stop-shop. In similar form to say the Queensland Events Corporation, a similar Corporation would be able to manage the issues of the 24 Hour Economy including the alcohol-based economy and the anti-social behaviour that seems to accompany it. As part of their brief is a culture to jealously brood it and creatively respond to any thing that has or could spoil the image. The 'corporation' will bring with it a new expectation where every 24 hour economy entity will have to rise to the greater ideals. The '24 hours Economy Corporation'³ needs to be a one-stop-shop for all things relating to the night economy. *(Ref to page 43)*

³ <http://www.parliament.uk/documents/upload/postpn250.pdf>

2. SOME COMPLEX DILEMMAS TO GRAPPLE WITH

Before this Inquiry makes wide ranging recommendations, please stop and think!

There are certain moral and philosophical mine fields to be navigated if this Inquiry does more than just rubber stamp that which has been predetermined. It is hoped that this Inquiry was set up to find answers and not to just legitimise preset outcomes.

If the latter is the case then I make this dire prediction—there will come a time when displacement will happen.

The Archimedes Displacement Principle

'Displacement occurs when an object is immersed in a fluid, pushing it out of the way and taking its place'⁴

Similarly, when legislation and regulations, as a means of social control, are churned out to plug one gap, there will come a time where aspects of society will rebel, as a 'normal' displacement reaction.

(1) AN INTERNATIONAL DILEMMA—ALCOHOL PROBLEMS ARE NOT RESTRICTED TO QUEENSLAND

a) *It is cold comfort but overseas have the same problems*

Against popular belief, most Western countries are facing the same perplexing issues of binge drinking with accompanying violence, including the much fated France, even with their liberal alcohol culture.

(i) The Spaniards are now experiencing problems.

"While Spaniards are known for their social drinking, even during their teens, this scene of excess is a relatively new one. Spanish adolescents have taken to binge drinking".⁵

(ii) The Italians also are experiencing a binge drinking epidemic.

"Doctors in Italy have warned that binge drinking is becoming such a problem it will reach British levels within five years."⁶

(iii) The EU is also very concerned.

"BRUSSELS, Belgium - Binge drinking continues to be a problem in Ireland, Britain, Finland and Denmark, according to a European Union survey of alcohol consumption released Wednesday.

⁴ [http://en.wikipedia.org/wiki/Displacement_\(fluid\)](http://en.wikipedia.org/wiki/Displacement_(fluid))

⁵ By Cristina Mateo-Yanguas - GlobalPost Published: October 12, 2009 07:21 ET
<http://mobile.globalpost.com/dispatch/spain/090903/binge-drinking-trend-reveals-troubled-society>

⁶ By Mail Foreign Service Last updated at 1:16 AM on 29th September 2009 <http://www.dailymail.co.uk/news/worldnews/article-1216666/Italian-binge-drinking-set-reach-levels-seen-UK.html>

The poll, conducted in October and November, found that almost one in five people between the ages of 15 and 24 reported drinking five or more alcoholic beverages in one session, or 19 percent of those asked across the 27-nation bloc, Croatia and northern Cyprus.⁷

(iv) French Are Combating Youth Binge-Drinking

French Combat Youth Binge-Drinking

Time partners with CNN. By Bruce Crumley / Paris Thursday, Jul. 17, 2008

In decrying the excessive alcohol consumption of their compatriots, American and British health experts have long pointed to France with special admiration. Here, they said, was a society that masters moderate drinking. In wine-sipping France, the argument went, libation is just a small part of the broad festival of life, not the mind-altering prerequisite for a good time. The French don't wink like the English do at double-fisted drinking; they scorn people who lose control and get drunk in public. It's a neat argument. But it sounds a little Pollyannish now that France itself is grappling with widespread binge-drinking among its youth.

Recent data indicates that while alcohol consumption has generally dropped in France across all age categories over the past decade, it has begun to skyrocket among those minors who say they drink. The most recent official figures show that 12% of people under the age of 18 qualify as regular drinkers, compared with 22% among adults. However, 26% of those frequently consuming French minors admit to having been repeatedly drunk within the previous year, compared with just 5.5% among their adult counterparts. Worse still, fully half of 17-year-olds reported having been drunk at least once during the previous month.

*The government has made ambitious plans to tackle the problem head-on. French Health Minister Roselyne Bachelot announced that she would scrap France's relatively permissive rules on sales of alcohol to youths. She told the Sunday paper *Journal du Dimanche* that she would impose a "total prohibition of alcohol sale to minors" by early 2009, and would also ban open bars during celebrations. Open-bar bashes — where participants can drink unlimited quantities of alcohol in exchange for a flat fee — have become, Bachelot says, a "classic element of student parties that encourages binge-drinking." All that underage chugging, Bachelot says, explains the 50% increase in the number of 15-to-24-year-olds hospitalized for excessive alcohol consumption between 2004 and 2007. It's also why alcohol is now the leading factor in deaths among young French people.*

That increasingly deadly role of booze among French youths has generated a lot of grim headlines in recent months. In response to a spate of fatal car accidents caused by young drunk drivers, French authorities announced in May that bars, discos and other late-night spots serving alcohol must provide Breathalyzers to clients preparing to take to the road. (It's still unclear who is legally responsible if inebriated drivers take the wheel anyway.)

Her legislation aims to combat the spread of France's variant of the "drinking to get drunk" behavior that has long been a problem in the U.K. and on American

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Associated Press updated 11:43 a.m. ET March 15, 2007 <http://www.msnbc.msn.com/id/17614579/ns/health-addictions/>

college campuses. But it is bound to discourage alcohol consumption among adults, too. Its measures include prohibiting alcohol sales in gas stations; absent, however, is the banning of happy hour in bars and cafés, as health experts have urged.

Binge-drinking has increasingly come under the media spotlight. Multiple cases of teenage students turning up to school blind drunk have been reported, as have incidents of young people suffering temporary alcohol-induced comas. Just last month, an 18-year-old student in central France drank himself to death while celebrating his passage of the baccalaureate exam.

So what's behind this upsurge in binge-drinking among France's youth? Etienne Apace, president of France's Interministerial Mission Against Drugs and Addiction, says alcohol is now being used both with and like banned substances — cannabis, cocaine, ecstasy — "to attain an immediate state of intoxication." Apace says a rising number of young people begin abusing booze immediately and never learn how to drink responsibly. "It's part of the globalization of behavior that, as far as drug and alcohol abuse is concerned, at the European Union level is evidenced in all 27 states," he says. In other words, if France hopes to maintain its cultural exception as a country that consumes alcohol responsibly, it will need to work alongside the rest of Europe to find a solution to youth binge-drinking.⁸

Recommendation 8. That if this Inquiry helps debunk the urban myths that abound regarding other countries such as France not having a binge drinking problem which in turn comforts parents in justifying the allowing of their children to drink early (underage), or to do it unsupervised.

(2) A MORAL DILEMMA—ALCOHOL IS A LEGAL DRUG

Of all the drugs that are available to the community, this same community has declared alcohol to be legal. Even though alcohol adversely effects the same central nervous system that other drugs effect, rightly or wrongly, we have said yes to alcohol.

In legalising alcohol, this same community, through its Parliaments, have legitimised its sale, distribution and use.

This same community has happily collected taxes from its trade and consumption.

In legalising alcohol, this same community through its parliaments, have apparently accepted the duty of care that goes with alcohol such as benefits and dangers concerning health, family, social and economic outcomes.

⁸ Time partners with CNN. By Bruce Crumley / Paris Thursday, Jul. 17, 2008
<http://www.time.com/time/world/article/0,8599,1823730,00.html>

The risks associated with this drug – alcohol – are as deep, distressing and dangerous as it is with other drugs such as marijuana, cocaine, amphetamines, ecstasy, heroin, 'ice' etc. Yet this one has been chosen to be made legal and while we wage war on the others.

The social philosophical and moral contradiction of implementing more and more constraints and regulations on that, which is legal, will inevitably cause confusion on one hand and rebellion on the other.

For a parliament to want to legislatively constrain that which it has made legal places it in a moral and legislative dilemma.

(3) AN ECONOMIC DILEMMA—ALCOHOL IS AN ECONOMY

And they are all cashed up and no place to go. It is most common to find people in a drunken stupor half passed out, with their wallets wide open and phones left beside them. In side the wallet or purse are several credit and debit cards plus 1, 2, 3 even up to \$500 in cash. And that is after a big night out. It is not a shock to hear that some people will spend \$500-\$1000 a night on 'the night out'. i.e. drinks, drugs, food and cab fares.

It is not a shock, in fact it is quite common for people to pay \$100 plus for a cab fare home.

If this Government and this Inquiry fail to understand and recognise alcohol as an economy, they are destined to replay history of the Rum economy of Australia's early history.

"The 26th of January is a significant date in Australian history - on this day in 1788 the Colony of New South Wales was founded, and on the 20th Anniversary of the young Colony in 1808, the duly appointed Governor was overthrown and replaced with a military Junta in what is now known as the Rum Rebellion. The key players in this drama were the Governor (William Bligh) , John Macarthur and the Officers of the New South Wales Corp. In the years following the rebellion there were a number of divergent reasons given for these events in the fledging Colony...Macarthur, according to Bligh, used his influence to create dissent among Corps over the prohibition of the use of spirits as a medium of exchange which was, he insists, a monopoly enjoyed by the Officers and men of the Corp. Bligh singles out the actions of Macarthur as the cause of the discontent that drove the Corp to engage in treason and rebellion."⁹

Reading no more into the fascinating parallels than what is actually there, the one thing that can be heeded is that prohibition (or over regulation) will cause displacement.

a) Warning Wil Robinson

On any given Saturday night in the Valley alone there is somewhere between 20,000 to 60,000 young voters who come out to party.

⁹ William Bligh's 2nd Mutiny, The Rum Rebellion, by Scott Brown <http://www.historyaustralia.org.au/ithaq/history/rumreb.htm>

b) *Cashed up and ready to play*

Most of those who come out at night are workers earning \$50,000+ p.a. Living at home or in share housing their overheads are low. This means that they are cashed up.

It is this writer's knowledge that most young people 18-25 will have \$200+ a night to frivolously spend. They say they earned it, they will spend it how they like. And if they worked hard for it they deserve to party.

c) *Constrict trade and jobs will be lost.*

Which is the greater evil...stop a few acts of violence or overtly cause the loss of hundreds of jobs?

Assuming that by making glasses plastic and shutting venues earlier stops every act of violence, is it worth the collateral damage of hundreds losing their jobs, and income, and trade or skills, and a future?

And which is more violent for our community?

Recommendation 9. That if this Inquiry chooses to recommend a 2am or 3am shut down then it has ensure that it has in place the Rapid Response Employment Team to assist the hundreds of night economy workers unemployed.

(4) A COMMUNITY DILEMMA—ALCOHOL IS IMBEDDED IN OUR CULTURE

(Refer to the 81% Research Article—page 54)

So the venues shut down at 2am (or 3am). The doors are closed. The lights go out. The security stop working. Now what?

a) *Two things, either...*

...of those that still come out to the venues, they will want to play on til the exact shutting hour (minute). Where currently the 40,000 strong begin to exit the precincts from 3am onwards, now they will all stretch out the available time so that it lasts.

The strain of this mass will be great on policing and ambulances. What will be worse off is the transport infrastructure.

Recommendation 10. That if this Inquiry chooses to recommend a 2am or 3am shut down then it has to back its decision with greater resources to logistically manage a rapid and efficient exit of 20,000 or 30,000 drunk and cranky young people out of the precinct to the vast reaches of the great south east.

...OR...

thousands of young people will choose to stay at home and party there.

AGAIN THE DISPLACEMENT THEORY KICKS IN.

b) In the neighbourhood

Issues of neighbour noise, house parties, block rabbles, will happen across the suburbs and end up in voter's neighbourhood.

Unlike the invisible cordon around entertainment precincts where police can act so efficiently and quickly, ambulances can access so effectively, and skilled and professional venue staff and security can control the masses capably, the neighbours cannot.

Nor can the suburban police, unless the government intends to resource them generously.

As for the QAS how stretched are they going to be? And who is going to act responsibly to save a life when alcohol poisoning all of a sudden happens.

Violence, and there will be violence—who is going to respond to the young man king hit slamming his head on the ground? One punch can kill.

(i) Behind closed doors

Could the prohibition days of old return?

Not so long ago, when there were no controlled venues with late night openings, the young choose to party at sly raves in warehouses, farm properties, and basements. It was black market everything where everything goes. Not just alcohol but drugs, sex and uninhibited intentional hedonism. The young man's rule then and it has not changed today was 'no chick by 1, fight by 2'.

They also were economic black-markets where no tax or revenues were collected.

Recommendation 11. That if this Inquiry chooses to recommend a 2am or 3am shut down then it has to back its decision with greater resources to ambulance and policing so that instead on one brawler-bus with 4-5 officers quickly on the scene, a full tactical response group will be needed to control a totally out of control mayhem, if and when it erupts.

(5) A SOCIOLOGICAL DILEMMA—ALCOHOL CURRENTLY IS A MONO-CULTURE

One of the foundational reasons for the current alcohol and violence problems is that currently the night time alcohol culture is a mono-culture. Everywhere you look they are all the same age, with the same mindsets, with the same attitudes, with the same testosterone.

(6) AN EVOLUTIONARY DILEMMA—ALCOHOL FEEDS THE BEAST

As some would argue, one of the curious explanations for the current alcohol and violence problems could be seen in evolutionary theory—the same evolutionary urge exists in the young human buck as in the wild beast. They are encoded to be the top of the pack, or put it another way it is the survival of the fittest.

(7) A LOGISTICAL DILEMMA—ALCOHOL HAS NUMBERS

The same statistics used to condemn the rampant out of control alcohol culture can be used to support it. 20,000, 40,000, 60,000, and all in one precinct. Yes they are very drunk and intentionally hedonistic. Yes they are unrestrained and arrogant. Yes they are self-absorbed and self-gratifying.

Yes this is a volatile mixture. **But at least they are in one spot.**

They are where strict and effective control measures can and are applied, e.g. responsible service of alcohol, Liquor Licensing, Fire controls, Policing, Ambulance, Venue security, Chaplain response.

Create policies that will force the problem back out into the suburbs or even worse, underground, and there is no way that the State can have sufficient control measures and logistical strategies and manpower to cope.

(8) A POLICY DILEMMA—ALCOHOL CAN BE CONTROLLED

It is said that a government should never call an Inquiry unless it knew the outcomes.

The problem with this logic is how positive can the Inquiry be that the recommendations they bring down do not have unforeseen dire consequences that make the outcomes worse rather than better.?

It is accepted that if the State just let alcohol run wild then nothing the State can do will stop the wild fire.

But on the other hand, if policies are implemented that cause 'displacement' of the problems, how sure is the Inquiry that they have covered all the bases, and they will be no flow-on issues?

No government or regulating body should create operational policies if it cannot control the outcomes.

ARE THERE ANSWERS?

3. SOME CREATIVE POSSIBILITIES—ANSWERS FROM LEFT FIELD

(1) NORMALISATION

The primary recommendation of this submission to this Inquiry is founded in the notion of 'normalisation' and 'management' (Refer to 'Management' —page 43).

The following is an extract from a Press Release made by the Northern Ireland Office in 2005. The article articulates how that one of the most violent and deadly areas on the planet in 2004 could become a civil and natural part of the world-wide community only 2 years later.

"Northern Ireland Office Media Release -- Monday 1 August 2005

Secretary of State publishes normalisation plans¹⁰

Secretary of State, Peter Hain MP, has today published plans for the Normalisation of the security profile across Northern Ireland. The Normalisation Programme was first outlined in the Joint Declaration of April 2003.

The Secretary of State said: "In April 2003 the Government set out proposals to normalise the security profile across Northern Ireland when there was an enabling environment. Following the IRA statement of 28th July, we are now moving quickly to begin that process. Today I am publishing planned normalisation programme agreed with the Chief Constable and the GOC.

¹⁰ <http://www.nio.gov.uk/media-detail.htm?newsID=11919>

“My first and over-riding priority and that of the Chief Constable and the GOC is the safety and security of the people of Northern Ireland. We will not do anything that will compromise that.

“Provided the enabling environment is established and maintained this programme will be achievable within two years though if the conditions are right to move more quickly in implementing elements of the plan, the Government will do so.

“The programme published today will see the creation of an environment which will allow the return of conventional policing across Northern Ireland.”

History reveals that what was planned in 2005 has produced the desired outcomes of peace and civility less than 2 years later in Northern Ireland. It is now 4 years on and the results still stand. Of course there are occasional breakouts of the old ways, but where anarchy and violence once ruled, civility and community is now the norm. The key was the Normalisation Programme.

- (i) A Question—Is it just possible that a similar revolution could take place here in Queensland?

Instead of the fear of violence and the pain of binge drinking, we could see normal people, doing normal things, enjoying themselves normally, without the threat of to personal safety and security? I believe it is possible.

Rather than this Inquiry solely addressing the causes and effects of the problems, with the end result being what the great Roman historian Tacitus observed, “... *that the more corrupt the society, the more laws were needed to try to control it*”¹¹, the Inquiry could take a series of courageous innovative recommendations to create a brave new world. The desired end result would be a Northern Ireland-type-peace outcome.

- (ii) The Hypothesis

To Normalise: nor-mal-ise v. nor-mal-ized, nor-mal-iz-ing, nor-mal-iz-es

v.tr.

To make normal, especially to cause to conform to a standard or norm: normalize a patient's temperature; normalizing relations with a former enemy nation.

To bring or make into the normal state

To make (a text or language) regular and consistent, especially with respect to spelling or style.

To remove strains and reduce coarse crystalline structures in (metal), especially by heating and cooling.

v.intr.

To become or return to normal: waiting for diplomatic relations to normalize.

¹¹ Ibid, Spectator| January 12, 2008 | Jones, Peter

Just imagining that instead of a mass of intoxicated youth choosing to react in similar ways to each other, the major entertainment precincts of Queensland—Fortitude Valley, Brisbane CBD, Caxton Street, South Bank and West End, Surfers Paradise and Broadbeach, Mackay, Townsville, Cairns to name but a few, could become normal.

(iii) Normalising of the night economy

The alcohol-based night time economic culture is a **monoculture**.

There is a truism that where there is a **monoculture** unique social problems abound.

It is characterised by a culture that all look the same—alcohol infused, party focused, adrenalin soaked, unrestrained from moral constraints, extreme pleasure seeking, hedonistic young people. In this mix the place of violence is the accepted not excluded or constrained.

For instance, the Housing Commission realised this truism in the 1970's where it began to place assisted housing in normal suburbs. By having a suburb of similar population all clustered together we get a ghetto not a community.

The theory is that by opening up the current 'alcohol-based night time economic monoculture' to become a vibrant 24 hour economy (or initially 24/weekend trade), that their presence will begin to create a sense of normalisation. This is where small and large trading retailers, as well as general businesses and companies mix with special overnight sporting and cultural events take place in and around these entertainment precincts 24 hours a day. Thus when normal trade customers (non-inebriated) come to these 24 hour economies they bring with them an expectation of normalisation. They act differently, speak differently, and respond differently. Mixed with the current monoculture they dilute the uninhibited mindset and force normal social standards to rise to the fore again.

■ **It is in this diversity that normalcy grows.**

"In a world that keeps running faster, the 24-hour day is a given," says Martin Moore-Ede, MD, the author of *The Twenty-Four-Hour Society: Understanding Human Limits in a World That Never Stops* (Addison-Wesley, 1993).¹² The night shift isn't just for factory workers and assembly-line workers anymore. It's also for software developers, Web

¹²

Are You Sure You're Up for the 24-Hour Economy? By: [Anna Muoio](#) Wed Dec 19, 2007 at 12:08 AM
– Martin Moore-Ede, MD, sleep guru and the author of *The Twenty-Four-Hour Society: Understanding Human Limits in a World That Never Stops* (Addison-Wesley, 1993). Moore-Ede, 53, is also founder and president of Circadian Technologies Inc., a consulting firm that's worked with more than 300 organizations -- including 3M, Monsanto, General Motors, and NASA -- to help them figure out the best ways to work around the clock. <http://www.fastcompany.com/magazine/28/24hour.html#>

producers, stockbrokers, and customer-service reps. The sun never sets on knowledge work. The new economy is open for business, 24 hours a day, 7 days a week.

■ A World View

Throughout the world, cities are resourcefully transforming themselves into "24-hour economies". This new cosmopolitanism is characterised by inner-city apartment living, innovative restaurants, fashionable clubs, boutique wine-bars, bohemian cafés, late-night bookshops, exclusive fashion shops, franchise businesses, gift stores, specialty grocery stores, diverse cinemas, late night sporting arenas, small businesses, and so on. They all co-exist in innovative and culturally diverse ways. It is the image of European style sophistication and Americanised pizzazz.

Add to this the concepts of night sports, such as outdoor basketball, hand ball and the like, as an integral part of this economy and geographically. Also there can be the addition the arts where buskers, street artisans and performers, etc apply their talents and the richness explodes before you.

By means of the 5am venue and club licensing, the major entertainment precincts of Queensland have already have made their cities into 24 hour economies.

The issue and reality is this monocultural night-time economy is generally alcohol-based. It is now most obvious that when an economy is concentrated on source that a range of governmental, social and economic dilemmas appear. Thus this alcohol-based monoculture will draw to itself stereotypical patrons to that economic trade. Currently this stereotypical alcohol-based economy profile is of— males and females, the majority aged from 18 to 35. Their stereotypical alcohol-based economy culture is unashamedly hedonistic. When a demographic snapshot is taken, the majority of that population is mono-specific.

Is it possible that this demographic similarity can be a root cause of the anti-social behaviour this Inquiry is investigating?

■ The Test

The test of the 24 hour night-time economy is not to close it down or curtail it, but to bring together the rich cultural possibilities of civil cosmopolitanism to integrate into and assimilate with the monoculture of late night drinking and 'clubbing'.

(iv) 24 hour economy diminishes anti-social behaviour

Immediately, questions of social order come to the fore, with demands to combat alcohol-fuelled, anti-social behaviour, and to curb the after-dark culture.

What is being suggested is that implicit within the 24 hour economy theory will be a diminishing of anti-social behaviour because of the 'normalisation' or a greater mix of other economic cultures within this night-time monoculture.

The more the night looks like the day, economically, the more the societal norms will be apparent.

Observe the following which is from the Parramatta City Council web site. It reveals that they consider it normal and desirable to be a 24 hour economy:

"24 Hour Economy

While Parramatta is at its busiest between the hours of 8am to 6pm, its after-hours economy is quickly catching up. The cultural, entertainment and dining capitol of central Sydney, Parramatta's rich diversity comes to the forefront after the office doors close for the day.



Cafes & restaurants

Boasting some of the finest dining in Sydney, Parramatta offers a wide range of quality European, Asian and Middle Eastern cuisine. With over 120 cafes and restaurants to choose from, you have a wide selection of indoor and outdoor eating.



Retail shopping

Parramatta offers a complete range of major department stores, large supermarkets and specialty retail shopping. With the largest Westfield shopping complex in Sydney, the BrandSmart outlets, Mayers, David Jones, Woolworths, Coles, K Mart and Target just to mention a few, Parramatta is also the retail capital of Western Sydney.

Arts & entertainment

From the heritage-listed Roxy Theatre to the contemporary Riverside Theatres on the Parramatta River, the City is the regional centre for theatre, dance and musical productions. The City's calendar of cultural and community festivals, large cinema complex and other entertainment facilities ensure that there is something for everyone all year round.

To find out what on in the City, contact the Heritage and Tourism Information Centre.



Heritage tourism

Parramatta was the first viable European settlement in Australia and has more heritage-listed buildings than anywhere else on the Australian mainland. Heritage trails have been developed to highlight the historical significance of the key buildings and sites. Heritage and Visitors Information Centre.



Sport and recreation

Parramatta offers a range of recreational facilities within walking distance from its CBD. These include Olympic-grade sport centres and community sports grounds, golf courses, cycleways, Parramatta Park, the river, lake and bush reserves. Parramatta is home to the Parramatta Eels rugby league team, Two Blues rugby union team, and Rosehill Gardens Racecourse. The 2000 Olympics Sports facilities and Telstra Stadium at Sydney Olympic Park are only ten minutes away by road and for the motor racing enthusiast, there is the Parramatta Speedway and Eastern Creek Raceway is just a short drive away.

© 2006 Parramatta City Council | ABN: 49907174773¹³

(v) Needs To Be Debated

Of course, these ideas need to be discussed meticulously. Much debate is expected to be dominated by issues of late-night safety, policing and licensing, with residents (many of whom have recently relocated nearby) and earlier-closing local businesses to be especially vocal. While they may have compelling concerns, the wider issues of diversity and inclusion need to be ventilated also.

The challenge of the night-time economy is not to shut it down, but to seek a reconciliation of its undoubtedly rich cultural promise with the often disappointingly mono-cultural and dangerous reality of life in the city that never sleeps.

■ Value Adding

There are clear economic benefits that run hand in hand with this model.

■ Tourism

To promote to the world, places like Cairns, Townsville, Surfers Paradise and/or the Valley as 24 hour economies, each with a diversity of entertainment that is proudly promoted and accepted as integral to their community's great benefit, will be very attractive. Add to it great restaurants, unique night sporting and dynamic retail, then the task of selling our cities to the world will be much more attractive.

These economies will gather unique drawing powers for tourists including interstate and over sea's tourists, backpackers and the short stay itinerary.

It will enhance their drawing power for major conference and exhibitions, as well.

■ Image

The same can be said for the rich cultural image that will come and which can be promoted. To design build into the 24 hour economy a diverse cultural experience will enhance the effect and affect of the precincts.

¹³

http://www.parracity.nsw.gov.au/business/economic_profile/24_hour_economy

■ Employment

By allowing a diverse range of small business, franchises and companies to freely trade 24/7 the obvious spin-off is for greater employment opportunities. It will create an environment for both the skilled and unskilled.

■ Taxation

With increased hours to 24/7 (or at least 24/weekend trade) comes greater income and cash flow. From this taxation increases proportionately going to local, state and commonwealth revenues.

(2) MANAGEMENT

To accomplish the implementation and growth of this brave new world, as presented above, there needs to be a whole-of-government management plan. In similar form to say the Queensland Events Corporation, a similar Corporation would be able to manage the issues of the 24 Hour Economy including the alcohol-based economy and the anti-social behaviour that seems to accompany it. As part of their brief is the culture to jealously brood it and creatively respond to any thing that has or could spoil the image. The 'corporation' will bring with it a new expectation where every 24 hour economy entity will have to rise to the greater ideals.

The '24 hours Economy Corporation'¹⁴ needs to be a one-stop-shop for all things relating to the night economy.

- ◆ This Management Corporation would need to have powers to drive and control the 24 hour night economy.
- ◆ The Management Corporation would need to develop operational protocols for all participants engaged or training in the night economy.
- ◆ The management protocols would need to pull together all night economy stakeholders and have rights to openly and robustly communicate with:
 - Government: Commonwealth / State / Local
 - NGO's and not for profits
 - Chambers of Commerce
 - Liquor Accords
 - Business operators, etc
- ◆ The management protocols would need to be engaged in all functional areas the night economy such as:

¹⁴

<http://www.parliament.uk/documents/upload/postpn250.pdf>

- Venue operations and operators
 - Liquor Accords
 - Chambers of Commerce
 - Safety Groups and other community driven committees
 - Transport, public and private
 - Security
 - Retail operations
 - Small business operations
 - Policing
 - Ambulance
 - Not for Profit Community Services, etc
- ◆ The Management Corporation would need to chair, all have rights to vote, in all speciality committees that pertain to the night economy

Recommendation 12. That the Inquiry into Alcohol-Related Violence in Queensland, seriously consider the submission for ‘normalisation’ and ‘management’ as a lateral and bold possibility to implement, as a part of the answer to this vexing problem.

Recommendation 13. That if the Inquiry chooses to place the ‘normalisation’ concept on the backburner, the need for an effective ‘one-stop-shop management group’ for all entertainment precincts, as a conduit to all relevant government, semi-government, community and stakeholder groups to work together to gain a better outcome, still be seriously considered.

Recommendation 14. It should be able to freely and openly communicate, integrate, and assimilate Commonwealth, State and Local governments, including police, ambulance, and transport, not for profit and charity organisations, community businesses and local stakeholders.

Recommendation 15. It should have legislative powers to act in certain ways to reach goals and gain positive outcomes.

4. MANAGEMENT IS REQUIRED-REGARDLESS!

If the Inquiry is against me in the above laterally conceived alternative, then the option of management must remain a necessity

(1) THE IMPERATIVE IS FOR MANAGEMENT NOT LAWS

One of the reasons that this State Government consistently finds itself in a 'catch 22' dilemma when it comes to alcohol and violence is that there are

- ◆ too many general and unconnected policies,
- ◆ run by too many levels of government and non-government agencies
- ◆ with too many different departments or sections
- ◆ each with superfluous philosophies of the problems and outcomes arising from their minuscule departmental worldviews
- ◆ making too many unrelated decisions, regulations and laws relating to their sectors narrow perspective
- ◆ without any good collaborative research, insight, understanding and policies
- ◆ all trying to apply their specific expertise in an attempt to meet the undefined outcomes that are all too often, ill-defined.

The obvious weakness of this is that each is only a part of the whole.

For instance:

When the 3am lock down was introduced, Liquor Licensing, who has ultimate authority in this area, began to apply the law. They made it clear, even by threat of penalty, that venues could not allow anyone in after the dot of 3pm. All is fine until the issue of a girl being locked outside the venue, while her friend(s) remain inside with her belongings, her money, her keys to the house, etc. Her exit plan from the precinct is thwarted and she has to dangerously stay in the public spaces until she can join up with her friends again, severely drunk and disorientated. The end result is that while the letter of the law is applied rigorously, situations arise where such a law fails in its intent and ultimate duty of care to the public.

a) Coordinate everything

There is a desperate need to draw together and coordinate everything and everybody who are working so hard to address the issues surrounding the night economy of venues.

Obviously there are a number of government agencies and departments from all three tiers of government working within their own jurisdictions. Each is producing outcomes that relate to their particular perspectives. Each jurisdiction attempts to apply their area

of expertise to the mix without full and open liaison and discussion to others in the mix, with the goal of producing a logical, well considered, world-best outcomes.

The fact that the three levels of government are executing their individual policies to produce outcomes that have some correlation with each other, is more from luck than from well considered, well defined, world class management.

Add to this those private and commercial interests, such as the licensed venues, venue and general security companies, taxi council, liquor accords, chambers of commerce, food and grocery outlets, retailers, city stakeholders and the mix becomes complex.

Then there is ChaplainWatch who is the only community service organisation that functions overnight. By focusing of public safety in public spaces it is inevitable that ChaplainWatch will have a vital grasp of the issues and is addressing them as they confront the vital needs of the community, at large .

b) So how many fingers are there in the collective pie?

In a recent brainstorming exercise the following agencies and stakeholders were identified as having some part in the Brisbane CBD, Caxton Streets and The Valley entertainment precincts, overnight.

- ◆ **ChaplainWatch** — NightWatch Chaplains and Night Safe
- ◆ Commonwealth Government Departments
 - ATO
 - Health
 - Prime Ministers
 - decision makers
 - various other sections and departments
- ◆ State Government Departments - Queensland
 - Police
 - Northern Division
 - The Valley Police Beat
 - The Adelaide Street Police Beat
 - The CBD Police – Charlotte St (Alcohol section)
 - Special Operations Police
 - Police — Indigenous Liaison
 - Liquor Licensing
 - Inspectors
 - Licensing and regulators
 - decision makers

- *Communities*
 - Queensland Ambulance Service
 - Fire and Rescue Services
 - decision makers
 - various other sections and departments
- *Health*
 - decision makers
 - various other sections and departments
- *Queensland Rail*
- *Transport Department*
 - Night Link buses (State and private)
 - Transport Inspectors
 - decision makers
 - various other sections and departments
- ◆ *Hospitals (Emergency and Triage)*
 - *Royal Brisbane Hospital*
 - *Mater Public Hospital*
 - *Princess Alexandra Hospital*
 - *Other Private Hospital*
 - St Andrews
 - The Wesley
- ◆ *Brisbane City Council*
 - *Queen Street Mall*
 - *Valley Mall*
 - *Public Space*
 - *Community Development*
 - *Community Housing/Affordable Housing/Homelessness*
 - *Community and Public Safety*
 - *various other sections and departments*
 - *decision makers*
- ◆ *Essential non-government infrastructures and groups*
 - *Valley Liquor Accord*
 - *Brisbane City Liquor Accord*
 - *Caxton Street Liquor Accord*
 - *Licensed Venues*
 - clubs, pubs, hotels, wine bars, etc. (more that 66 licensed venues in Valley precinct)
 - *Backpacker facilities*

- Venue Security Companies
- Chambers of Commerce
 - CBD
 - Valley
 - Valley Safety Reference Group
 - Valley Mall Group
 - Caxton Street Progress Association
- Taxi Council
 - Black and White
 - Yellow Cabs
- ◆ Significant Community Groups
 - ChaplainWatch
 - Murri Watch — Woolloongabba
 - Street Vans Operators Group (chaired by Brisbane City Council - Public Space Liaison)
 - Park Users / Public Space Group (chaired by Brisbane City Council - Public Space Liaison)
 - CityCARE Brisbane
 - Drug Arm
- ◆ Other non-government groups
 - Security Companies
 - General
 - General Stakeholders
 - small businesses,
 - 24 hour corner stores
 - food outlets
 - retailers

This is not an exhaustive list but it will give some indication how many players are involved and why there is a desperate need for an events management group for every entertainment precinct throughout the State.

Some are major players and some have but scant involvement. However, each has opinions and exercises its function, which in turn affects the whole in some way or other.

c) Left Hand and Right Hand

Too often, it has been said, that too many cooks spoil the broth and the left hand does not know what the other is doing. It is like when a new piece of road is smoothly laid then shortly after other interests come along to dig it up and create a road as bumpy and weakened as it was prior.

(2) TRI-LEVEL WHOLE-OF-GOVERNMENT MANAGEMENT PLAN.

Governments need to recognise that the making of more laws and regulations only tend to paper over holes that will only last til there is an eruption some where else. With this in mind the response is not laws by management.

Because of the complexity of the issues and the number of groups involved in the night economy, a tri-level whole-of-government management plan needs to be established promptly.

Instead of plugging the holes, make a new craft; one that is designed to be capable of overseeing and controlling all the issues as they come up on the radar and even be prophetic and proactive enough to do innovative things in advance of a problem arising.

In a similar form to the legislation behind the Queensland Events Corporation, a specialised Night Economy Events Corporation or Group is suggested.

(i) CREATE AN 'Events Corporation'

This group would be tasked to manage the issues of the alcohol-based night time economies including, but not restricted to, the anti-social behaviour that seems to accompany it.

- ◆ This 'Events Management Corporation' would become the **ONE-STOP-SHOP** for all things relating to this night economy.¹⁵
- ◆ This 'Events Management Corporation' would need to have powers to drive and control the night economy.
- ◆ The 'Events Management Corporation' would be able to develop operational protocols for all participants engaged in the night economy.
- ◆ The 'Events Management Corporation' protocols would pull together all night economy stakeholders and have rights to openly and robustly communicate with:
 - *Government: Commonwealth / State / Local*
 - *NGO's and not for profits*
 - *Chambers of Commerce*
 - *Liquor Accords*
 - *Licensed Venues*
 - *Retail and food operations*
 - *Business operators, etc*

¹⁵ <http://www.parliament.uk/documents/upload/postpn250.pdf>

- ◆ The 'Events Management Corporation' protocols would need to be engaged in all functional areas the night economy such as:
 - *Venue operations and operators*
 - *Liquor Accords*
 - *Chambers of Commerce*
 - *Safety Groups and other community driven committees*
 - *Transport, public and private*
 - *Security*
 - *Retail operations*
 - *Small business operations*
 - *Policing*
 - *Ambulance*
 - *Not for Profit Community Services, etc*
- ◆ The Management Corporation would need to chair, all have rights to vote, in all speciality committees that pertain to the night economy.

a) Step 1

Corral current alcohol-based night time economies into entertainment precincts, such as the BCC have done to the Valley Entertainment Precinct. In fact this is being informally done throughout the State in places like

- ◆ Cairns,
- ◆ Townsville,
- ◆ Mackay,
- ◆ Rockhampton,
- ◆ Toowoomba,
- ◆ Sunshine Coast,
- ◆ Noosa,
- ◆ Surfers Paradise,
- ◆ Broadbeach,
- ◆ Coolangatta, etc.

b) Step 2

Give this body(s)

- ◆ a name,
- ◆ a goal,
- ◆ a role,
- ◆ a function,
- ◆ expected outcomes, and
- ◆ great expectations that this world-first body will be the answer to controlling all the problems related to binge drinking, violence and the alcohol based night economy

c) Step 3

Then equip this body with powers and regulations and let it drive this alcohol-based night time economy to world's best standard and be a leader in the management of alcohol based economies.

It needs to be a very small, dynamic unit. No more than 4 persons on the management group

- ◆ One to relate to the three tiers of government
- ◆ One to relate to the public and local residents
- ◆ One to relate to the alcohol base economies such as venues
- ◆ One to relate to other business, stores, retail and stakeholders

It may need one administrative staff member, as well.

d) Step 4

Give it real clout through the trusted freedom to think and act 'out side the box' so as to produce the Parliaments designated outcomes. The old ways are not working.

New, innovative, lateral ideas and concepts need to be trailed and tested til appropriate answers are found.

Recommendation 16. That the Inquiry into Alcohol-Related Violence in Queensland, propose the development, implementation and launch of a entertainment precincts throughout the State, where special attention, legislation and regulation can be specifically directed allowing effective and dynamic management skills to be implemented through an 'event corporation' style organisation.

SECTION 4

This section is set out to attempt to answer, from this writer's perspective, the questions raised in the Inquiry's discussion paper. But it starts out with some revealing and disturbing statistics.

81% say Australians have a binge-drinking culture, and the statistics seem to prove it. *(Ref to Page 54)*

But does alcohol = violence. Again statistics give pause to reconsider this assumption. Then rough statistics ask is 0.05% violence rate of population an epidemic?

In response to the question: "Why do some individuals become violent offenders after consuming alcohol?" this response considers a range of theories. The bottom line is that "From the research evidence available, we can conclude that there is no direct causal relationship between alcohol and violence." *(Refer to page 56 ff)*

In response to the question: "The role of parents in influencing attitudes towards alcohol consumption", this response sets out some ideas. It goes one step further and asks the question: "How can parents be assisted in instilling responsible attitudes to drinking?" then provides the following: By pressing the following simple 4 points it may be possible to turn a society mores' compass to due north. e.g.

alcohol is seen as essentially neutral

what's important is how it's used

two equally acceptable choices - abstain or drink in moderation. Each equally OK.

what's totally unacceptable is the abuse of alcohol by anyone for any reason at any time. *(Refer to page 68 ff)*

In response to the question: "Education campaigns and their role in cultivating effective social change in terms of community attitudes to alcohol consumption" Queensland is not alone. Searching the world for answers is going to be fraught with disappointment. There are two paths that this inquiry can lead our community down; 1. Alcohol—public enemy number one? If elimination or prohibition or a 'war on' is not the way, why will more and more draconian measures such as earlier closing times and taxes on certain drinks do the trick? *It is a cultural thing, thus it needs a cultural response.*

'Normalising' of alcohol use. Maybe a lateral approach is needed. Societies that normalise alcohol there are less problems with alcohol. Note the issues of normalisation: (a) alcohol is seen as essentially neutral: (b) what's important is how it's used; (c) two equally acceptable choices - abstain or drink in moderation. Each is equally OK. (d) what's totally unacceptable is the abuse of alcohol by anyone for any reason at any time. Advertise that.

Flow-on issues for emergency service workers, police, and frontline health workers. Established employee support programmes for all associated with the night time alcohol economy.

HARM MINIMISATION MEASURES:

1. Toughened and non-toughened glass still a weapon. 2. Bottles must be included. (3) Bottles and the drinking in public spaces. (4) "Glassing" - The language: The use of the word 'glassing' is dangerous. No clear definition of 'Glassing'. Misuse of official 'glass' usage. 'Glassing' frequency? Having submitted the preceding there comes a time where the question must be asked: How frequently does 'glassing' actually happen? Codifying the term from 'GLASSING' to 'USE OF A WEAPON'

SECURITY MEASURES: (1) ID Scanners At Venues is a highly effective means of control. ChaplainWatch fully supports the rapid installation of a standardised, top of the range ID scanners, to all late night licensed venues (eg after midnight). (2) Venue CCTV: There is a real need for a standardising of CCTV in venues that trade late. (3) Venue Security and Personnel: " Higher categories of qualification for venue security with higher quality training. (4) Street CCTV—City Safe: There is a desperate call for a more CCTV units in and around venues, and the public spaces associated with them.

PROMOTIONAL DRINKING: Night time exclusions are needed, with a minimum price for all alcohol products so no discounts can happen. However, enforcement, regulation and inspection needs to be beefed up via Liquor Licensing.

Geographical 'duty of care' conundrum: The duty of care stops at the door of a venue. Thereafter the 17 point plan loosely left that challenge to the police. Yet it does not fit well with their duties so Community Organisations are needed to take up the slack.

COMMUNITY INVOLVEMENT IN THE LICENSING APPLICATIONS: ChaplainWatch endorses the concept of community involvement in the licensing application process, provided that 'the community involvement' is by a community group or person with direct involvement or knowledge with the issues.

LIQUOR INDUSTRY ACCORDS AND SIMILAR PARTNERSHIPS: ChaplainWatch endorses the concept of liquor accords and similar partnerships. But there are some Accords that work and some that do not

PRICING AND TAXATION MEASURES: ChaplainWatch expresses its concern at the social control experiment of the recent taxation on 'alcopops' by the Federal Government.

REDUCING THE ALCOHOLIC CONTENT OF BEVERAGES. ChaplainWatch would endorse such a move to lower alcoholic content but only on the above proviso.

THE IMPACT OF LATE OPENING HOURS: From the viewpoint of ChaplainWatch the good aspects of the 3am lockdown is that it draws a line in the sand, time wise. There are not so good bits to the 3am lockdown. With the blanket 3am time keeper, the blanket time of 3am makes the public spaces the place for frustrations to boil over and disinhibited values to run rampant. Options to the blanket 3am lockout. ChaplainWatch believes that there is an alternative-Carrot and the Stick; a carrot incentive whereby a venue can be rated as a 5 star rated venue, if in the past 3 or 6 months it has passed all the rigorous hurdles Liquor Licensing has to hand in its Regulations. This can operate in a similar manner to the rating of a motel or hotel. The star rating can reduce to 4, 3, 2 or 1 which aligns to the closing hours.

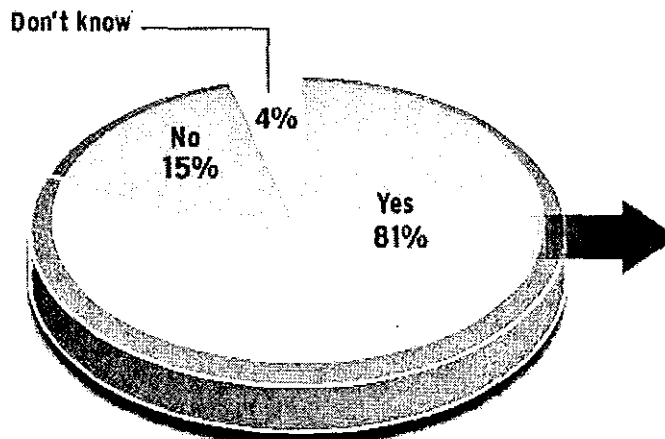
5. 81% OF AUSTRALIANS BELIEVE IT

"81% say Australians have a binge-drinking culture"¹⁶

Sydney Morning Herald, by Heath Gilmore, July 6, 2008

WE'LL DRINK TO THAT

■ Do we have a binge-drinking culture in Australia?



The Taverner Research telephone poll of 602 people was conducted in NSW last Wednesday, Thursday and Friday.

"...The debate about alcohol consumption continues as a Sun-Herald/Taverner poll of 602 people - conducted by telephone across NSW from June 25 to 27 - found 81 per cent of respondents believed there was a binge-drinking culture in Australia. Only 15 per cent said there was not, and 4 per cent were unsure.

The poll found that 60 per cent of people believed the Government had no responsibility to curb binge drinking, but close to four in 10 felt the Government had some responsibility to act.

Only 14 per cent of respondents thought a higher tax on alcohol would be an effective solution...

"Taverner Research managing director Philip Mitchell-Taverner said: "Excessive drinking is considered by many to be a more endemic social behaviour problem that will happen regardless of what impositions are placed on the behaviour - and should be better approached through alternatives such as parental responsibility and school education, advertising campaigns and limiting direct promotion, lowering alcohol content, changing licensing laws and increasing the legal drinking age."

81% believe Australians have a binge-drinking culture

(Refer to Appendix 1 for more information of Australian statistics—page 116)

¹⁶ <http://www.smh.com.au/news/national/81-say-australians-have-a-bingedrinking-culture/2008/07/05/1214951110429.html>

6. STATISTICS SEEM TO PROVE IT

"Drinking their way to early death".

The Sydney Morning Herald. RACHEL BROWNE
October 25, 2009¹⁷

ALCOHOL is a factor in the deaths of one in seven young people, kills 3430 people a year and causes accidents and injury that put 80,000 Australians into hospital annually.

A report released by the National Drug Research Institute last month showed that, while alcohol-related deaths were decreasing, hospital admissions had risen by a third over the past decade.

"Every week, on average, risky or high-risk drinking is killing more than 60 Australians and putting another 1500 people - the equivalent of a small town - in hospital, owing to injury or disease that is entirely preventable," the National Drug Research Institute associate professor Tanya Chikritzhs said.

According to the National Preventative Health Taskforce Report, released this month, alcohol abuse costs the Australian economy \$15 billion a year.

The highest cost factors were loss of life (\$4.135 billion), workforce reduction and absenteeism (\$3.579 billion) and road accidents (\$2.202 billion).

Australians are among the highest consumers of pure alcohol in the world, drinking about 9.88 litres a year. Eighty-three per cent of the population are drinkers and about one in five drink at high-risk levels at least once a month.

Alcohol-related violence, crime and illness increase in November, peaking in December, according to the Australian Drug Foundation's national policy manager Geoff Munro. "It's supposed to be a time when families come together to celebrate the end of the year but it is often marred by excessive drinking. That leads to greater conflict and aggression and assaults."

St George Hospital's emergency department director Adam Chan said: "Alcohol-related hospitalisation is seasonal in the same way as the flu. From November through to the end of December is the busiest time for alcohol-related presentations at hospitals right across the state."

Patients fall into two categories: those with alcohol poisoning and those who have injured themselves while intoxicated.

	\$m
Loss of life	4,135
Reduction in workforce and absenteeism	3,579
Road accidents	2,202
Resources used in abusive consumption	1,689
Labour in the household	1,571
Police	747
Hospital	662
Medical	541
Nursing homes	401
Productivity of prisoners	368
Pain and suffering (road accidents)	354
Pharmaceuticals	298
Prisons	142
Criminal courts	86
Ambulances	75
Property	67
Insurance administration	14

¹⁷

<http://www.smh.com.au/lifestyle/wellbeing/drinking-their-way-to-early-death-20091024-he04.html>

7. MYTHBUSTERS—DOES ALCOHOL = VOILENCE?

"Recent research has shown that the majority of Australians (61%) consider that regular alcohol consumption is acceptable (Ministerial Council on Drug Strategy 2001). Nonetheless, there is also evidence that there are a number of serious harms associated with alcohol misuse."¹⁸

The latest available statistics referred to by the Premier indicate that there have been a significant number of glassing incidents in recent months:¹⁹

- ◆ There have been 45 recorded instances of glassings in licensed premises in Queensland since 1 July 2008.
- ◆ The majority (64%) of these have occurred in hotels and 17% in nightclubs.
- ◆ While over half of these matters (55%) occurred after midnight, it was surprising that 15% occurred before 8 pm.
- ◆ The Gold Coast (46%) and Brisbane (28%) are the location for the majority of the glassing incidents.

(1) A PERPLEXING 0.05% CONUNDRUM

For this Inquiry, there is a perplexing conundrum: is the hypothesis that "alcohol causes violence" a truism or is it false? Put it another way, why is it that it is that only a small number of people become violent after drinking alcohol?

If alcohol, in and of itself, was the cause of violence, then one would expect that on any given night, where say 40,000 persons were gathered in one area, e.g. the Valley precinct, there would be:

- ◆ **50%** who are violent? Too much? So let's say
- ◆ **25%?** Still too much? Try
- ◆ 10%?

On this 10% estimation, there should have been, last weekend, **4,000** arrests.

(10% of 40,000)

¹⁸ Alcohol Issues in Domestic Violence Carrie Chan, Senior Researcher, Australian Domestic and Family Violence clearinghouse http://www.austdvclearinghouse.unsw.edu.au/PDF%20files/Alcohol_Issues.pdf

¹⁹ Mullins Lawyers. "Queensland: Inquiry Into Alcohol Related Violence, 23 July 2009" <http://www.mullinslaw.com.au/NewsArticle.aspx?EntityId=105414>

(i) An Observation from the Coal Face

■ 0.05%

(Note: the following figures are anecdotal as exact figures are difficult or non-existent to gain. However, the above supposition is considered by this writer to be overestimating what this writer actually observed)

Of the estimated **40,000** people [about the size of Bundaberg] last Saturday in the Valley there were no more than **20** arrests (estimated) for alcohol related violence.

That is a **1** in every **2,000** inebriated persons last weekend were violent.

Put it another way only **.05%** of the revellers were violent.

(ii) Alcohol causes violence?

If the theory of alcohol causes violence held any water then we should be seeing statistics that would indicate rates of arrests around

- 2,000 (5% of 40,000) or
- 10,000 (25% of 40,000)
- but not 20 (0.5%).

Let's assume that not all acts of violence became arrests and that in fact there was triple (x3) the events to the arrest rate e.g. **60**.

Let's for argument sake say that there were on only **20,000** (half the calculated numbers for last weekend). [about the size of Maryborough]

At this worst-case scenario the percentage still would have been **3%**.

For it to become **5%** in this worst-case scenario, of the **20,000** there would have had to be **100** random acts of violence in the Valley last weekend.

Well there weren't! Nothing like it.

a) Epidemic, what epidemic?

In 2004, 2005 a series of violent acts took place in the city of Brisbane. One of these violent acts led to the death of a young man. This senseless and grotesque assault became the touchstone for a city's collective anxiety. The label 'violence in the city' was superglued to it and as a result our city had a 'violence perception' epidemic.

Politicians were cornered. Subsequently a raft of responses was shoehorned into the now infamous Premier's '17-point Brisbane City Safety Action Plan'. Each of the 17 points of the plan blended into a grand initiative, all designed to give the impression that things

were being done to respond to the violence issue and give the community the collective relief it so clamoured. It worked—for a while.

One of the mystifying problems is why a government allows to let the collective fervour of a community to fan into a wildfire of panic and anxiety, when it is totally unwarranted.

b) *This does not excuse the violence that is out there.*

One act of violence is one too many.

However, why is the rate low (0.05%)?

Is it because there are good control measures in place already? Is this why there is an estimated arrest rate of **20** (approx) (0.05%) and not **200** (1%), every Friday and Saturday night of the year?

Or is the reality that the control measures are actually working rather than it being an epidemic?

This does not diminish the work that ChaplainWatch, the police, the ambulance, Liquor Licensing, hospital emergency departments, transport infrastructure, local government, venues, and stakeholders have to do.

(i) *What epidemic?*

What this writer is concerned about is that this Inquiry, fuelled by the misinformed public fear and anxiety, will end up in a fruitless exercise of attempting to address the effects and miss out completely on addressing the causes. Marshall, in his work, "Four Hundred Rabbits': An Anthropological View of Ethanol as a Disinhibitor," says

"Beverage alcohol cannot be viewed as the cause of specific drunken behaviors.... Alcohol as a drug can be viewed as an enabler or a facilitator of certain culturally given inebriate states, but it cannot be seen as producing a specific response pattern among all human beings who ingest it."²⁰

There is no doubt that violence is terrible, evil and disturbing and that it requires the full weight of the law to act against it with all the resources that this society can bring to bear.

There is no doubt that with greater resources that this .05% rate can be even more reduced.

²⁰ Marshall, M., "Four Hundred Rabbits': An Anthropological View of Ethanol as a Disinhibitor," pp. 186-204 in Room R., and Collins, G., eds., *Alcohol and Disinhibition: Nature and Meaning of the Link* (Research Monograph No. 12), U.S. Dept. of Health and Human Services, Rockville, MD, 1983, p. 200.

There is no doubt that ChaplainWatch has had a major influence to bringing to bear in this area and help keep peace in the city. (Refer to ChaplainWatch intervention statistics—page 19)

But is it this an epidemic?

Recommendation 17. That this Inquiry do all it can to ensure that there is good and effective data collection mechanism that flows from venues, police, ambulance, hospitals, taxi, transport and community services so that a real and proper picture can be captured enabling timely responses to 'hot spots' and to also be able to advise the community correctly, dispelling unnecessary fears and anxieties.

8. WHY DO SOME INDIVIDUALS BECOME VIOLENT OFFENDERS AFTER CONSUMING ALCOHOL?

(1) 'ALCOHOL CAUSES VIOLENCE'???

The fact that this one-dimensional hypothesis 'continues to influence and drive government policy and legislation, defies logic any increases doubts as to the government's wisdom to lead their society cleverly.

Drinking is commonly quoted as a primary cause of the problem, and controls on alcohol consumption are projected as the solution. **The fact that this simplistic assumption persist, astounds sound thinkers.**

a) *The myth abounds*

This writer finds it fascinating that even the Bible, 2000 years ago, understood this basic fact of human psychology. The Bible gives this amazing insight into the psychology of a human when it observes,

Luke 6:45 *A good man out **of the** good treasure **of his heart** bringeth forth that which is good; and an evil man out **of the** evil treasure **of his heart** bringeth forth that which is evil: for **of the abundance of the heart his mouth speaketh.***

In essence, that which is in a person will come out, at some time. If then alcohol is a disinhibitor, then when drunk the breaks come off the moral constraints. The person who is depressed going into a drinking session will probably become the one 'crying in their beer'. The person with deep seated or unresolved anger can more than likely become

the violent drunk. It is not an absolute but clearly for some, maybe many, alcohol allows what is inside to come out publicly and unabashed.

(i) Disinhibitor

■ Why are some violent after drinking and others are not?

Alcohol Issues eMagazine says: "Alcohol's properties as a "disinhibitor" are key to the understanding of its abuse, and in turn, its links to crime. Disinhibitors are drugs that tend to remove people's inhibitions: Alcohol can literally give people the "courage" to do things they might not otherwise do.

Depression and low self-esteem are two of the most common psychological indicators among heavy drinkers. Those with low self-esteem can find they don't have the confidence to face life when sober, and consequently use alcohol to embolden themselves.²¹

In the article from the Dictionary of Sociology, 1998 alcohol is said to be a disinhibitor.

Drinking and Alcoholism²²

A Dictionary of Sociology | 1998 | GORDON MARSHALL | © A Dictionary of Sociology 1998, originally published by Oxford University Press 1998.

"A depressant intoxicant...Alcohol is a disinhibitor and can impair judgement; in moderation, the former effect is socially valued, but the latter carries implications for health by increasing the possibility of accidents, unsafe sex, and such like. Drinking carries various symbolic meanings, for example 'round-buying' and other rituals involve reciprocity, inclusion, and exclusion. The perspectives of symbolic interactionists, anthropologists, and subcultural theory are particularly illuminating here.

Alcoholism was coined as a term to denote a special medically diagnosable condition of serious dependence upon or addiction to alcohol. Dating from the mid-nineteenth century, acceptance of the term is the cornerstone of the self-help philosophy of groups like Alcoholics Anonymous, founded in the United States in the 1930s. Alcoholism has been described in terms of a disease, a genetic disorder, a psychological problem, and as the product of the dysfunctional family. Undoubtedly, drink and its heavy consumption are related to the incidence of petty and serious crime (especially violence and motor accidents), health problems, and workplace injuries. However, the term alcoholism has been justifiably criticized in recent years: the World Health Organization and others would no longer accept its description as a disease, and a broader set of perspectives, including social and cultural theory, now generally inform work on alcohol dependence."

(ii) Different types of alcohol produce different effects

Emine Saner of The Guardian investigated the idea that different types of alcohol produce different behaviour outcomes.

²¹ <http://www.alcoholissues.co.uk/alcohol-crime.html>

²² GORDON MARSHALL. "drinking and alcoholism." A Dictionary of Sociology. 1998. Encyclopedia.com. 5 Nov. 2009 <http://www.encyclopedia.com>.

What's your poison?²³

Emine Saner, *The Guardian*, Tuesday 12 December 2006

"Many of us would like to believe that different types of alcohol can produce very different effects. If only it were that simple, reports Emine Saner.

Tequila makes me violent and vodka sneaks up on me like an evil assassin of drunkenness. Gin, on the other hand, turns me mean. We are convinced that different drinks produce different effects yet, so far, science has failed to prove this.

"A lot of this is folk memories and cultural hangovers," says Dr Paul Clayton, pharmacologist and president of the forum on food and health at the Royal Society of Medicine. "A lot of it depends on what mood you were in when you started drinking and the social context. The idea that gin makes you unhappy probably comes from its nickname "mother's ruin" - the idea that it makes women depressed, which is a cultural idea. But fundamentally, alcohol is alcohol whichever way you slice it."

Can the effects just be psychological? "I associate gin and tonic with a real pick-me-up, end-of-the-day reward drink," says Victoria Moore, the Guardian's wine writer. "Because it's not wine, it's not 'work' and I don't feel obliged to write notes, and so it never fails to make me feel buoyant and great. Personally, I find whisky the weirdest thing - it makes me feel solemn, lucid and sober. Even when I'm clearly not."

"The effects of alcohol are similar, whichever form they come in," says Dr Guy Ratcliffe, medical director of the Medical Council on Alcohol. "Any difference is dependent on the rate at which it is drunk and the amount. Alcohol is a simple molecule that is rapidly absorbed into the bloodstream. So if you drink a few shorts - spirits are generally 40% ABV [alcohol by volume] - quickly, you'll get a rapid increase in your blood alcohol level." Wine is usually enjoyed leisurely with meals. Tequila slammers, however, are usually done after a heavy drinking session.

Similarly, says Moore, "I strongly refute the idea that port gives you worse hangovers. Think about it: when do you drink port except after a four-course meal and about 10 bottles of wine? And then everyone blames the last drink."

Champagne gets me stumbling around quickly but this is likely to be because I only ever drink it at parties without eating properly. "And, says Dr Ratcliffe, "there is some evidence that because of the bubbles you can actually inhale the 'fumes' as you sip." It is also believed to be absorbed more quickly because it is carbonated.

Mixers make a difference too. All alcohol is a depressant and a sedative but drinking vodka with Red Bull or Coca-Cola (loaded with sugar and caffeine) will obviously have a different effect than drinking it neat. "Alcohol is a disinhibitor, it switches off the nerves in the frontal cortex - which tells us not to be an idiot or try to chat up the boss's wife at the Christmas party," says Dr Clayton. "It's activating, arousing, energising. Drinking alcohol with caffeine will be more of a stimulant. Until the alcohol knocks you sideways."

²³

<http://www.guardian.co.uk/lifeandstyle/2006/dec/12/foodanddrink.healthandwellbeing>

Guinness, on the other hand, is supposed to be good for you - a 1920s ad campaign said so. English hospitals fed it to patients after operations and blood donors were encouraged to drink it because it was thought to be high in iron. Even pregnant women and breastfeeding mothers were advised to drink it - advice that has since been withdrawn. In fact it only contains around 1.1mg of iron per pint (the recommended daily allowance for women is 14mg). One study, however, at Wisconsin University, found that Guinness contains antioxidants which help prevent blood clotting, so a pint a day - at mealtimes - may be as effective as aspirin at lowering the risk of heart attacks.

The "Tequila worm" is said to have aphrodisiac and hallucinogenic qualities and has been added to some bottles of mescal (tequila is a type of mescal) as a marketing gimmick since the 1950s ... It is a mariposa worm, which feeds on the agave plant, which is what tequila is made from. Although it can soak up a little of the alcohol, it has no noticeable effect on people. It seems that the myth that eating the worm induces a druggy trip comes from confusing mescal with mescaline, a hallucinogenic drug.

Absinth has also enjoyed a dangerous and hallucinogenic reputation. It contains thujone, a toxic chemical once thought to share qualities with THC, the psychoactive element in cannabis, although this has now been discredited. In any case the amount is too minimal in absinth to have any noticeable effect. Absinth is, however, 70% alcohol and will make you dangerously drunk. Whether it makes you mean, or happy, or clever, or violent, well there's no saying."

b) Increasing body of scientific proof

In spite of the increasing body of scientific proof showing that the relationship between alcohol consumption and aggressive or violent behaviour is not a direct causal link, but rather "**a complex interaction of biochemical, psychological, situational and cultural factors**"²⁴, the myths abound.

In the following article from "The Causes of Wife Abuse-Who Is Abused? Who Are The Offenders?, A Question of Power, Psychological Explanations of Abuse", while it is aimed at domestic violence, of interest is the correlation between substance and violence.

*"A variety of data sources establish correlation (a complementary or parallel relationship) between substance abuse and violence, but correlation does not establish causation. In theory, and possibly even in practice, substance abuse may promote or provoke domestic violence, but both may also be influenced by other factors, such as environmental, biological, and situational stressors. Based on available research, it remains unclear whether substance abuse is a key factor in most domestic violence incidents"*²⁵

²⁴

²⁵

The Causes of Wife Abuse - Who Is Abused?, Who Are The Offenders?, A Question Of Power. Psychological Explanations Of Abuse Read more: <http://www.libraryindex.com/pages/234/Causes-Wife-Abuse.html#ixzz0W1Btd0Jp>

Recommendation 18. That this Inquiry put forward to the State Government the wise and fiscally responsible policy of adequately and recurrently resourcing both official and community agencies who actually work at the street-level responding to and intentionally intervening into issues to calm the scene before it escalates.

Recommendation 19. That this Inquiry fervently recommends to the State Government that ChaplainWatch be funded on a recurrent basis to fulfil its mandate to focus of public safety in public spaces, overnight.

The following research paper is included as just one of a plethora of scientific research papers that effectively and efficiently debunk the 'alcohol causes violence' urban myth.

Alcohol and Violence²⁶

An article - Social Issues Research Center^{27 28}

INTRODUCTION

There is a widespread popular belief, in parts of Europe and elsewhere, that 'alcohol causes violence'. In discussions of public disorder, violent crime, domestic violence and football hooliganism, drinking is frequently cited as a primary cause of the problem, and controls on alcohol consumption proposed as a solution.

These rather simplistic assumptions persist, and continue to influence government policy and legislation, despite the increasing body of scientific evidence showing that the relationship between alcohol consumption and aggressive or violent behaviour is not a direct causal link, but rather a complex interaction of biochemical, psychological, situational and cultural factors. The purpose of this paper is to provide a clear, concise and accessible summary of the research on this relationship, the conclusions that can reasonably be drawn from the available evidence, and the main implications for public policy and education.

BIOCHEMICAL AND PSYCHOLOGICAL FACTORS

²⁶ http://www.sirc.org/publik/alcohol_and_violence_1.html

²⁷ The Social Issues Research Centre is an independent, non-profit organisation founded to conduct research on social and lifestyle issues, monitor and assess global sociocultural trends and provide new insights on human behaviour and social relations. SIRC aims to provide a balanced, calm and thoughtful perspective on social issues, promoting open and rational debates based on evidence rather than ideology.

In pursuit of this balanced perspective, SIRC conducts research on positive aspects of social behaviour as well as the more problematic aspects that are the focus of most social-science research.

SIRC operates a permanent 'social intelligence' unit, engaged in continuous monitoring and assessment of significant social, cultural and ideological trends. For research on specific issues, SIRC maintains its own team of experienced field researchers.

The work of SIRC is guided by an Advisory Board consisting of eminent scientists and consultants in a variety of disciplines. SIRC also provides a channel of communication for a wider forum of scientists engaged in research in related areas.

²⁸ http://www.sourcewatch.org/index.php?title=Social_Issues_Research_Centre

It is established that alcohol produces dose-related changes in the brain, central nervous system and hormonal systems which in turn affect basic physiological and cognitive processes. After ingestion of moderate to high doses of alcohol, reaction times are generally slower; muscle control, dexterity and eye-hand co-ordination may be impaired; short-term and intermediate memory may be affected and performance on problem-solving tasks decreases.

COGNITIVE IMPAIRMENT THEORY

Primary Cognitive Impairment

Pernanen (1976, 1991) and others have also shown that alcohol consumption interferes with primary cognitive ability by reducing the perceptual field. Steele and Joseph (1990) use the term 'alcohol myopia'. In layman's terms: when inebriated, we cannot 'take in' as much information from our surroundings and social context as we can when we are not inebriated. The information we use to guide our responses is increasingly limited in proportion to the amount of alcohol consumed. As inebriation increases, we begin to focus on small parts of the situation, one at a time, because our ability to perceive the situation as a whole is impaired. This in turn results in unstable, fluctuating perceptions and reactions, depending on which narrow aspect of our surroundings we are paying attention to. There is, therefore, an increased risk of misunderstandings and misinterpretations, which can in some contexts lead to aggressive responses.

Secondary Cognitive Impairment

Research has also identified secondary cognitive effects of alcohol on intellectual and linguistic ability (Pernanen, 1976, 1991; Gibbs, 1986). Quite simply, people who have consumed substantial amounts of alcohol have greater difficulty in thinking rationally and speaking clearly – making it harder for them to exercise sound judgement and substitute more acceptable behaviours, such as calm argument, for inarticulate aggressive responses. In some social contexts, it is easy to see how the combination of primary and secondary cognitive impairment – reduced ability to 'read' situations and behaviour and to respond rationally – could increase the potential for aggression and even violence.

It is equally clear, however, that this impaired ability to negotiate interpersonal relations does not inevitably, or even frequently, result in aggression or violence. The vast majority of people drink alcohol without becoming aggressive, and aggression and violence regularly occur in the absence of alcohol consumption. We outline here some of the processes by which alcohol-induced cognitive impairments may lead to aggression, but must stress that situational factors and cultural expectations regarding the effects of alcohol, discussed below, are the ultimate determinants of such behaviour.

ANXIOLYSIS THEORY

It has been suggested that the cognitive impairments described above may in turn have specific psychological effects such as 'anxiolysis': reduced anxiety (Sayette, 1993). The 'anxiolysis-disinhibition' theory argues that the experience of anxiety normally results in suppression of socially unacceptable behaviours such as aggression, that the cognitive disruptions produced by drinking affect our perception of anxiety-eliciting cues in a social situation, and that this reduced anxiety makes us less likely to suppress aggressive responses.

While this theory has some merit (not least in providing an impressive-sounding scientific term for what is popularly known as 'Dutch courage'), it merely identifies one of the processes by which alcoholic cognitive impairments can lead to aggression – leaving us still with the task of explaining why, in most drinking contexts, reduced anxiety does not in fact result in aggressive behaviour.

FRUSTRATION-AGGRESSION THEORY

A number of theoretical models (e.g. Gustafson, 1984) indicate that drinking can lead to more extreme responses to frustration, including aggressive responses. The 'frustration-aggression' theory, originally conceived by Dollard et al (1939) but later substantially refined by Berkowitz (1978) and others, states that frustration, caused by 'interference in goal-directed activity', does not automatically result in aggression but produces a 'readiness' for aggression which if 'triggered' can result in aggressive responses. The 'trigger' may be an insignificant element of behaviour – such as a casual joke, gesture or mild criticism – which would normally be overlooked, but to the frustrated individual may be enough to provoke an aggressive response. The alcohol-induced cognitive impairments identified above – narrowing of the perceptual field and reduced powers of reasoning – may increase the likelihood of a frustrated person focusing on this one small aspect of the situation, exaggerating its importance, and responding in an irrational, aggressive manner. Again, however, we must stress that this does not occur automatically or by any means universally, and that other mediating situational and cultural variables, outlined below, are necessary to produce this response.

SUSCEPTIBILITY

Some researchers have argued that variation in behavioural outcomes of drinking reflects differences in individual psychology, such that individuals exhibiting particular personality characteristics are more likely to become aggressive when they consume alcohol (Collins, 1982; Lewis et al, 1983; McCord, 1984; Lang and Sibrel, 1989, etc.). The personality traits claimed to increase such 'susceptibility' – include 'anti-social' personality, power-seeking, sensation-seeking and 'hypermasculinity', as well as aggressiveness. Even leaving aside the question of whether 'personality' expressed in these terms is a meaningful concept or separable from behaviour patterns, the evidence for higher susceptibility to alcohol among individuals with these characteristics is equivocal. The only general conclusion which can be drawn is that people with these traits, in the cultures studied, tend behave aggressively and also tend to drink a lot – not that drinking is more likely to make them aggressive. If anything, the causal effect might even be in the other direction, with aggressiveness being shown to predict alcohol consumption rather than alcohol consumption leading to aggression (White et al, 1993).

SITUATIONAL FACTORS

While the biochemical effects of alcohol on cognitive processing operate universally, it is clear from the research evidence that the behavioural consequences of drinking, including aggression and violence, are modified both by the social contexts in which drinking takes place and by cultural traditions which either inhibit or facilitate aggression in these contexts.

While experimental studies on the behavioural effects of alcohol are still popular, and early research of this kind by Taylor (1975) and others is still widely quoted,

most researchers now recognise the limitations of such experiments, particularly the fact that real-life drinking does not take place in a sterile laboratory, and real-life aggression does not consist of administering electric shocks by pressing a button.

It is now generally accepted that, in the real world, there must be elements in the immediate situation of the drinker which are open to misperception or misunderstanding before alcohol-induced cognitive impairments can lead to aggressive responses. In particular, violence is more likely to occur in a drinking environment characterised by an abrasive or unfriendly 'atmosphere', discomfort and poor service – and highly unlikely to occur in clean, comfortable, friendly, well-managed drinking contexts (Graham et al; Tuck, 1989; Marsh and Fox, 1992; Parker, 1993; Sumner and Parker 1995, etc.). It must be said, however, that even in drinking environments with significant situational 'risk factors', violence is still relatively rare (Marsh, 1978; Homel et al 1992; Sumner and Parker, 1995), suggesting that further mediating variables are involved.

CULTURAL FACTORS

Marshall (1979) described the cross-cultural study of alcohol as 'a classic natural experiment: a single species (*Homo Sapiens*), a single drug substance (ethanol) and a great diversity of behavioural outcomes.' The 'natural experiment' of cross-cultural research finds levels of variance in the behavioural consequences of drinking which demonstrate that cultural norms and beliefs about alcohol can modify, direct or even override the physiological and psychological effects of alcohol (Douglas, 1987; McDonald, 1994; Heath, 1995; SIRC, 1999; etc.)

Reviews of ethnographic evidence show that the behavioural outcomes of drinking are always in accord with what people in a given culture (or sub-culture) expect to happen, and that individuals internalise such expectations during the learning process of socialisation (Mandelbaum, 1965; MacAndrew and Edgerton, 1969; Critchlow, 1986; Heath, 1998). Experiments conducted under controlled conditions (double-blind, with placebos) in different cultures confirm that aggressive behaviour is determined by cultural expectations rather than the chemical actions of ethanol: in cultures where alcohol is believed to cause aggression, subjects become aggressive even when they have been given a placebo (Rohsenow and Bachorowski, 1984; Vogel-Sprott, 1992; Neff, 1991; Milgram, 1993). The fact that psychological experiments have generally involved relatively low doses of alcohol (in accordance with professional ethics), has led some reviewers to conclude that cultural expectations only determine behaviour at low blood-alcohol concentrations (e.g. de Vente et al, 1998). This rather simplistic assumption is not supported by the ethnographic evidence, or research conducted in natural settings, which shows behaviour reflecting cultural expectations at all levels of alcohol consumption (MacAndrew and Edgerton, 1969; Marshall, 1983; Levine, 1992; Heath, 1998).

CONCLUSION AND IMPLICATIONS

From the research evidence available, we can conclude that there is no direct causal relationship between alcohol and violence. The probability of aggression is increased when the effects of alcohol-induced cognitive impairment are amplified or exacerbated by both the characteristics of the immediate situation and cultural expectations that drinking causes aggression. Where the immediate

social context is non-aggressive and where cultural beliefs and norms inhibit aggression, drinkers are highly unlikely to become aggressive.

These conclusions indicate that attempts to restrict consumption of alcohol are likely to be unsuccessful in preventing or reducing problems of disorder and violence. A more effective approach would involve measures designed to improve the management of drinking environments and, even more importantly, educational measures designed to preserve and promote more positive beliefs about the behavioural effects of alcohol”

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9. THE ROLE OF PARENTS IN INFLUENCING ATTITUDES TOWARDS ALCOHOL CONSUMPTION

All too often the youth, it is often rightly observed, will do everything the opposite to what they are told to do. We all know that youth rebel. By focusing on giving parents and the community the tools, it will greatly help reinforce their efforts to stop their child's bad behaviour. And this should not be done directly, but in moral messages.

- ◆ Advertising campaigns against binge drinking should be aimed at the community and the parent, rather than the youth.
- ◆ Advertising campaigns against binge drinking should be aimed at the community and the parent, giving them the right to speak out against binge drinking as a trend.
- ◆ Advertising campaigns against binge drinking should be aimed at the community and the parent, giving them the right stats and figures of potential economic and health costs if the binge drinking trend continues.
- ◆ Advertising campaigns against binge drinking should be aimed at the community and the parent, giving them the right to speak out against binge drinking as a trend.
- ◆ Advertising campaigns against binge drinking should be aimed at the community and the parent, by giving them tools to speak up and stand against the ingrained attitudes of the youth.

(1) HOW ARE PARENTS INFLUENCING THE ATTITUDES OF YOUNG QUEENSLANDERS?

a) Parents are influencing the attitude by

(i) Modelling bad drinking behaviour

- ◆ Where parents believe that it is good to let underage youth 'try' alcohol.

“A study published last week in Alcoholism: Clinical and Experimental Research added additional weight to the Australian Government’s recommendation for parents to avoid giving alcohol to children under 15 years of age.

The study looked at over 6,000 Australian twins and found that the earlier the children had their first drink, the more likely they were to develop alcoholism in later life”²⁹

- (ii) Research report: The role of alcohol-specific socialization in adolescents' drinking behaviour³⁰

“Conclusions:

This study is one of the first to examine associations between alcohol-specific socialization and adolescents' drinking using a between- and a within-family design. Results showed strong associations between alcohol specific socialization (particularly of enforcing rules) and adolescent alcohol use. Although parents strongly differentiated their socialization practices between children, no differences in associations between alcohol-specific socialization and drinking were found between older and younger adolescents.”³¹

- (iii) PARENTS/Society modelling by their drinking behaviour

- ◆ After youth sporting fixtures, school events and fêtes, parties and celebrations where drinking stints are the rule and not the expectation
- ◆ The current learnt behaviour of top sport people acting badly under the influence comes from their junior sporting days. During every junior sporting game the canteen is open and the longer the game the drunker the spectators become. After the game, alcohol is predominant for the over 18's with the underaged watch on anticipating their day will come. It is the norm. It is the culture.
- ◆ After every Mad Monday the sport star is often presented by the media with smirks of tasset approval, snickering at the behaviour. This is as dangerous as it reinforces the destructive behaviour, as if it was something great to aspire to.

b) How can parents be assisted in instilling responsible attitudes to drinking?

Currently the parents are losing the moral war because the young person can say “but you drink, so don't tell me not to'.

If the parent can say, “Sure son, there nothing wrong with alcohol, but it's binge drink that is the problem. Alcohol is a mature person's drink. If you cannot drink properly then you are not mature enough to drink at all. Your turn will come.”

Note: its weight comes when a person's moral belief system is supported by society's mores.

²⁹ <http://www.medpagetoday.com/Psychiatry/Addictions/16059>

³⁰ Haske van der Vorst; Rutger C. M. E. Engels; Wim Meeus; Maja Dekovi; & Jan Van Leeuwe; Institute of Family and Child Care Studies, Radboud University Nijmegen, the Netherlands and Department of Child and Adolescent Studies, Utrecht University, the Netherlands, © 2005 Society for the Study of Addiction doi:10.1111/j.1360-0443.2005.01193.x Addiction, 100, 1464–1476.

³¹ <http://www.socsci.ru.nl/~nutgere/weblog/wp-content/uploads/2006/08/vandervorst%20et%20al%20addiction%202005.pdf>

ibid

- (i) By pressing the following simple 4 points it may be possible to turn a society mores' compass to due north. E.G.
- △ alcohol is seen as essentially neutral
 - △ what's important is how it's used
 - △ two equally acceptable choices - abstain or drink in moderation. Each equally OK.
 - △ what's totally unacceptable is the abuse of alcohol by anyone for any reason at any time.

10. EDUCATION CAMPAIGNS AND THEIR ROLE IN CULTIVATING EFFECTIVE SOCIAL CHANGE IN TERMS OF COMMUNITY ATTITUDES TO ALCOHOL CONSUMPTION

“Education campaigns aimed at reducing the harmful impacts of alcohol consumption have a range of targets - patrons and drinkers, parents, police and security providers, as well as venue operators, managers and other staff (e.g. responsible service of alcohol training).”

How do we change the drinking culture and create a culture of individual responsibility?

(1) “81% SAY AUSTRALIANS HAVE A BINGE-DRINKING CULTURE”³²

When it comes to binge drinking, our society, including our politicians, need to stop whipping ourselves up into a frenzy of extremists 'Henny Penny bleatings' **“the sky is falling”** and accept the reality—**the sky has already fallen.**

It was Friedrich Hegel who wisely observed that *“the only thing we learn from history is that we learn nothing from history.”*³³

BESIDES, Queensland is not alone.

Binge drinking and related violence is a problem in many western societies. Searching the world for answers is going to be fraught with disappointment, for running concurrent with this Inquiry are scores of similar Inquiries in the UK, Spain, France, Italy, USA, Canada et alii.

“Such efforts at increasing controls [on the availability of alcohol] are explicitly rationalized and recommended on the premise that alcohol-related problems occur in proportion to per capita consumption, a theory that we have disproved at

³² <http://www.smh.com.au/news/national/81-say-australians-have-a-bingedrinking-culture/2008/07/05/1214951110429.html>

³³ Friedrich Hegel (German Philosopher. 1770-1831)

*least in France, Italy, Spain, Iceland, and Sweden, as well as in several ethnographic studies elsewhere.*³⁴

(2) INTERNATIONALLY IT IS THE SAME

Against popular belief, most Western countries are facing the same perplexing issues.

- ◆ The Spaniards are now experiencing problems.³⁵
- ◆ The Italians also are experiencing a binge drinking epidemic.³⁶
- ◆ The EU is also very concerned.³⁷
- ◆ French Combat Youth Binge-Drinking.³⁸

(3) THERE ARE TWO PATHS THAT THIS INQUIRY CAN LEAD OUR COMMUNITY DOWN

a) Alcohol—public enemy number one?

- (i) The first path we can travel is to make binge drinking, public enemy number one.

As with illicit drugs, our society can make "war" on binge drinking, ALSO. We can pour billions of dollars in to the fight.

But how can you fight something that is part of the culture?

It is not just unique to Queensland. Binge drink is a part of the Australian youth culture. 81% believe that it is. 25,000 – 70,000 young people testify to it every Friday and Saturday night in the CBD, Valley and Caxton Street entertainment precincts of the city of Brisbane, alone.

By implementing more and more initiatives and more and more regulations and more and more restrictions we still have not seen changes to the binge drinking issues. In fact, only six months after since the implementation of the

³⁴ Heath, D.B., "An Anthropological View of Alcohol and Culture in International Perspective," pp. 328-347 in Heath, D.B., ed., *International Handbook on Alcohol and Culture*, Greenwood Press, Westport, CT, 1995, pp. 341-342.

³⁵ By Cristina Mateo-Yanguas - GlobalPost Published: October 12, 2009 07:21 ET <http://mobile.globalpost.com/dispatch/spain/090903/binge-drinking-trend-reveals-troubled-society>

³⁶ By [Mail Foreign Service](#) Last updated at 1:16 AM on 29th September 2009 <http://www.dailymail.co.uk/news/worldnews/article-1216666/Italian-binge-drinking-set-reach-levels-seen-UK.html>

³⁷ Associated Press updated 11:43 a.m. ET March 15, 2007 <http://www.msnbc.msn.com/id/17614579/ns/health-addictions/>

³⁸ Time partners with CNN. By Bruce Crumley / Paris Thursday, Jul. 17, 2008 <http://www.time.com/time/world/article/0,8599,1823730,00.html>

to give the community verbal tools to use against the youth-inspired arguments that say its ok.

Recommendation 20. That the Inquiry strongly recommends that any future advertising campaigns against binge drinking be focused more toward the wider general community, pressing the moral hopes of our communities to live safely and more healthily and that binge drinking and violence robs citizens of that right.

Recommendation 21. That the Inquiry strongly advocates that any future advertising campaigns against binge drinking be realistic campaigns giving all tools to tackle the problems.

11. FLOW-ON ISSUES FOR EMERGENCY SERVICE WORKERS, POLICE, AND FRONTLINE HEALTH WORKERS

(1) ESTABLISHED EMPLOYEE SUPPORT PROGRAMMES

Among the professional services such as Police, Ambulance, Fire and Rescue, and Health there are established employee support programmes such as the QAS Staff Support Programme "Priority One". This QAS programme is a combination of Employee Assistance Service (EAS) and Trauma Intervention Programme.

(2) CHAPLAINWATCH PEER SUPPORT PROGRAMME

ChaplainWatch is the only community service, focusing specifically on public safety in public spaces in the entertainment precincts of the Brisbane CBD, Valley and Caxton Streets, overnight.

Our service faces a diverse range of issues and problems from the benign to the horrific.

- (i) We have attended, at times by request of police but generally as first-on-scene (or near to first)
 - ◆ the murder in the Valley Mall 2 plus years ago (first on scene and the victim died while we were giving CPR);
 - ◆ inner city suicides (building jumpers);
 - ◆ vehicle and pedestrian accidents (where there is often a life threatening situation(s));

- ◆ fire evacuations (such as the Victory Hotel Fire);
 - ◆ deaths of the street (such as the mother last year who died in the arms of the husband from heart or blood clot complications)
- (ii) We have attended, via our proactive patrols
- ◆ Victims of rape (where we were the first to recognise the incident issues)
 - ◆ Assault victims (where there have been disturbing flesh wounds)
 - ◆ Self-inflicted self-harm (wrist slashing)
 - ◆ Alcohol poisoning situations (where CPR and Bag and Mash have been require to be deployed)
 - ◆ Medical incidents (where persons are experiencing physical life threatening events)

In response to what this community service has accepted as its role and focus, ChaplainWatch recognises that all of its volunteer personnel need support, throughout and after a shift. ChaplainWatch has instituted a Peer Support and Incident Debriefing regime. It also has policies in that where a volunteer shows signs of or requests for assistance that the volunteer will get professional trauma counselling.

(3) SECURITY – VENUE, PUBLIC SPACE AND GENERAL

There is need for venue, public space and general security to receive immediate incident debriefing and short term follow-up, especially after an assault on them or an incident that was psychologically disturbing.

ChaplainWatch has developed a close liaison with the secure taxi supervisors and security. At any incident where there has been an assault on them or an incident that has caused concern, the taxi marshal will call for the Chaplains to attend. The Chaplains are skilled in Incident Debriefing and Secondary Incident Intervention, and do on-the-spot debriefing with the security officer(s). This is first response front line work. If however the person(s) need further assistance then this recommendation is passed on to the taxi marshal who activates their EAS.

(4) GENERAL PUBLIC

All too often the general public need immediate psychological and/or spiritual assistance. To this end ChaplainWatch Chaplains have developed a programme they call Secondary Victim Support, for incidents such as:

- ◆ Witness to a vehicle/pedestrian accident and in a distraught state, but all emergency services are focused on the primary victims only.
- ◆ Where the boyfriend has been arrested and the girlfriend is left alone, traumatised by the possible previous fight and now hysterical because the boyfriend is being taken off to the Watch House. She is drunk, confused, distraught, and he has the house keys, her ID and all her cash and she is panic-stricken. The police cannot assist as the situation is volatile, crowd-wise. But the Chaplains frequently intervene, defuse the peripheral situation and problem solve the secondary incident. (the incident could be involving mates or family also)
- ◆ Witness to an act of violence or a serious medical situation and they are troubled or confused at what they have witnessed, while emergency services are focused on the primary victims only.

Recommendation 22. That the Inquiry propose to the State Government that where a professional emergency worker or other worker (paid or volunteer) does not find satisfactory assistance from their employer that the government make available services to assist post-trauma, free of charge.

12. BEST PRACTICE HARM MINIMISATION MEASURES

“Excessive consumption of alcohol is a widespread problem throughout Australia and overseas. A wide range of measures have been used with a view to reducing the harmful effects of such consumption, including violence. Some of these include:”

(1) HARM MINIMISATION MEASURES

a) *Serving alcohol in toughened receptacle rather than glass*

(i) Toughened and non-toughened glass

The individual qualities that divide toughened and non-toughened glass lie in the manufacturing. Accordingly, because of its strength and the way it breaks, toughened glass will shatter into many tiny pieces. Conventional glass, by contrast, is potentially more hazardous because it leaves large and potentially dangerous jagged edges when broken.

The following is an excerpt from a case study of the UK 'SafeGlass-SafeCity' campaign which ... "is a collaborative project between Manchester Evening News, Greater Manchester Police and numerous other agencies".⁴¹

"This case study focuses on the impact of new technologies in the development and manufacture of toughened glass products, in particular toughened beer glasses. It documents the role of AlphaBar, a leading glass supplier based in Warrington, in promoting a city-wide campaign to reduce incidents of 'glassing' attacks in Manchester. The 'SafeGlass-SafeCity' campaign is a collaborative project between Manchester Evening News, Greater Manchester Police and numerous other agencies, all working towards making Manchester city centre a safer place for people to visit and enjoy its vibrant nightlife..."

"...Although a scientific investigation of the impact of toughened glass has yet to be completed, it would appear that it has had a positive impact on levels of crime. In February 2001, Manchester Evening News announced 'Glassing' attacks are down to zero".⁴²

There are many other studies concerning serving alcohol in toughened glass, that are available worldwide. Many come down on the affirmative side, saying that it is a worthwhile exercise and others are saying the opposite.

- (ii) ChaplainWatch Observation: Toughened and non-toughened glass still a weapon

ChaplainWatch points out is that even a toughened glass or a hardened plastic receptacle can become a weapon—regardless.

While a toughened glass or a hardened plastic receptacle may not do the physical tearing of flesh that expected broken glass may make, the toughened glass or a hardened plastic receptacle will still do great physical damage.

Example

Within the last 3 months I have had to attend a patient who had been hit in the face with a plastic glass. It was apparently a tumbler style of receptacle. Although the receptacle did not break forming shards of glass it did do severe damage causing a 2 cm gash to the left eyebrow.

b) Serving alcohol in plastic receptacles rather than glass

Although this writer knows very little about the taste of certain alcohol beverages when they are presented in different types of receptacles.

However, this writer does see the results of the use of these items to inflict injury.

⁴¹ <http://extra.shu.ac.uk/dac/beerglass.pdf>

⁴² *ibid*

(i) ChaplainWatch Observation: Toughened and non-toughened glass still a weapon

As stated above, what is of concern to ChaplainWatch is that of anything could be used as a 'weapon' in a fight.

What is known however is that there are many types of receptacles for a variety of drinks, for instance:

- Cocktail
- Shot
- Spirits
- Wine

Each of these is also served in glass.

To ban the beer glass without banning the above or similar or 'all' 'glasses' is unbecoming and irrational.

Recommendation 23. All forms of glass receptacles must be banned or no form of receptacle should be banned. To ban one type of glass e.g. beer, is not appropriate as any form of glass receptacle can become a weapon. If one receptacle is required to become plastic, then all must become plastic.

(ii) ChaplainWatch OBSERVATION: Bottles must be included.

Similarly, if the banning of glasses is to become policy then in like manner, bottles.

There is a big issue surrounding bottles.

Most venues do not allow bottles to be taken out of their establishments whatsoever. Security is generally most stringent on this aspect, as I have observed. The occasional bottle 'escapee' from a venue pails into insignificance with the large number of bottles that literally litter the streets and footpaths.

Each night the streets are littered with hundreds of empty beer, wine and spirit bottles.

Example

This writer observes on a consistent basis private vehicles arriving in the side streets like Alfred Street Fortitude Valley, where people get out of the car drinking the last of the beer as they disembark.

This writer has observed the same phenomenon with taxis.

This writer has observed the same phenomenon with "privately hired party busses".

What is exemplified above collaborates a recent survey conducted through the Valley Liquor Accord where the 'opt-in' participants spoke of coming out to the entertainment precincts already intoxicated, some heavily intoxicated.

Recommendation 24. That heavier penalties be introduced to help combat the drinking of alcohol by any person (driver or passenger), in a private vehicle, or public transport vehicle—taxi or bus, and that Police be given powers to stop and search, if there is a suspicion of alcohol being consumed.

(iii) ChaplainWatch OBSERVATION: Bottles AND THE DRINKING IN PUBLIC SPACES. Included in this section can be the drinking of alcohol in public spaces within the entertainment precincts.

One of the curiosities of night life is that there is a sizeable group of people who come to the precincts with no intent of going to the venues on offer. They seem to be content to just 'hang around' or to engage, before and after, with others who do go to venues.

The reason could be cost driven or it could be that they have been banned from certain venues.

The ChaplainWatch consistently observation many instances of persons drinking from 'the boot of the car'. This has caused serious concerns in the Caxton Streets precinct, especially with certain ethnic groups. The Brunswick Street West area has a clear reputation of this happening.

The phenomenon it is not limited to race as there is a wider sociological problem.

Public drinking also takes place in and around the streets of the CBD also but seems to be more random, from my observations.

Recommendation 25. That the Inquiry make strong submissions to local government authorities to make the public spaces surrounding the entertainment precincts as alcohol free zones where drinking in public spaces become an offence, including drinking within a vehicle parked in that area.

c) "Glassing" - The language:

The use of the word 'glassing' is negligent, irresponsible, careless, and even dangerous.

'Glassing' has received a great deal of currency lately. The Courier Mail has made a lot of the term, followed closely by the electronic media. Talk back radio and TV magazine type shows, along with news and current affair, all have taken up the theme and used 'glassing' to great effect.

The Premier, Anna Bligh and other politicians have also used it to great success in making 'glassing' public enemy number one; to wit this Inquiry has a specific brief to investigate 'glass' in venues.

Cynically though, it has become a catchall phrase that conveniently fits into the '7 second' media grab. In doing so it has seamlessly entered the wider lexicon of general community word usage. As such it is used with a high emotive rating, eliciting fear, anxiety and concern.

(i) No clear definition of 'Glassing'

The problem is there is no clear official definition of 'glassing', and subsequently the word usage of 'glassing' allows the hearer to create their own mind picture and conclusions.

Example

When speaking to people I have found that the word paints a picture of a beer glass or bottle being intentionally broken over a table or bar and the broken shards on the end of the glass being used to inflict great physical damage to the body, reminiscent of a Hollywood-western bar brawl.

(ii) Misuse of official 'glass' usage

Officially, when 'glass' is used within a report it does not often mean 'glassing' e.g. the Hollywood-western bar brawl. Officially the term 'glassing' is not used. When there is a "glass incident" it is usually expanded to explain exactly what happened, for example:

- a glass or bottle is used as a weapon⁴³ without being broken first.
- a glass or bottle is used as a threat to be used as a weapon whether it is broken or not.
- a glass or bottle became a part of the fracas but was not used directly as a weapon
- where arising out of a affray a physical injury was accidentally sustained, such as from a random piece of broken glass that had nothing to do with the incident

⁴³ a device designed to inflict injury or death on an opponent

- where an individual was simply cut from a broken piece of glass where there was no fight or incident

It is dangerous, irresponsible, careless, and even negligent to allow the word "glassing" to continue to be used not just for its ambiguity of meaning but that now it has entered into the threat language of aggression.

An Example:

It is only recently, (since 'glassing' has had so much publicity), that I have heard "I'll glass you" used as a pre-fight intimidation tactic coming from the streets. I have taken note that some young men have taken up the term and have chosen to use it, aggressively.

Up until this year, 2009, I had not heard the term used in this manner. Now I am hearing it used because of its high emotive overtones. It is as if the term has been given currency and legitimacy by the usage of public entities such as the media and Politicians.

By removing the emotional valuing of the term "glassing" with a clearer characterisation of the event, it will help greatly demystify assumptions and allow the collective public mind to direct its concerns and outrage to the right issue.

Recommendation 26. That this Inquiry do all that is necessary to have the term "glassing" removed or restricted from official lexicon word usage by the media, politicians, bureaucracy, et al.

Recommendation 27. That this Inquiry have the term "glassing" be broadened from the notorious idiom to terms that describe more precisely the event e.g. 'a glass was used as a weapon', or 'an accidental injury sustained from glass'.

d) 'Glassing' frequency?

Having submitted the preceding there comes a time where the question must be asked:
How frequently does 'glassing' actually happen?

When official statistics state that 'glass' had been involved in an incident does this mean a 'glassing'? The classification of 'glass' when used in an official report, such as a Police report, is cast much wider than what is being popularised by the term "glassing". (Refer to the "Glassing" Examples below).

300 has recently been indiscriminately cast around in the media and elsewhere as the exemplum of the increase of this abhorrent act. But is this figure true and verifiable?

An Example:

From recent community meetings that I have sat in on, there seems to be great doubt as to the veracity of the 'glassing' figures, especially when the term "glassing" is taken in its very narrow definition.

If this be so then it is poor use of statistics and it is dishonest to frame a broad designation of 'glass' to respond to the narrow public perception which "glassing" has become.

Further it has the malevolent potential to cause this Inquiry to investigate a specific term of reference on a false premise causing it to miss the real point of the contention.

Recommendation 28. That this Inquiry act with great caution in their use of statistical data and subsequent recommendations arising from the official use of the term "glass" to imply "glassing" as it is colloquially used currently.

Recommendation 29. That this Inquiry require that the future collection of official data and statistics be codified to reflect the real nature of the event and that the specific term of 'glassing' be excluded from the data definitions.

e) *Codifying the term from 'GLASSING' to 'USE OF A WEAPON'*

Anything can be used as a weapon, even a plastic receptacle.

There have been serious injuries directly attributed to glass when used as a weapon. It is a cowardly act. It is expressly dangerous. It is to be abhorred morally and dealt with great rigor judicially. But there are weapons, other than glass, that have been used to cause great physical damage.

In the recent article in the BrisbaneTimes.com (Life & Styles) by Chris Barrett dated October 8, 2009, entitled "Beer tastes better out of glass? Rubbish", that the following was written:

"However, Mr Watson said the government's focus should be on addressing management standards across the industry rather than removing glass from pubs, a view shared by Griffith University criminologist Professor Ross Homel.

"I'm totally against having plastic glasses full stop," Mr Watson said. "I think that they're looking at the wrong end of the stick. It's comes down to the management of these venues.

"If glassing really is a problem they probably should take away bar stools too. A friend of mine has spent weeks in hospital after being hit over the head with a bar stool.

"If it really is an establishment where it truly is that bad where they need to have glass taken away from them, then these places probably don't care about the taste of the rubbish that they're drinking anyway."⁴⁴

- (i) Random weapons
 - Bar stools and furnishings
 - Billiard cues and other bar equipment
 - Fire extinguishers and other fittings and fixtures
- (ii) Actual weapons
 - Specific weapons and implements
- (iii) Ambiguous weapons
 - The spitting or use of bodily fluids such as blood, saliva, vomit, urine, faeces be codified as use of a weapon meant to cause harm or death

Examples:

About six weeks ago I attended two different incidents, in separate locations. One was a facial injury caused by a plastic glass. It caused a 2-3 cm laceration to the forehead that would require 6-10 stitches. The other was where a bar stool was used as a weapon. It caused a wound where the top eyelid was torn apart from top to bottom so that the patient's pupil was observable all the time.

Recently I had to apply first aid to a 22 year old male who had sustained a horrendous injury where his eye lid had been torn apart from top to bottom, the result of a bar stool being used as a weapon.

I have had to deal with a taxi official who had blood deliberately spat on his face (eyes and mouth). Adequate response with irrigation of all areas assisted, however this person was traumatised as he waited for the 6 months to pass to verify if he had contracted Hepatitis or HIV or the like.

Recommendation 30. That the Inquiry submit to the government that it aggressively widens its focus to include not only the use of glass as a weapon, but to the use of weapons perse, regardless whatsoever the type of the weapon.

Recommendation 31. That this Inquiry strongly recommends that the statutory definition of 'weapon', especially while intoxicated, be broaden to include the use of any physical implement like a glass, or any implement, or bodily fluid such as blood, saliva, urine, faeces.

⁴⁴ <http://www.brisbanetimes.com.au/lifestyle/beer-tastes-better-out-of-glass-rubbish-20091007-gn2f.html>

Recommendation 32. That this Inquiry strongly submit to the government that there be no defence from impairment due to alcohol intoxication when a weapon is used to against another person or persons.

Recommendation 33. That this Inquiry submit to the government that where the ‘spitting or using of bodily fluids such as blood, saliva, vomit, urine, fæces’ with the intent to inflict injury or death on an opponent, be criminally coded as the use of a weapon.

13. SECURITY MEASURES

“Security Measures – both inside venues and in nearby public places, including at transport nodes (train and bus stations and cab ranks) (This includes for example such elements as crowd controllers and marshals, police presence, ID scanning, and closed circuit television.)”

(1) SECURITY MEASURES AT VENUES

a) ID Scanners

In recent times the concept of ID scanners has been raised as a means of patron control. This seems to be a highly effective means of control that can afford the venues greater control, especially regarding...

- troublemakers and recidivist troublemakers,
- known persons with a drug dealing history
- known persons with a criminal history and which history is pertinent to the issues of safety in a venue, (eg conviction as to carrying or using a weapon) and
- underage entry,

...to name but a few categories.

The city of Geelong in Victoria is known for successfully using ID scanners. The following article appeared in the

Police Get New Weapon In Fight Against Violence

Geelong Advertiser, October 15th, 2009 by Carl Dickens

GEELONG police can now use a portable hi-tech scanner to instantly alert the city's licensed venues of bans imposed on drunks and thugs.

Licensing and Public Order Sergeant Tony Francis said yesterday the new scanner, which helped police ban five people from the CBD for 24 hours on its debut last Saturday night, would be a huge boost for officers as they cracked down on booze-fuelled violence.

The scanner is operated from the back of a police van and linked wirelessly to photo ID scanners at licensed venues. Once police impose a ban and take the person's photo and scan their ID, they can immediately send all venues instant notification of the order.

What do you think of these scanners? Tell us using the feedback form below

"We now have a quick linkage into clubs ... within five seconds, we can inform all the pubs and clubs in Geelong CBD that a person is banned," Sgt Francis said.

"If we ban someone for the night and tell them to get into a taxi and go home, and they decide to sneak around the corner and try to get into a different club, their ban will flag up on the club's scanners and the club management will call us down to deal with them."

The scanner caters for both 24-hour bans, which are imposed for minor offences including drunkenness, urination and riotous behaviour, as well as long-term bans, imposed for serious assaults and damages.

Those who ignore the 24-hour bans face fines of up to \$2200, while those who defy 12-month orders can be fined up to \$6600.

Sgt Francis said prior to the introduction of portable unit, it would take police up to two hours to alert licensed venues of the bans via email, meaning offenders could often slip into different venues unpunished.

He said the unit would operate on a trial until the end of this summer, at which point it would be evaluated and most likely made permanent. He said the single scanner would also likely be expanded to two.

Geelong Nightlife Association president Darren Holroyd lauded the scanner.

"The idea's great, it closes in on those who are troublemakers or just too intoxicated on a particular night," he said.

"At the end of the day, I think we're all wanting to get thugs out of the city."

Last month, 19-year-old Joseph Lichstein became the first person banned from entering Geelong's CBD and nightclubs for 12 months.⁴⁵

ChaplainWatch fully supports the rapid installation of a standardised, top of the range ID scanners, to all late night licensed venues (eg after midnight) conditional upon:

- if ID scanners are adopted that it be a 'one in all in policy' for all late night venues across the State of Queensland
- all privacy issues are legislatively addressed and controlled

⁴⁵

http://www.geelongadvertiser.com.au/article/2009/10/15/111791_news.html

- Liquor Licensing and Police Alcohol Intelligence Units be immediately (electronically) apprised of any person barred, rejected, or not permitted with a clear and reasonable cause supplied by the venue as to why the action
- offenses being codified as to standard lengths of 'barring' from a venue for a variety of reasons
- the Venue, within 5 days of an offense, forwarded a letter of explanation to the offender for the reason for barring, rejection, or for not being permitted to enter, with codified reason by the venue as to why the action, clearly showing length of the ban to enter a venue
- that offenders, when barred, receive a blanket (one out all out) barring to all ID Scanning Venues who shall be electronically linked as to those barred plus the reasons and length of barring

b) Venue CCTV

There is a real need for a standardising of CCTV in venues that trade late. These standards need to be, but exclusive to:

- Location, so as to cover all areas of the venue where the public assembles, both inside and outside the venue
- Of a type that is appropriate for the conditions
- Low light
- Variable light, especially club type strobe, laser and flashing lighting and spot-lights
- Focus and focal lengths
- Be of a standard that is no less than 8 frames per second
- They are maintained and kept in operational condition
- A standardised code of conduct for all venues in the use of video surveillance CCTV, including strict alignment with all privacy provisions

c) Venue Security and Personnel

“The professionalising of venue security in most venues in the CBD, Valley and Caxton Street precincts in recent times has improved markedly. My personal observations are that the methods that many venue security perform their duties are of a high standard. However, there are certain companies and individuals who do not yet meet those high standards.”

(i) Higher categories of Qualification for venue security.

There should be 'a higher level of professionalism and a subsequent appropriate higher classification' for both a Security Company and their Security Officers when providing security to entertainment venues.

■ Venue Security Companies:

There needs to be a method of rating security companies as to their effectiveness and the quality control they provide on all professional security personnel they provide. The outcome would be to:

- ◆ provide quantifiable quality of professional service delivery
- ◆ provide annual reports of the efficacy of their service delivery
- ◆ maintain efficiency and effectiveness in addressing issues confronted on the job
- ◆ supply a proven quality of training for the security officers prior to being supplied to a venue
- ◆ ensure that all security personnel that are provided to a venue be appropriately trained to 'a higher level of professionalism and a subsequent appropriate higher classification'
- ◆ compliance by a security company to only provide, without fail, the 'higher qualified security' to all venues to whom they are contracted

There needs to be a declassification capacity whereby a Security Company is demoted to a lesser level of security they are licensed to provided, after (for instance) 'three strikes'

- ◆ the complaints against the company can come from a variety of sources both statistically based and via a rating system via club patrons, venues and precinct stakeholders such as police

(ii) Venue Security Officers:

■ Higher Quality Training

There is a constant need to maintain a high quality of professionalism in the venue security field.

This can be done by:

- ◆ 12 monthly security licenses only available on completion of a standardised training course for all new
 - security officers,
 - venue managers,
 - venue crowd controllers,

- venue marshals etc.,
- ◆ That all license holders do the course annually as a prerequisite to gaining their annual renewal of a license.
- ◆ That the training certification would have learning outcome that will provide for a 'higher level of professionalism as a venue security operator' and
- ◆ It should come with an appropriate title classification for the higher security training.
- ◆ That this higher level of learning outcome competency should major on such areas as, but not exclusive to:
 - effective non-physical conflict resolution
 - efficient high conflict negotiation skills
 - reading a crowd for signs of possible conflict
 - positive intervention skills, including body language and numbers of persons attending the intervention
 - methods and techniques of appropriate crowd control and individual situation intervention
 - methods of restraint that are highly effective yet visually benign
 - understanding the physical and psychological effects of alcohol, especially when used excessively
 - understanding the physical and psychological effects of illicit drugs, especially when adrenaline is involved, especially in dance clubs
 - understanding the physical and psychological effects of different kinds of illicit drugs combined with alcohol, especially when substances are 'cocktailed'.
 - the use of emotional types of music and lighting to calm potentially volatile situations in a club scene
 - plus the current security training portals
- ◆ That there be a mandatory 6 monthly refresher courses for all venue managers, venue security, and venue crowd controllers.

d) Public Space Security Personnel

There is a real need to address the standard of training and service delivery for Public Space Security.

- ◆ They cover such areas as taxi rank security who are generally employed for the safety of the taxi supervisors. They should also have responsibility for the crowd control at a taxi rank, regardless of whether they are funded or hired by venues.

- ◆ There are also 'bus stop' NightLink security in the CBD and Valley area, who cover the NightLink bus service bus stops as designated by the NightLink government transport agency.
- ◆ QR also has their security and station personnel to cover the three inner city rail stations. It would seem that they function well under their standard operational procedures.

These standards are suggested to be:

- ◆ that such security personnel be classified with a higher designation, similar to or the same as Venue Security, as stated above, but as Public Space Security (Night)
- ◆ that training cover the unique provision of security at night in a public space
- ◆ that where a security officer is shown to consistently fail to carry out or provide duties commensurate to the higher level, be 'demoted' and thus removed from night security in a public space.

(i) Critique

All too often the security in these circumstances are less than effective as they seem to end up acting as the transport liaison and customer service officer only, and fail to be security at the necessary times. What they do is not inappropriate however there seems to be a need where, as security, they proactively act as such. It seems that this comes from a lack of training and role direction.

■ Security Companies providing public space security personnel:

As stated above for Venue Security Companies, there also needs to be a method of rating security companies as to their effectiveness and the quality control they provide for all professional security personnel they provide. The outcome would be to:

- ◆ provide quantifiable quality of professional service delivery
- ◆ provide annual reports of the efficacy of their service delivery
- ◆ maintain efficiency and effectiveness in addressing issues confronted on the job
- ◆ supply a proven quality of training for the security officers prior to being supplied to a venue
- ◆ ensure that all security personnel that are provided to a venue be appropriately trained to 'a higher level of professionalism and a subsequent appropriate higher classification'

- ◆ compliance by a security company to only provide, without fail, the 'higher qualified security' to all venues to whom they are contracted

There needs to be a declassification capacity whereby a Security Company is demoted to a lesser level of security they are licensed to provided, after (for instance) 'three strikes'

- ◆ the complaints against the company can come from a variety of sources both statistically based and via a rating system via club patrons, venues and precinct stakeholders such as police

e) Street CCTV—City Safe

There is a desperate call for a more CCTV units in and around venues, and the public spaces associated with them.

For instance, even though it was the murder at Petrie Terrace near Caxton Street that prompted the 17 point plan, there is still no CCTV unity operational. In fact it has been reported that a CCTV unit was installed over 2 years ago yet it has not been wired up to the control centre in Adelaide Street.

There is need for up to a dozen extra unity in the Valley alone.

It is understood that the Brisbane City Council has a new operations centre installed at the BCC Green Place and is ready to function when the CCTV units are installed.

All that is need is funding and a will.

Recommendation 34. That this Inquiry strongly recommend the immediate installation of adequate CCTV cameras and commensurate control staff to ensure high-quality and effective coverage of all entertainment precincts including public spaces in and around the entertainment precincts throughout the State.

14. PROMOTIONAL DRINKING

“The Inquiry has put forward the following for discussion: “limiting promotions encourage irresponsible consumption (such as happy hours, free or cheap alcoholic drinks, and drinking contests)”

(1) NIGHT TIME EXCLUSIONS

The following is the liquor compliance code of the Queensland Office of Liquor and Gaming Regulation regarding Drinking promotions.

“Drink promotions

Advertising ban on drink promotions

On the 29 April 2005, a ban was introduced on the external advertising of free drinks, multiple drinks and/or discounted liquor at all licensed premises in Queensland.

The ban aims to curb inappropriate behaviour associated with alcohol use and in particular, binge drinking which dramatically increases the risk and incidence of injury, assault, public disorder, and other problems.

Extreme discounts, free drink promotions and other drink promotions targeting young people perpetuate a culture of binge drinking. The practice is usually driven by one or two licensees in a locality with others then being driven by competitive pressures to follow.

The following are examples of what must not be advertised external to the licensed premises or the premises to which the permittee’s permit relates:

free drinks

multiple quantities of liquor, for example two for one, six drinks for a certain price etc

the sale price of liquor

any type of drinking promotion, for example, happy hours, all you can drink, toss the boss etc.

This only applies where there is consumption of the alcohol on the licensed premises or premises to which the permit relates and does not apply to bottle shops.

Advertising of discounted drinks and/or drink promotions may still occur inside the premises, but only if it is not visible or audible to a person who is outside the premises.

Licensees who breach the advertising ban may be fined up to \$10,000.⁴⁶”

⁴⁶ <http://www.olgr.qld.gov.au/industry/liquorCompliance/drinkPromotions/index.shtml>

ChaplainWatch supports the aforementioned current regulation regarding drinking promotions. However, with the predominance of alcohol abuse especially during the night-time trade of alcohol.

It is the position of ChaplainWatch that it would fully supports any and all exclusions of drinking promotions, after dark.

(2) MINIMUM PRICE FOR ALL ALCOHOL PRODUCTS

However, the Inquiry should follow the UK by also considering the setting of minimum price of all alcohol products. As stated elsewhere in this submission, public space drinking is also an issue in the city. Drinking from the boot is becoming a commonplace event. If alcohol, from an off-license facility such as a bottle shop, is sold on a cheap promotional basis, then to ban one without including all aspects, only leaves unnecessary and dangerous loopholes.

The following is from the BBC News Wednesday, 13 May 2009 17:38 UK

"Ministers target booze promotions"⁴⁷

"The government should introduce a minimum alcohol price, critics argue.

Plans to ban "irresponsible" drinks promotions in pubs and clubs - such as pouring alcohol down someone's throat - have been launched for consultation.

But the proposed crackdown on "all you can drink" style promotions falls short of imposing a minimum sale price.

As well as the Home Office's mandatory code, local authorities would also have discretionary powers over some outlets.

Campaign group Alcohol Concern said the plans to tackle crime and health issues were a "step in the right direction".

'Dentist's chair'

Chief executive Don Shenker said: "These measures are long overdue - for too long, the industry has failed to regulate itself.

"This new code will help people make healthy choices while further protecting communities from crime."

But he said many retailers, including supermarkets, sold alcohol at irresponsibly low prices and the government should "not be afraid" to consider a minimum price.

The British Retail Consortium disagreed, saying the government was right to reject minimum alcohol pricing.

But it warned that giving local authorities power over promotions in individual stores could damage competition and cost customers more.

⁴⁷

http://news.bbc.co.uk/2/hi/uk_news/8048621.stm

Director general Stephen Robertson said: "The proposed attack on shop promotions is a dangerous step.

"Allowing local authorities to single out individual stores and their customers for promotions bans would deny people access to value and could undermine local grocery-market competition.

"Multi-packs are bought as part of a customer's regular weekly shop and responsibly consumed at home over a period.

"They are not bought by young people on a night out. There is no evidence that bulk sales are linked to disorder."

Keith Vaz, chairman of the home affairs committee, has argued that a minimum price for alcohol in supermarkets is the only way to tackle binge drinking.

The code also aims to outlaw speed drinking competitions and "dentist's chairs" where alcohol is poured straight down people's throats.

Home Secretary Jacqui Smith said: "We do not want to stop the vast majority of people who enjoy a drink responsibly from doing so.

"But this code will crack down on the minority of businesses whose irresponsible promotions fuel the excessive drinking that can lead people into crime and disorder or to risk their own or other's safety."

"THE PLANNED MANDATORY CODE"

Banning "all you can drink" promotions, speed drinking competitions and "dentist's chair" drinking where alcohol is poured straight down people's throats

Ensuring bars, pubs and clubs offer single and double measures of spirits and a large or small glass of wine

Requiring retailers to display information about the alcohol unit content of drinks

Requiring supermarkets and convenience stores to display information about the health impacts of alcohol under the Food Safety Act"

Recommendation 35. That this Inquiry recommend that all alcohol promotions after dark (e.g. 6pm-6am), such as but not exclusive to, happy hours, free or cheap alcoholic drinks, and drinking contests, be prohibited.

Recommendation 36. That the above prohibition be an 'across the board' regulation, covering every licensed venue, pub, bar, club, or establishment, irrespective of the location, status or reason.

Recommendation 37. That the above prohibition apply to all events that supply alcohol, such as raves, dance parties, Big Day Out, Park Life, Oktoberfest, Fiestas, Cultural events, etc.

Recommendation 38. That the above prohibition apply to all off-license premises, bottle shops and retail providers of alcohol.

Recommendation 39. That this Inquiry investigates the proposition that the government should introduce a minimum alcohol price for all alcohol beverages, wherever and whenever sold.

15. ENFORCEMENT, REGULATION AND INSPECTION

“enhanced liquor licensing, enforcement, regulation and inspection regimes”

(1) LIQUOR LICENSING

Recent amendment to the Liquor Licensing Act and Regulations have shored up and in many cases toughened the requirements surrounding venues, their rights and responsibilities.

a) Geographical ‘duty of care’ conundrum

While ChaplainWatch accepts the legislation as a necessary component of the entertainment precinct, it is necessary to point out that the jurisdiction of the legislation and regulations virtually stops at the door of a venue.

For responsible venues, this writer finds that they do attempt to care for persons in need outside their venue. The concept of 4 meters from the venue is often quoted as being their zone for their duty of care. Beyond that geographical sector there lies a community conundrum—who has the duty of care for persons deemed to be in crisis, at risk or in need.

The 17 point plan loosely left that challenge to the police. Yet it does not fit well with the duties and responsibilities of overnight policing around the entertainment precincts.

(i) Community organisations

This being the case then once again the issues concerning public safety in public spaces again falls through the holes, leaving this very important aspect of late night entertainment uncomfortably to the function of policing. Otherwise what is hoped is that community organisation like ChaplainWatch come to the fore to offer care and attention to persons in crisis, at risk or in need.

Recommendation 40. That the Inquiry investigate ways in which the issues concerning public safety in public spaces do not fall through the legislative holes and find an appropriate legislative home.

b) Licensing, enforcement, regulation and inspection regimes

While licensing, enforcement, regulation and inspection regimes exist within Liquor Licensing, Police, Fire and Emergency Services, local government authorities etc., it seems that these authorities focus all their concerns on the venues. While this is necessary and must continue with vigour, there needs to be a dual focus instituted.

(i) Liquor Licensing

The effects of Liquor Licensing lie behind the legislation they operate under. Since the amended legislation came into being on January 2009 there seems to be a lower visibility if L. L. Inspectors over night.

However, there are certain venues, which could do with a constant inspection regime.

(ii) Policing

Current policing policies are working well, from this writer's point of view.

- ◆ The move-on powers for police are a good non-aggressive yet forceful control measure that is used well to manage intoxicated persons who have lost their lawful inhibitions.
- ◆ Other powers afforded to police are also working well. By taking personal details, searching on suspicion by emptying out pockets etc., sends a clear message whereby the individual is made aware that they are not anonymous in the night.
- ◆ Current arrest protocols including crowd control measures are highly effective, understanding that the majority of intoxicated persons who are arrested resist their detention violently. Then there are the friends and relatives who also become aggressive and violent while the arrest or detention is happening, creating a volatile environment.
- ◆ Speed arrests are also working well by keeping the majority of police on the beat where they are truly needed.
- ◆ Foot patrols are also an excellent initiative by police where they patrol in groups around the precinct giving the timely reminder of their close presence.

- ◆ The fact that the majority of police in and around the entertainment precincts choose not to deploy any weapon such as pepper spray, Tazar, pistol or baton is a commendation to the training they receive and their confidence in the current set of arrest and intervention protocols.
- ◆ The use of community radios by venues, City Safe CCTV, police and ChaplainWatch allows for rapid deployment of personnel so that early intervention will allow of an easier defusing than if the situation got more out of hand.

(i) Fire and Emergency Services

With the event of three pub fires in the past two years, one happening at the peak of night trade, makes it important for the inspection of premises by Fire and Emergency Services to happen regularly. This is an inspection routine that requires robust rigor and strong legislative backing.

(ii) Local Government Enforcement

This is one area that falls short, from this writers observations. There is very little of Local Government enforcement after 11pm at night. While there are LG workers, such as street cleaners and sweepers, there are little to nil in enforcement and other authority personnel. This seems strange when the city is hosting 20,000 – 60,000+ persons over night, a number that often exceeds day time numbers.

There are needs such as parking and litter enforcement.

If the Local Government take up the call for 'no public alcohol drinking' zones in and around the entertainment precincts, then LG enforcement officers will be clearly needed.

c) The 'other' focus must be on the responsibility of the patron.

With the aforementioned in place this Inquiry needs to focus on measures that require the personal responsibility of the patron.

(i) Clear and constant anti-violence messages

There are clear messages that need to be sent to all who frequent the overnight entertainment precincts.

THE TARGET AUDIENCES NEED TO BE:

- ◆ Parents and the public
 - MEDIA – AM radio talkback, FM radio endorsement and ads, TV, Print.
- ◆ The potential underage patron (<18)

- MEDIA – FM radio endorsement and ads, TV, Print especially youth and street mags.
- ◆ The potential young patron (18-25)
 - MEDIA –FM radio endorsement and ads, TV, Print especially glossy and street mags.
- ◆ The potential older patron (>25)
 - MEDIA – AM radio talkback, FM radio endorsement and ads, TV, Print.
- ◆ Backpackers
 - In-flight, incoming ads on international flights
 - In flight magazines
 - DVD ads and information to be played in Backpackers throughout the State
 - Print articles in foreign languages at counter of all Backpackers
- ◆ Overseas and interstate tourists
 - In-flight, incoming ads on international flights
 - In flight magazines

THE TARGET MESSAGES NEED TO BE FOCUSED ON VIOLENCE

- ◆ It is to be despised as gutless and unacceptable.
- ◆ It will receive immediate and robust response from security and police. The message needs to spell out:
 - The power of a venue and management
 - The powers of security
 - The power of police
- ◆ The consequences
 - What happens in an arrest
 - What happens after an arrest
 - What happens if charged
 - What happens at court
 - What happens after court
- ◆ Other consequences
 - May effect employment prospects, especially in government and military positions
 - May exclude from overseas travel and ease of visa applications
 - May effect a successful future and destiny
- ◆ How to act while out at night

- Show positive ways of how to have a good time while out at night
 - Show how mates don't let mates get into fights
 - Show how abuse can lead to violence
 - Show how to drink so that you don't get violent
 - Show how to walk away and not fight
 - Show how and where to get help if help is needed.
- (ii) Clear and constant anti-BINGE DRINKING messages
- ◆ It is to be focused on the real physical and psychological issues that exist over the short, mid and long-terms.
 - Debunk the urban myths about alleged 'drink-spiking'
 - Debunk the urban myths about alcohol - how to stay sober, how to stop getting drunk while continuing to drink, the place of food and what to eat before going on the drink.
 - Spell out the how the body responds to excessive alcohol consumption.
 - Spell out the real truth about alcohol poisoning.
 - ◆ The message needs to spell out:
 - The power of a venue and management to act if someone is deemed to be too intoxicated in a venue
 - The powers of security to act if someone is deemed to be too intoxicated in a venue
 - The power of police to act if someone is deemed to be too intoxicated in a venue and in a public space
 - ◆ The consequences
 - What to do including First Aid tips when someone collapses
 - What to do including First Aid tips when someone is unconscious from alcohol
 - How to call for an ambulance and what to do until the ambulance arrives
 - What happens at a hospital triage and emergency centre.
 - How long a person could be held in hospital
 - ◆ Other consequences
 - What happens to family and friends while a person is in this alcoholic state.
 - May effect employment prospects
 - May effect a successful future and destiny
 - ◆ How to act while out at night
 - Show how to have an exit plan and a back-up in plan one fails
 - Show positive ways of how to have a good time while out at night
 - Show how mates don't let mates get too drunk
 - Show how to walk away from the next drink

- Show how too much drink can lead to abuse and violence
- ◆ Help
 - What to do if one needs help to overcome alcohol and binge drinking addictions.
 - Show how to ask for immediate help if needed.

(iii) Frequency

One of the phenomena of night life in the entertainment precincts is that there is a new breed of patron who comes on stream, annually. Generally they are last year's 'schoolies' and arrive with all the bravado and worldly wisdom of youth and subsequently get into trouble quickly.

Many are there under the well-wishes of their parents and many are not. Most however, are totally self-focused and unless there is frequent messages then they are deemed as unimportant.

Recommendation 41. That this Inquiry strongly recommend that there be an intelligent and well developed and funded education and media campaign(s) to focus on violence and alcohol while out at night in the entertainment precincts.

Recommendation 42. That such campaign(s) target and focus on some, if not all, of the aforementioned concepts proffered in this submission.

Recommendation 43. That such campaign(s) are run on a recurring and frequent basis to address the frequency issues, as raised above.

16. COMMUNITY INVOLVEMENT IN THE LICENSING APPLICATIONS

“Community involvement in the licensing application process built design initiatives, affecting the size, layout and variety of venues ensuring the availability of safe and adequate transport options reducing the availability of full-strength alcohol at certain venues and events better planning of entertainment districts.”

ChaplainWatch endorses the concept of community involvement in the licensing application process, provided that ‘the community involvement’ is by a community group or person with direct involvement or knowledge with the issues.

ChaplainWatch acknowledges that there are on-going requirements for licensing applications and that there are wider issues to be taken into consideration.

Recommendation 44. That the Inquiry recommended the notional initiative of community involvement in the licensing application process, provided that ‘the community involvement’ is by or with a community group or person(s) with direct involvement or knowledge with the relative issues.

17. LIQUOR INDUSTRY ACCORDS AND SIMILAR PARTNERSHIPS

“The establishment of liquor industry accords and similar partnerships to address alcohol-related safety and security issues, better venue management practices, creation of an effective offence and penalty framework restrictions on advertising.”

ChaplainWatch endorses the concept of liquor accords and similar partnerships.

This writer is a member of the three (3) inner city accords due to the involvement of ChaplainWatch NightWatch patrols in their precincts. As such, this writer has an intimate and working knowledge of the accords and their possibilities.

(1) THERE ARE SOME ACCORDS THAT WORK AND SOME THAT DO NOT

a) Observations of what makes an Accord a success or not

- (i) The following are some observations as to what makes an accord a success or not
 - ◆ From direct observation, what makes an Accord a success or not, is if it is centred on motivation and purpose. When this is dropped then so does its effectiveness and worth.
 - ◆ Also from observation, participation is spasmodic again when the venues see no purpose in attendance for the venue and management.
 - ◆ There is also the issue of individual agendas that are brought to the table that concerns the few and not the whole.

b) Observations that can help an Accord be successful

- (i) An Accord needs a purpose. One way to achieve this is to:
 - ◆ make membership by a venue of their local Accord one of the conditions for licensing and renewal applications.
 - ◆ make attendance to all Accord meetings by venue management/staff member(s) compulsory.

c) That Accords offer motivation by modelling themselves on the Valley Liquor Accord (or a better Accord example)

- ◆ Have an official membership list and roll, and that this become an official register available for scrutiny and registering by Liquor Licensing
- ◆ Have a current certificate of membership to the Accord
- ◆ Have a code of conduct
- ◆ Have proactive meetings with purpose and meaning

Recommendation 45. That the Inquiry propose to the State Government that there be legislation to have Liquor Accords set up in all designated local government areas throughout the State or, where it is deemed appropriate, smaller specific districts within the local government areas.

Recommendation 46. That the Inquiry propose to the State Government that all Licensed Venues be required to be in current and good standing membership with their local Liquor Accord

Recommendation 47. That the Inquiry propose to the State Government that membership by a Licensed Venue be one of the conditions for liquor licensing and renewal applications.

Recommendation 48. That the Inquiry propose to the State Government that attendance at Accord meetings by either a venue manager or appropriate staff member(s) be compulsory.

Recommendation 49. That the Inquiry propose to the State Government that each Liquor Accord be certified by Liquor Licensing as an State Government authorised Liquor Accord, having duly passed and instituted a set of Rules and Regulations (certified by the Office of Fair Trading)

Recommendation 50. That the Inquiry propose to the State Government that each Liquor Accord be certified by Liquor Licensing as an State Government authorised Liquor Accord, having duly passed and instituted a Code Of Conduct (certified by the Office of Fair Trading) that is duly signed by each Venue as accepting it as their internal Code of Conduct.

18. PRICING AND TAXATION MEASURES

(1) CONCERN AT THE SOCIAL CONTROL EXPERIMENT

a) *ChaplainWatch expresses its concern at the social control experiment of the recent taxation on 'alcopops' by the Federal Government.*

"ABC News

Posted August 13, 2009 14:02:00 Updated August 13, 2009 14:10:00

The new law is aimed at reducing binge drinking among young people.

The Government's 70 per cent tax increase on pre-mixed drinks has passed the Senate on its second attempt

The legislation to keep the tax on alcopops as an ongoing measure was first defeated in March after Family First Senator Steve Fielding sided with the Opposition to vote down the law.

The law was passed with the support of the Liberals without a formal division but the Nationals refused to support it.

The Government wanted to bring in the law to reduce binge drinking among young people, but its opponents have labelled it a tax grab.

The tax rise increases the cost of pre-mixed drinks from \$39 to \$66 a litre and has been fiercely opposed by distillers who claim it does nothing to reduce binge drinking levels.”⁴⁸

Once again the decision makers seem to be blindsided with the populist clamour for a result without clearly and wisely mapping out the ramifications of such a decision.

On this occasion all that in reality happened was to push underage and young drinkers, especially, to more heavier spirits that did not get the tax.

It is interesting to note that anecdotally even before the tax was implemented the word on the street was that the switch was on.

ChaplainWatch agrees with taxation policies for alcohol as a social measure

(2) TAXATION WARNING

There are very deep concerns as to the attempts by governments to attempt social controls by means of taxation has dire consequences.

Example

A recent conversation with a member of the legal profession alerted me to the fact that within many of the Private Grammar Schools in this city the school yard talk is that illegal street drugs such as Ecstasy were now cheaper to use than a night on the ‘piss’. Where a couple of tabs costing \$25-\$50 street value, was far cheaper than 8-12 drinks at \$5 - \$10 a drink. The ‘high’ was the goal so whatever it takes, at less cost, do it.”

The concerns expressed were twofold.

- ◆ The logic of the youth today
- ◆ The fact that drugs are readily available

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http://www.google.com.au/gwt/x?q=alcopops&ct=res&oi=blended&sa=X&ei=2BbqSsi4D4_s6APxIKmRAg&cd=11&resnum=11&hl=en&source=m&rd=1&u=http%3A%2F%2Fwww.abc.net.au%2Fnews%2Fstories%2F2009%2F08%2F13%2F2654910.htm

Recommendation 51. That the Inquiry give a salutary warning to all levels of Government and decision makers that there has to be comprehensive research and planning before tampering with the status quo on the precept of the quick fix solution to a social problem.

(3) REDUCING THE ALCOHOLIC CONTENT OF BEVERAGES.

ChaplainWatch would endorse such a move to lower alcoholic content but only on the above proviso.

a) *There are real concerns, however*

What has to be considered, first and foremost, is why do young drink alcohol and even binge drink?

In an article (below) from www.virtualmedicalcentre.com the following exert succinctly states what this writer believes to be some of the reasons.

- ◆ for fun,
- ◆ to loosen inhibitions and do silly things,
- ◆ because their friends are also drinking,
- ◆ to relax or relieve stress,
- ◆ to enhance confidence,
- ◆ to celebrate and,
- ◆ most significantly, to socialise.

Why do people binge drink?

The reasons why people binge drink are complex. There have been many explanations of binge drinking as a way of escaping problems or forgetting crumbling relationships. When asked, people say that they binge drink for fun, to loosen inhibitions and do silly things, because their friends are also drinking, to relax or relieve stress, to enhance confidence, to celebrate and, most significantly, to socialise.

Certainly a lot of these reasons will be true for some people who binge drink. However, there is one very important and quite simple explanation why the rates of binge drinking are so high. That explanation is society's culture of alcohol.

Research is now showing that how a community views alcohol determines how much people drink in that community. Communities that have a culture of drinking have much higher rates of binge drinking, while communities where drinking is frowned upon have much lower rates of binge drinking. It is now thought that a community's views on alcohol are more important than individual or family views on alcohol. The reason for binge drinking is much more

complicated than one single factor, but it is important to realise that how a community perceives alcohol does influence binge drinking rates.”⁴⁹

However, there is a telling aspect in this article that may assist in targeting advertising and education programmes to help subdue this phenomenon.

“It is now thought that a community's views on alcohol are more important than individual or family views on alcohol.”⁵⁰

b) Cultural Factors?

While it is dangerous ground to tread, what needs to be more thoroughly investigated in the correlation between all cultures in Australia's multicultural diversity and binge drinking.

- ◆ Anecdotally, there seems to a disproportionately higher number of some cultures to others who gather in the entertainment precincts to others.
- ◆ Anecdotally, there seems to a disproportionately higher number of certain ethnic backgrounds to others who are spoken of as being more violent than others in the entertainment precincts.

This writer stresses that these are only anecdotal and that a more rigorous study needs to be done. However, there may be some keys hidden in these research results that shine some light on the subject.

c) Quantum vs. quality

With the above in mind, the issue is not the quantum of alcohol in a drink but how drunk one can get, and usually how quickly.

Recommendation 52. That the Inquiry propose to the State Government that updated data be consistently correlated by a watchdog group, e.g. a University, who can maintain a wide-ranging scope of the phenomena, without prejudice, and publish it regularly in peer review journals.

Recommendation 53. That the Inquiry propose to the State Government that it tread softly on any knee-jerk quick-fix responses to the binge drinking problem and only act on a clear evidentiary data.

⁴⁹ <http://www.virtualmedicalcentre.com/healthandlifestyle.asp?sid=131>
⁵⁰ *ibid*

19. THE IMPACT OF LATE OPENING HOURS

“Regulation and restriction of late opening hours is one way in which jurisdictions have addressed the incidence of alcohol-related violence. A number of states have introduced a lockout at a certain time. In Queensland, a 3am lockout is in place, whereby patrons cannot enter licensed premises after 3am.”

(1) THE GOOD, THE BAD AND THE UGLY OF THE 3AM LOCKOUT

a) There are good bits to the 3am lockdown.

Form the viewpoint of ChaplainWatch the good aspects of the 3am lockdown is that it draws a line in the sand, time wise.

- ◆ Without a 3am time keeper, the numbing effect of alcohol and that of the 'party' rationale inhibits any recognition of time. This would lead to a 'party til you drop' mentality.
- ◆ Without a 3am time keeper, clubs and venues would simply continue as business as usual til their 5am shutting time.
- ◆ Without a 3am time keeper, there would be no wind down period for people inside the venue and outside as well.
- ◆ With a 3am time keeper, venues have a way of controlling its patrons.
- ◆ With a 3am time keeper, the first wave of patrons can begin to activate their exit plans (if they ever had one).
 - QR Rail
 - NightLink Busses (Brisbane City Council and Logan City specifically)
 - Taxis
 - Private transport
 - Pedestrian traffic
- ◆ With a 3am time keeper, the patron can begin to move to the transport hubs (as above).
- ◆ With a 3am time keeper, the transport providers can begin to focus their logistics to exit the mass of clientele wanting immediate exit.
- ◆ With a 3am time keeper, police can concentrate their efforts where necessary.
- ◆ With a 3am time keeper, many of the exhausted service providers from venues to police to chaplains can begin to see the end of some long nights.

b) There are not so good bits to the 3am lockdown.

- ◆ With the blanket 3am time keeper, the blanket time of 3am makes the public spaces the place for frustrations to boil over and disinhibited values to run rampant.
- ◆ With the blanket 3am time keeper, often the line in the sand becomes the start line for tired and drunk people to demand that they get their own way.
- ◆ With the blanket 3am time keeper, the party moves onto the streets, the malls, the taxi ranks, creating dynamics that are unpredictable.
- ◆ With the blanket 3am time keeper, the logistical load on public transport and taxis is taken to breaking point.
- ◆ With the blanket 3am time keeper, public conveniences are inundated, of which in the Valley there is only one with four unisex cubicles.
- ◆ With the blanket 3am time keeper, traffic conditions become increasing hazardous as disinhibited principles of obeying safety road rules are ignored.
- ◆ With the blanket 3am time keeper, food outlets, of which there are not sufficient, are also inundated with inebriated persons with the 'munchies'.
- ◆ With the blanket 3am time keeper, the volume of patrons coming out of venues is sizeable, unquestionably increasing the response efforts for police, ambulance and the NightWatch Chaplains to people in crisis, at risk or in need.

(2) OPTIONS TO THE BLANKET 3AM LOCKOUT

a) ChaplainWatch believes that there is an alternative that could meet the needs of:

- ◆ venues who lobby for unrestricted or nil lockout regulations;
- ◆ certain emergency services workers, the Police Union, et alii. who are recommending a blanket 2am shutdown of all venues
- ◆ certain public comments there are demanding 11pm / 12mn / 1am etc., shutdowns

b) A lateral approach to a linear problem

ChaplainWatch would like to reinforce the often forgotten idea that not all venues are treated the same by Liquor Licensing. There is a process now where a venue can be penalised with a variety of consequences.

This already exists within the powers of Liquor Licensing.

What could happen is where a venue...

- ◆ failures to comply to LL and/or police directives, or
- ◆ where the venue has allowed under-aged in to venue, or
- ◆ have been found to have broken laws and regulations, or
- ◆ where too many strikes against a venue for too many fights,
- ◆ etc, etc.

..penalty points can be racked up, like with a drivers license. Certain offenses score certain points, and 'x' points = the loss of 1 hour from the general blanket 3am lockdown.

Conceivably, some venues could be shutting at 12mn and the one next door could be shutting at 2am.

That the 3am lockdown remains intact seems to be set in stone, both culturally and politically.

c) Carrot and the Stick

(i) 'privilege' of the 3am lockdown

If the aforementioned is taken up as an idea that all venues start off on the 3am line in the sand, but with a certain number of points the venue loses the **'privilege' of the 3am lockdown** status is reduced.

But with this must come the opportunity of the venue to redeem themselves. By Liquor Licensing offering remedies to the venue that with compliance the venue can redeem the 3am status or part of that status, which had been lost.

(ii) Publicly and Politically palatable

ChaplainWatch asserts that this process, especially where it is made public, that it can help meet the needs of the public for retribution to those who may cause harm to our young and for political answers to ensure that actions is not just done but seen to be done.

Further, there can be a carrot incentive whereby a venue can be rated as a 5 star rated venue, if in the past 3 or 6 months it has passed all the rigorous hurdles Liquor Licensing has to hand in its Regulations.

This can operate in a similar manner to the rating of a motel or hotel. The star rating can reduce to 4, 3, 2 or 1 which aligns to the closing hours,

e.g.

- ◆ 5 stars ★★★★★ = 3am lockdown and 5am close
- ◆ 4 stars ★★★★ = 2am lockdown and 3am close
- ◆ 3 stars ★★★ = 1am lockdown and 2am close
- ◆ 2 stars ★★ = 12mn lockdown and 1am close
- ◆ 1 stars ★ = 12mn close (no lockdown)

Recommendation 54. That the Inquiry propose to the State Government that there be Liquor Licensing be given the regulatory authority whereby it can use the 3am lockout as a carrot and stick with venues that fail to meet a range of socially acceptable criteria for the good and effective running of the venue.

Recommendation 55. That the Inquiry recommend to the State Government that it can also use the above mentioned method to introduce a 5 star rating for every venue, in a similar manner to industry where they show publicly how many days have passed without an accident.

SECTION 5

Two more submissions:

Underage attendance to venues and drinking. There is a veiled social problem with grave consequences. Anecdotally this writer believes that between 0.5% - 1% of persons in public spaces are underage youths. That is of the 40,000, out last Saturday night; about 200 - 400 would have been underage. Tighten up the 18+ card provision and make it more goof proof.

Increase the drinking age to 19 years old. Although adulthood is being thrust upon them e.g. to vote, yet still they have a way to go to be mature to drink. They are not emotionally ready to drink alcohol. They are not mature enough to go clubbing. They have not grasped the adult concept of responsibility at 18.

This will help reinforce the new medical research that shows persons under 18 should not drink alcohol at all

This will give a breathing space between schoolies and the grown up's world

This will help parents to be more assertive with their children

This will assist venue staff to work out, by visualising age, if the person is underage.

It will meet public expectations on their youth the act more responsibly with alcohol.

20. UNDERAGE DRINKERS.

(1) A VEILED SOCIAL PROBLEM WITH GRAVE CONSEQUENCES

This is one grave problem that requires serious attention. To date, it falls into the 'too hard basket', but it clearly warrants a resolute response.

Anecdotally this writer believes that between 0.5% - 1% of persons in public spaces are underage youths. That is of the 40,000, out last Saturday night; about 200 - 400 would have been underage.

Not all of these get into venues but some do. I do not have an idea of numbers who do get into venues, as I do not get to observe what happens inside a venue.

a) *Intelligence from 'the street'*

Put aside the juvenile indigenous youth problem in the Brunswick St West area, and the groups of multi-national youths who roam the CBD, Botanical Gardens and Good Will Bridge to Southbank. Put aside the under age homeless who sleep rough in the area. Even excluding these groups, with the plethora of problems they bring to the social mix, there are still many young people out at night.

- ◆ they seem to be 'normal kids', from 'normal families'.
- ◆ many say they are from private and gramma schools, but this is not exclusive.
- ◆ most say they have done this several times before and only a few have said this is their first time 'in the Valley'.
- ◆ almost all are drunk, many saying that they started drinking heavily hours before they came out and some say they brought it with them to the Valley.

When asked

- ◆ how they can afford it, almost all to a person say money is no problem to them.
- ◆ do they have an 18+ card over half admitted they did, the others were evasive.
- ◆ how they got the 18+ card the majority said they used their older siblings ID to get the card 'officially' and others said they can get false ID's on the 'black market'. A few said that 18+ cards can be got 'on the streets' for a price.
- ◆ what do they do if they do not have a 18+ card, they said that they heard at school or a friend that there are certain 'bouncers' at certain clubs who will 'look the other way' for them or because of someone they know.

- ◆ what do they do if they don't go clubbing, others have said they are happy to wander the area, usually drunk and possible on drugs, just watching how the big girls and boys play.

b) Further Intelligence from 'the street'.

The Chaplains also come across people who say they are over 18 yet their ID say they are not.

The Chaplains come across young people with two forms of identify, one which says they are less than 18 the other which says they are over 18.

Word on the street is that there are, for a cost, ways of getting fake 18+ cards or getting fake ID's that allow them to get a legitimate 18+ card.

The Chaplains have also receive calls from parents concerned about their under-aged kids being out 'in the Valley' that particular night and could we look out for them?

(2) TIGHTEN UP THE 18+ CARD

There seems to be a black market for 18+ ID cards.

I have not been able to verify this however the street gossip says that for \$200-\$300 a person can get a card made up for them.

Another way is of a false ID(s) to be gotten is by getting birth certificates and other forms of proof, 'made up' for a price.

However the prime way I have heard is for the young person to get a hold of the older siblings birth certificate and use that.

A variation on a theme is to get the older sibling just get it for them using their legitimate ID.

The problem with the 18+ card is that it seems too easy to copy, too easy to fake an identity, too easy to get for those who want to do it illegally.

(i) Make it more goof proof

- ◆ require it to have a photo ID
- ◆ require a 100 point identity check with 'original' documents including verifying photo of the individual applying
- ◆ encode the card to make it more difficult to fake

Recommendation 56. That this Inquiry strongly recommend the immediate revamping of the 18+ card to make it far more secure, tamper-proof, and difficult to obtain without legitimate and proper proof in the individual's bona fides, including a photo of the applicant.

Recommendation 57. That the new card have certain encoding in it so that when challenged at the cash register or venue door that a facility can verify immediately its legitimacy or not.

Recommendation 58. That the new card have certain IT capacity to record information whereby if the person has been convicted by a court, issues with a ticket by police, banned by a club, etc. so that upon an attempt to enter a club they can be banned instantaneously.

21. INCREASE THE DRINKING AGE TO 19 YEARS OLD

(1) THIS SUGGESTION HAS MERIT.

What I have observed is that 18 year olds are still teenagers learning to be adults.

Although adulthood is being thrust upon them e.g. to vote, yet still they have a way to go to be mature to drink. They are not emotionally ready to drink alcohol. They are not mature enough to go clubbing. They have not grasped the adult concept of responsibility at 18.

The Nation gives them an adult status at 18. However, what is magical about 18? It once was 21. At that age society deemed that most people have put off childhood and have put on adulthood. There is still not some wisdom in this.

Certainly the people of this era seem to be more mature, earlier. However, to simply thrust all 'adulthood' on to a still maturing 18 year old is not wise, especially when it comes to the legal yet mood and behaviour altering drug of alcohol.

With maturity comes self-understanding. When alcohol is introduced in to the body, moods alter. So when one is not sure of their moods, when they become artificially altered, this lack of personal certainty dissipates even more intensely.

Their behaviour is becomes more reckless, foolhardy, bizarre, anti-social and lawless. They treat the night life as they did 'schoolies', a couple of months ago. Especially for the first 6 months of each year this juvenile behaviour is rampant. By the second half of the year they have slowly begun to learn the unwritten rules of the night and this 'schoolies' mentality it seems to have diminished. However, the inappropriate learnt behaviour or the first six months after 'schoolies' also flows on but without the juvenile behaviour attached to it.

a) *Schoolies*

For better or worst, 'schoolies' has become enshrined, for many, as the old '21st'. Rightly or wrongly, it has become a perceived 'rite of passage' from being a youth. Unfortunately, it does not seem to have a forward focus toward maturity. In fact it seems to be a further acting out of juvenile-ness, with extreme acts of juvenile-ness. It does not seem to have any notion of adulthood interwoven into it.

For many young people, alcohol has become the ultimate goal of their expression of them being grown up. Yet, by their overt alcohol-use their behaviour exhibits an uncultivated misconception of alcohol's effects, and a irresponsible attitude to its proper use of, and dangers associated with, excess use of alcohol.

(i) By-product of 19 years of age limit for 'schoolies'.

What is needed is a one year breathing space between 'schoolies' and adult-ness. This is a powerfully formative year where futures are determined, and decisions made effect the rest of one's life. If by making this 'prep' year one to prepare for their future and not have their future life's course altered because of a substance is an excellent duty of care move by a government.

By introducing the legal age of drinking to 19 year of age many of the extreme control issues that surround 'schoolies' dissolve.

(ii) Not just 'schoolies'

By introducing the legal age of drinking to 19 year of age many other issues that surround youth drinking are diminished

- *High school formals*
- *High school break ups*
- *Any and all high school functions (as 18 is the generally the latest age at a high school)*
- *Sporting clubs and other groups, and the issue of their enforcement at their local canteens, after game drinks, 'mad Mondays' etc.*

(2) SOME BENEFITS OF THE LEGAL AGE TO DRINK ALCOHOL BEING INCREASE TO 19 YEARS OF AGE

- ◆ This will help reinforce the new medical research that shows persons under 18 should not drink alcohol at all
- ◆ This will give a breathing space between schoolies and the grown up's world
- ◆ This will help parents to be more assertive with their children
- ◆ This will assist venue staff to work out, by visualising age, if the person is underage.

It will meet public expectations on their youth the act more responsibly with alcohol.

(3) SIMULTANEOUSLY INCREASE THE AGE TO 19 TO ENTER A LATE NIGHT VENUE, WHETHER THEY DRINK ALCOHOL OR NOT.

What is being floated is to raise the age to 19 for the purchase of alcohol and the to enter a licensed venue, club, or pub.

Recommendation 59. That this Inquiry floats with the public the idea of increasing the drinking age to 19 and see if it has community support and approval and to cause debate as to the reasons behind the proposal. If then the government sees merit that it implement such legislation.

Recommendation 60. That this Inquiry floats with the public the idea of increasing the entry age to 19 to any **late night** venue, club, pub or where alcohol is served and see if it has community support and approval and to cause debate as to the reasons behind the proposal. If then the government sees merit that it implement such legislation.

1. APPENDIX

SOME KEY STATISTICS ON ALCOHOL AND OTHER DRUGS⁵¹

Drug use trends are of great interest to many people who contact the DrugInfo Clearinghouse. This email alert is a guide to the key resources to consult for current statistics on alcohol and other drug use and associated harms.

(1) NATIONAL STATISTICS

There are several reports to consult for Australian statistics.

Australian secondary school students' surveys

Melbourne: The Cancer Council Victoria

These surveys are the main source of data about young people. For alcohol data refer to **Australian secondary school students' use of alcohol in 2005**. Other drugs are covered in **Australian secondary school students' use of over-the-counter and illicit substances in 2005**.

Costs of tobacco, alcohol and illicit drug abuse to Australian society in 2004/05

Canberra: National Drug Strategy

The costs of tobacco, alcohol and illicit drug abuse to Australian society. Published in 2008, this report estimates the costs of alcohol and other drug use in Australia in 2004/05 including public health costs and crime.

Drug trends

Sydney: National Drug and Alcohol Research Centre (NDARC)

The most recent reports in the drug trends series are illicit drug reporting system (IDRS) 2008 and ecstasy and related drugs reporting system (EDRS) 2007. This series of reports monitors drug use trends. Data are sourced from a survey of regular users. It also covers drug markets with data on price, availability and purity. The reports include national, and state and territory information.

National alcohol indicators survey

Perth: National Drug Research Institute (NDRI)

This is a nationally coordinated project aimed at tracking and reporting on trends in

⁵¹ http://www.druginfo.adf.org.au/newsletter.asp?ContainerID=keystatistics_on_alcohol-andotherdrugs1

alcohol-related harm in Australia at national, state and local levels. This series reports on alcohol consumption levels and related harms including mortality rates and alcohol-related hospital admissions.

National health survey 2007–2008

Canberra: Australian Bureau of Statistics

This survey provides general population health data from the Australian Bureau of Statistics. It covers risky drinking levels.

Drug statistics series

Canberra: Australian Institute of Health and Welfare

Conducted triennially, the **National Drug Strategy Household Survey** is the key source for national alcohol and other drug statistics. Data on both lifetime and recent use are reported. It also provides statistics on drug related harms including drink-driving, violence and theft. **Statistics on drug use in Australian 2006** is a valuable source for identifying trends in substance use. Figures from 1991–2004 are tabled by drug type. It also provides international comparisons and statistics by population groups including young people, Aboriginal and Torres Strait Islanders, pregnant women and employees.

2. APPENDIX

FURTHER ALCOHOL-RELATED STATISTICS

In excess of 85% of South Australians aged over 14 [5] consume alcohol and over 85% of South Australian school students (aged 12-17) have tried alcohol. [6] Research has consistently shown that harmful alcohol consumption results in significant economic and social costs to South Australian communities. These costs impact everyone in some way.

(1) IN AUSTRALIA:

- ◆ alcohol misuse costs the Australian community 15.3 billion dollars each year when factors such as crime and violence, treatment costs, loss of productivity and premature death were taken into account [1]
- ◆ 51% of alcohol consumed is drunk at levels that pose a risk of short-term harm [2]
- ◆ over 3 000 Australians die each year as a result of harmful drinking [3]
- ◆ over 450 000 children (13.2%) live in households where they are at risk of exposure to binge drinking by at least one adult [4]

(2) THE AUSTRALIAN BUREAU OF STATISTICS ALCOHOL CONSUMPTION IN AUSTRALIA: A SNAPSHOT, 2004-05 REPORTS THAT:

- ◆ One in eight adults (approximately 2 million people) drink at risky/high risk levels.
- ◆ The proportion of people drinking at risky/high risk levels has increased from 8.2% in 1995 to 13.4% in 2004-05.
- ◆ 15% of adult males and 12% of adult females drink at risky/high risk levels.
- ◆ The increase in those drinking at risky/high risk levels since 1995 has been greater for women than men. From the three National Health Surveys since 1995, the proportion of females who drank at risky/high risk levels increased from 6.2% to 11.7%, while for males the increase was from 10.3% to 15.2%, after adjusting for age differences.
- ◆ 25% of those aged 14-19 years drank alcohol on a daily or weekly basis in the last 12 months.

(3) THE 2007 NATIONAL DRUG STRATEGY HOUSEHOLD SURVEY - FIRST RESULTS, APRIL 2008 REPORTS THAT:

- ◆ Nine out of every ten Australians aged 14 years or older (89.9%) had tried alcohol at some time in their lives and 82.9% had consumed alcohol in the 12 months preceding the 2007 survey.
- ◆ The proportion of the population drinking daily fell significantly (from 8.9% to 8.1%) between 2004 and 2007 whereas the average age at which people had their first full serve of alcohol (17 years of age) remained stable.
- ◆ The proportion of teenagers drinking at least weekly was around 22%.
- ◆ One in 17 (5.7%) admitted to verbally abusing someone while under the influence of alcohol.
- ◆ One-quarter (25.4%) of Australians aged 14 years or older had been verbally abused and 4.5% had been physically abused by someone under the influence of alcohol.
- ◆ Alcohol was thought to be associated with a drug 'problem' by one in ten Australians (10.5%) aged 14 years or older, whereas 45.2% approved (and a further 33.8% did not oppose) the regular use of alcohol by adults.
- ◆ High-risk and risky drinkers were more likely than low-risk drinkers or abstainers to experience high or very high levels of psychological distress.
- ◆ At all ages, greater proportions of the population drank at risky or high-risk levels for short-term harm compared with risk for long-term harm.
- ◆ Overall, about one third (34.6%) of persons aged 14 years or older put themselves at risk or high risk of alcohol-related harm in the short term on at least one drinking occasion during the previous 12 months.
- ◆ Males aged 20-29 years (17.2%) were the most likely group to consume alcohol at risky or high-risk levels for short-term harm at least weekly.
- ◆ More than a quarter (26.3%) of 14-19-year-olds put themselves at risk of alcohol-related harm in the short term at least once a month during the previous 12 months; higher among females of this age (28.3%) than males (24.5%).

(4) THE FOLLOWING STATISTICS PRESENT A PICTURE OF THE HARMS RELATED TO HARMFUL ALCOHOL CONSUMPTION EXPERIENCED IN SOUTH AUSTRALIA IN 2007:

- ◆ More than 466 000 South Australians aged over 14 years drank at harmful levels in the past 12 months.[5]
- ◆ Over 192 000 South Australians drink at harmful levels at least once a month.[5]
- ◆ Each week over 92,000 South Australians drink at harmful levels.[5]
- ◆ Approximately one-quarter of school students aged 12-17 consumed alcohol in the last week.[6]
- ◆ Over a quarter of students (27%) engaged in potentially harmful drinking behaviour in the last two weeks.[6]
- ◆ Over 40% of households with children in South Australia think it is acceptable for people to get drunk in public on certain occasions.[8]
- ◆ Each year 153 000 South Australians are threatened by people who have drunk too much.[7]
- ◆ Over 43 000 South Australians state that they have been physically abused by someone affected by alcohol in the past year.[7]
- ◆ More than 324 000 South Australians report that they have been verbally abused by someone affected by alcohol in the past year.[7]
- ◆ Between 1993/94 - 2000/01 approximately 40 000 South Australian hospitalisations were due to harmful drinking.[9]
- ◆ Between 1992-2001 nearly 2 500 deaths were caused in South Australia due to harmful drinking.[9]
- ◆ Almost 65% of all alcohol consumed in South Australia is consumed during risky or high risk drinking sessions.[9]

[1] Collins T & Lapsley H (2008) The cost of tobacco, alcohol and illicit drug abuse to Australian Society in 2004-2005 Summary Version, National Drug Strategy Monograph Series No. 66. Canberra: Commonwealth Department of Health & Ageing

[2] Heale P et al (2000) National Alcohol Indicators Bulletin No. 3: Patterns of alcohol consumption in Australia, 1998. National Drug Research Institute and Turning Point Alcohol & Drug Centre

[3] Chikritzhs et al (1999) National Alcohol Indicators Bulletin No. 1: Alcohol-caused deaths and hospitalisations in Australia 1990-97. National Drug Research Institute and Turning Point Alcohol & Drug Centre

[4] Dawe et al (2007) ANCD Research Paper: Drug use in the family: impacts and implications for children. Australian National Council on Drugs

[5] Australian Institute of Health and Welfare (2008) 2007 National Drug Strategy Household Survey: State and Territory Supplement. AIHW cat. no. PHE 102. Canberra: AIHW

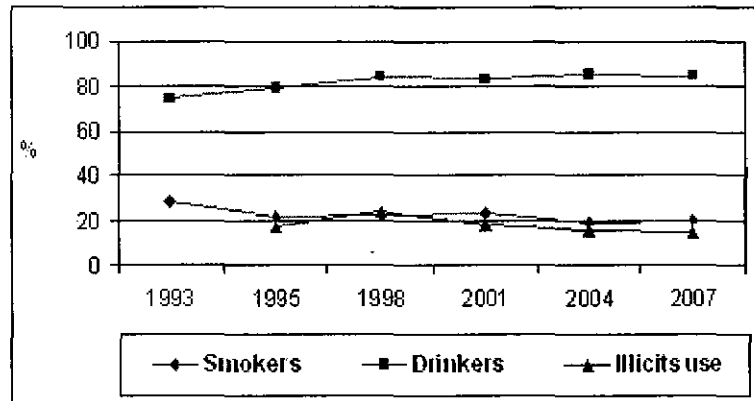
[6] Drug and Alcohol Services South Australia (2006) Alcohol and other drug use among South Australian school students: Findings from the South Australian component of the 2005 Australian Secondary Students' Alcohol & Drug Survey

[7] Drug and Alcohol Services South Australia (unpublished) secondary analysis of 2007 National Drug Strategy Household Survey South Australian dataset.

[8] 2007 South Australian Health Omnibus Survey

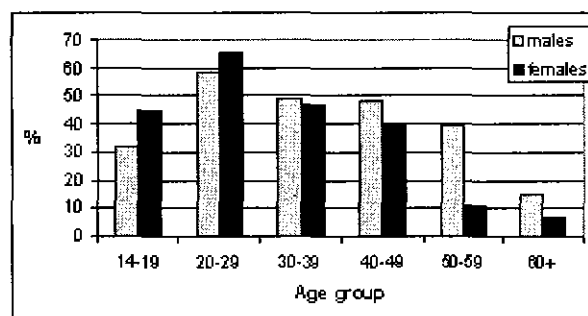
[9] Chikritzhs T et al (2003) Australian Alcohol Indicators 1990-2001: Patterns of alcohol use and related harms for Australian states and territories. National Drug Research Institute and Turning Point Alcohol and Drug Centre

a) Summary of recent drug use: proportion of the population aged 14 years and over, South Australia, 1993-2007



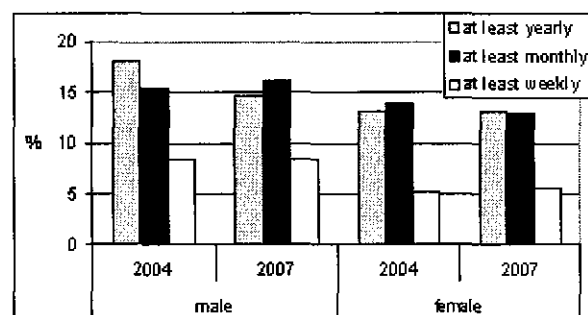
(Source: NDS Household Survey Data, 1993-2007)

b) At least one drinking occasion in the past 12 months that was risky or high risk for short-term harm, South Australia 2007.



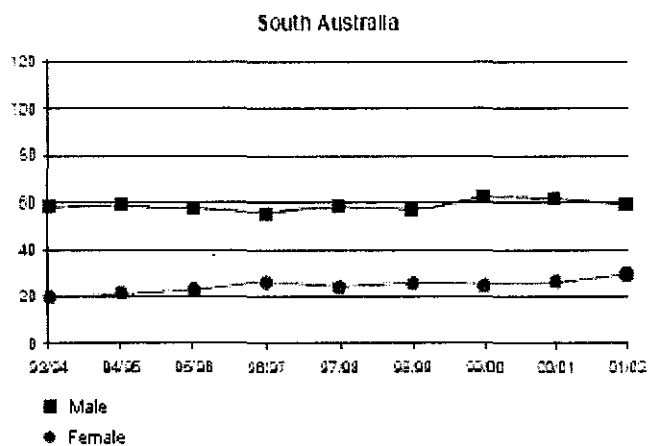
(Source: NDS Household Survey Data, 2007)

c) Frequency of drinking at risky or high risk for short-term harm: percentage of the population aged 14 years and over, South Australia, 2001-2007



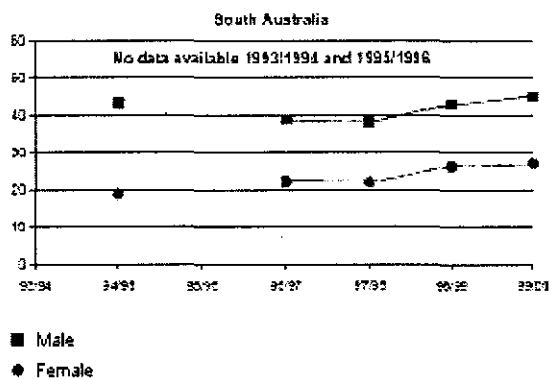
(Source: NDS Household Survey Data, 2007)

d) Alcohol attributable hospitalisations 15-24yo males and females 1993/94-2001/02



(Source: NDRI (2004) National Alcohol Indicators Bulletin 6)

e) Alcohol attributable hospitalisations for under age males and females 14-17 year olds.



Source: NDRI (2004)

3. APPENDIX

The following is included as in the appendix as a basic model by a local government outside of the State of Queensland.

(DRAFT) NIGHTLIFE POLICY FRAMEWORK FOR MANAGING ENTERTAINMENT AREAS IN THE CITY OF PORT PHILLIP

The development of a nightlife policy aims to provide a comprehensive and coordinated framework for an effective response to issues late at night in activity centres and entertainment precincts in the City of Port Phillip.

2. Background/ Context

2.1 Stimulus for action now

A variety of issues have emerged which make the development of a Council policy timely.

- Proliferation of restaurants becoming bars late at night without the controls that regulate nightclubs.*
- Behavioural problems around late night venues associated with noisy or intoxicated patrons*
- Pressure for more residential development in activity centres (Melbourne 2030), which has the potential to increase residential amenity complaints to council/police as a result of increased numbers in the precinct.*
- Council's membership of the Minister for Police's advisory group the Inner city Entertainment Precinct Task Force (ICEPT) which was established to: "Develop a strategic framework for the management of amenity, safety and security in and around inner city entertainment areas" Council's work on nightlife will both complement and be informed by the work of the taskforce and will have a direct influence on state policy outcomes.*
- There has been an acknowledgement that the current regulations for managing nightlife in and around licensed premises in the city are confusing, uncoordinated and lack the capacity to effectively achieve community aspirations for a balanced mix of activities.*

Whilst the problems experienced in the City of Port Phillip are not as great as other inner city areas, without preventative action we would expect that any problems could be compounded as a result of increased residential uses in activity centers, along with increased pressure for more licensed venues.

2.2 Entertainment areas and licensed venues in the City of Port Phillip.

There are currently 530 licensed premises in the City of Port Phillip – a seventy three percent increase over the last ten years. Licensed premises tend to be concentrated in the four main activity centres designated by Melbourne 2030. (Balaclava 16, Port Melbourne 62, South Melbourne 89 and St Kilda 147.) Of the total number of licensed premises, 230 operate after 11pm. Staff are currently mapping these across the city in order to identify concentrations, license type and operating hours. This is a time consuming job and the results will be available when council considers the final draft of the policy in November 2004.

2.3 The relationship between concentrations of alcohol outlets and alcohol related harms

As discussed in the ICEPT Issues Paper, there is evidence to support the principle of 'saturation' of entertainment venues in that there is evidence linking the densities of 'alcohol outlets' (all venues selling alcohol to the public – licensed venues as well as take away/bottle shops and grocery outlets) and violence and motor vehicle crashes. As alcohol is a 'disinhibitor' (it tends to lower inhibition towards using violence to settle disputes, for example), it seems that there is a straightforward reason why alcohol outlet density would correspond with levels of interpersonal violence – the greater the supply of alcohol, the greater the possibility for disinhibition and the greater the possibility for violence.

Interestingly, though, research has also shown a second reason for the correlation between alcohol outlet density and violence may be to do with the perception of place caused by the presence of alcohol outlets. By their very nature, research suggests, alcohol outlets convey subtle messages -- "this place has less stringent external controls and norms" – about the physical and social environment in which they are located (Alaniz and Parker 1998) and therefore prompt less legitimate behaviour.

The concentration of entertainment venues has been suggested as a further factor that impacts upon the level of antisocial behaviour and related crime within the urban environment. A study conducted by Roncek and Maier (1991) reported that the number of entertainment venues on residential city blocks had a positive and statistically significant effect on the amount of crime and incivility in an area. This is partially related to the level of activity that occurs in such areas and the anonymity that this affords potential perpetrators of criminal activity. However, the tendency towards antisocial behaviour in and around entertainment venues is doubtless compounded when alcohol is involved.

(Drug and Crimes Prevention Committee 2001: 13) An understanding of this second relationship between land use and perception of place is understood in the efforts to "brand", "theme" or rejuvenate nightclubs, cafes and other licensed venues. A well presented, well maintained, accessible and secure venue will, it can be argued, convey positive rather than negative reinforcement of the behaviour expected and the external controls that apply to the place and the neighbourhood generally.

2.4 Crime and safety information for entertainment areas.

Police crime data has been evaluated, with only general conclusions to be drawn as there is no offence which is tagged specifically to licensed premises operating late at night. The police data for assaults and property damage reveal a reduction in reported crime from 2001-2004, and that the St Kilda neighbourhood has the highest number of reports of these crimes, (186 St Kilda, 74 South Melbourne, 37 Elwood).

Anecdotally the police report that these crimes often do occur around licensed premises, and that problems occur most often when patrons are waiting or denied access to premises or when they have been removed from premises. The higher number of these offences in St Kilda are strongly correlated with the concentration of licensed venues in Fitzroy and Acland Streets which operate late at night. Victoria Police have recently initiated an Assault Reduction Strategy. This will involve the collection and analysis of hospital admissions data, police data and licensed premises incident reports to assist in the identification of 'high risk' or 'high problem' licensed premises in the Cities of Yarra, Port Phillip and Stonnington. This will enable more targeted police intervention at those facilities which appear to cause the most problems.

Information has also be obtained from Vic Roads through their Crash Information System. In particular, information has been sought on the number of incidents occurring where alcohol is implicated. Last year 81 people were affected, in 41 alcohol related road accidents in the City of Port Phillip, with one person killed, 28 taken to hospital and further 23 experiencing other injuries not requiring hospital treatment. The numbers have remained fairly steady over the last four years despite the increase in licensed premises.

2.5 Council complaints data Council received 701 complaints in the last 12 months related to noise. *Of these, there were a total of 35 complaints associated with noise from licensed premises. A further 37 complaints were received by Planning Enforcement associated with non compliance with permit conditions by operators of licensed premises.*

2.6 Land Use planning controls

There are three distinct permissions that may be required under planning schemes when establishing (or changing) an entertainment use:

- a permit under the zone for the use itself
- a permit to waive car parking if sufficient car parking is not provided
- a permit to alter the hours or type of liquor license.

Currently there are no controls that council can apply which would enable them to reject a permit application because there are too many licensed premises in the area.

Council also has no way of controlling existing as of right uses.

2.7 Liquor licensing controls

The Liquor Control Reform Act 1998 establishes a licensing system, Liquor Licensing Victoria (LLV), to regulate the supply and consumption of liquor in Victoria. To achieve the Act's objective of harm minimisation, conditions are placed on licenses, and hours of trade are varied to address community concerns. Conditions may include various requirements which aim to protect surrounding residential amenity, including noise controls and regulating patron behaviour. These conditions frequently duplicate those required in the planning permit. Liquor Licensing Victoria evaluates each permit application on a case by case basis but is unable to take into account issues such as oversupply or saturation of licences in a particular area. It also assesses the suitability and capacity of the licensee to effectively manage the premises.

2.8 Permits co-ordination and enforcement- multiple regulators

There are several players associated with the assessment and enforcement of permits. These include council, with respect to planning permit approvals, enforcement (which can involve either environmental health officers or planning enforcement officers), LLV, assessment and issue and Victoria Police assessment (via referral from LLV and councils) and enforcement of liquor licensing conditions. All parties have expressed a desire to develop a more co-ordinated and streamlined approach to the management of nightlife in the City of Port Phillip.

3 Process for developing the policy

A variety of current council and state policies inform council's practice in supporting/regulating nightlife in the city. Our work will be more effective with a more co-ordinated approach between the various stakeholders- the regulators – council's planning, health and local laws staff, the police and Liquor Licensing Victoria, and the providers – owners/managers of licensed premises who operate late at night.

Council has established a taskforce to develop its nightlife policy consisting of representatives of all these stakeholders.

4 Principles for managing nightlife

The key principles identified by the task force are as follows:

- Acknowledge the positive contribution that evening and late night uses make to the economic health and cultural vitality of our city. Our policy will aim to enhance these positives and minimize any adverse impact on residential amenity.
- Harm minimisation, collaboration, partnerships and holistic approaches guide our response to improve the management of our entertainment precincts. We will invest heavily in building trusting and supportive relationships between all stakeholders.
- Best practice standard planning conditions will be used to assist owners to take a preventative approach to noise and other issues.
- Recognize and support the CoPP Licensees Accord as a major influence and partner in achieving better outcomes for all.
- Acknowledge that behavioural change cannot wholly be achieved by legislation and promote the (behavioural) responsibilities of patrons in and around licensed venue

- *Promote and work towards the provision of public transport services including taxis -after midnight until 3 am on weekends and public holidays.*
- *Ensure safe urban design and provision of amenities*
- *Promote a mix of retail, culture and entertainment late in to the night.*
- *Ensure a coordinated and compassionate response to critical incidents, which aims to understand what went wrong and maximise learning for prevention.*

5 Key Actions

5.1 Legislative/ Planning Scheme reform

5.1.1 Strategic planning tools to manage a mix of uses in activity centre.

Melbourne 2030 encourages concentration of major retail, commercial administrative, entertainment and cultural developments within activity centres (Economic development in particular activity centres – clause 17.01 Melbourne 2030). Some land uses have the potential to dominate specific activity centres and have an adverse impact on the viability, vitality and safety of the area. The proliferation of restaurants and other licensed premises is a particular concern for some of our activity centres especially in Fitzroy/Acland Streets. It is now possible for council to nominate land located in the business 1 Zone where a permit is required for restaurants. However a local planning scheme amendment with relevant strategic justification based on amenity and parking grounds would be required to activate this provision. Local policy for specific activity centres and structure planning required for Melbourne 2030 will also provide opportunities for Council to specify the preferred future direction for activity centres and more effectively manage land use. However, this process will be very resource intensive and may take some time to complete for each activity centre. At the very least each structure plan should consider location specific policies to manage the mix of use and impacts of licensed premises and entertainment uses.

5.1.2 Encouraging ‘rolling use’ of spaces

Interest in concepts such as “the 24 hour city” and “the nighttime economy” has prompted some thinking about how the use of space during different times of day and night ‘rolls’ from one use to the next, depending on demand and the profiles of people likely to be out using that space. An example of the possible use for one site, to maximise the number of people and the opportunity for ‘legitimate use’ might be to have it operate in the following way between the following times:

6am to 8am (early café and fresh bread sales)

8am to 11pm (restaurant/café)

11pm to 3am (bar with varied entertainment)

3am to 6am (bakery)

The notion behind this example is that the space is never ‘abandoned’ and there is a cross-over of use that helps maximise ‘casual surveillance’ and ‘eyes on the street’ and brings different groups into the same area (rather than a homogeneous group of young people) – workers, patrons, diners, shoppers.

In addition to this type of ‘co-locating’, research suggests that encouraging “activity for all” involves:

- *Encouraging smaller venues that allow people to enjoy a quiet drink after 11pm rather than having a “monoculture” of loud, large night clubs*
- *Encouraging later retail trading hours*
- *Encouraging later hours of operation for cultural institutions such as museums, art galleries and theatres.*

5.1.2 Proposed license and planning criteria for late night operators.

At the moment, there are special licensing conditions applied to ‘high risk’ venues (those operating past 1am with amplified music). Based on local and national/international research and policy review, the following criteria for assessment (in planning and licensing permit processes) will be useful in establishing good venue management for late night operators:

Licensing:

➤ *Required training:* it is a requirement for new licensees to have attended Responsible Service of Alcohol training. Security staff must also be registered.

These requirements would be more effective if augmented by conflict resolution training for all security and alcohol service staff (Safe Bars training, for example as operates in Canada – see Section 5.4.3).

➤ *Music (Amplified and Live):* venues proposing to play amplified music should satisfy the same conditions as those playing live music.

➤ *CCTV:* it is a requirement of new late night licensees to have closed circuit television cameras at entrance/exit and at the service areas. These current criteria appear to be sufficient.

➤ *Display of information:* currently, operators are required to display their license and proof of age requirements in a visible place. In addition, operators should be required to display information regarding responsible service of alcohol and emergency information (i.e. how to contact/reach police)

Planning:

➤ *Noise attenuation:* currently, standards regarding noise attenuation rely on enforcement of EPA noise pollution standards after a license is granted. New venues (or venues applying for extended hours) should show and be assessed for appropriate noise attenuation in building standards and design (eg double glazing and sound insulation, a venue layout which minimises noise, etc) and in management practice (eg not leaving external doors open, having a clear process for responding to neighbours' complaints, etc)

➤ *Saturation:* Council should move towards having the capacity to apply standards of 'saturation' – the capacity to refuse a permit based on an existing saturation of that type of use in the immediate area (that there are already late night venues within a 500 metre radius, for example) should not be considered but if it is approved

➤ *Land Use Compatibility:* approving new licenses in residential areas should not be considered but if it is, approval should be dependent on transport access and the ability of patrons to arrive at transport to take them home without disturbing neighbours

5.2 Permit issue/ Coordination and enforcement

5.2.1 Improved coordination –council, the Victoria Police and Liquor Licensing Victoria

As outlined in section 2.7 there are a range of regulators of both permit applications and enforcement. There is considerable confusion among residents and licensees about the process for obtaining planning permits and liquor licences. Both permit processes require advertising and there is sometimes confusion when a license application is being advertised prior to a planning permit being granted for the use or change of hours. It is important to establish that advertising for a license by LLV would not proceed prior to a planning permit for the use being granted. Ideally, and according to evidence from licensing reform review in Europe, these processes would be coordinated into a single process of application assessment (so that planning and licensing criteria are measured concurrently and by the same actors) rather than separately. For this reason it is recommended that CoPP statutory planning staff, the local police licensing inspector and a representative of LLV form a joint licensing approvals team for high-risk applications (high risk includes all applications for closing after 1.00am, music, entertainment). It would be appropriate to trial this arrangement for 6 months with a view to assessing its effectiveness and introducing it as a permanent arrangement. It is also desirable that LLV consideration be focussed primarily upon the suitability of the licensee and conditions within the premises, with council having primary responsibility for determining external conditions and hours of use.

It would also be appropriate to develop clear guidelines for licensees and the community about how the approvals process operates and the conditions that can be applied, as well as the process whereby permits are enforced.

5.2.2 Agreed protocols and conditions for enforcement by council

It has been established that two units within council can enforce noise and other nuisances arising from the operation of licensed premises-these are the Planning Enforcement Unit and the Health Unit.

Following discussion between the two units, it has been agreed that Planning Enforcement will play the primary role in enforcing noise and other non compliance matters in licensed premises

The process will involve the following procedure

In all enforcement action Council has the policy of Ask, Tell and Enforce After a complaint from residents or police, the following investigation process is to be undertaken,

- Speak to the resident and attend the venue to speak to the operators,*
- Answer the following questions*

Is the complaint legitimate. What is the reason for the complaint, is it a change of use, new management or a one off event?

- Request the following action to prevent re-occurrence,*
- Close doors windows*
- Turn down volume*
- Professional advice*
- Inform the operator/ management of legal requirements and obligations.*
- If there are planning controls, provide a copy of the planning permit and issue a Notice to Comply.*
- If offence occurs again consider,*
- Issue Planning Infringement Notice (PIN) and detail remedial action required.*
- Arrange acoustic expert to be on stand by *
- If offend again attend with acoustic expert and obtain reading*
- Application VCAT for Enforcement Order*
- Application VCAT for Interim Enforcement Order*
- Withdraw PIN*
- Commence proceeding for prosecution in the Magistrates Court*

If there are no planning controls to enforce regarding noise and patron behaviour issues the following steps will be taken

- Issue notice to comply under Local Law*
- If they do not comply issue a \$1,000 fine under Section 27 of the Local Law*
- If breach again take to Magistrates Court maximum penalty \$2,000*
- And/or take it to VCAT*
- Make application under Section 90 & 95 of the Liquor Control Reform Act for an enquiry, amenity of the area, music noise, patron behaviour, trading outside licence hours.*

Council's enforcement protocol will be utilised when necessary but clearly the preferred option is to obtain voluntary compliance from the generator of the noise. If this is not forthcoming Council has a responsibility to its residents to ensure compliance and the generators of the noise must take responsibility for it and not affect the amenity of the area.

The enforcement protocol will be less necessary with a well informed group of licensees who understand clearly how to prevent negative amenity impacts as a result of the operation of their premises.

Council may also play a role in managing the expectations of new residents moving to an area where there is a lot of activity occurring late at night.

A Noise Management Project Team was set up in July 2003 at the City of Melbourne to develop and drive initiatives regarding noise and the changing nature of the CBD to a 24-hour centre of business, retail, culture, entertainment and residential activity. The goal is to address current concerns and to develop strategies for predicted future growth. One of the more recent initiatives of this team has been the development of a CityScape sound recording of the noise late at night and in the early hours of the morning.

This is being promoted to all those interested in moving into the city city dwellers to ensure they do not have unrealistic expectations about the nature of the city at night.

5.2.3 Best practice management conditions to be applied to planning permits for high risk areas

It is appropriate for council to introduce standard planning permit conditions which are attached to high risk premises eg operating after 1am and provide live or amplified music or entertainment. The key elements of these conditions should include

- Venue layout
- Hours of operation
- Noise controls
- Responsible serving of alcohol training
- Baffled external lighting
- Ratio of crowd controllers
- Security management plan
- Limit on numbers
- Garbage storage arrangements
- No bottle disposal or garbage collection and delivery b/w 11pm -8am

When these conditions are spelt out clearly by Statutory Planning staff they provide a clear framework for enforcement by council Planning Enforcement staff.

Initial consultation with licensees reveals that these conditions are on the whole worthwhile, but further consultation needs to be sought from all parties to determine the feasibility of meeting all of these conditions and to identify the elements which should be regarded as non negotiable. It would then be appropriate to develop a new licensees information kit which identifies best practice conditions, along with other information about licensing issues, the role of the Liquor Licensees Accord and permit application processes.

5.3 Transport

An affordable and networked transport system, late at night, has been repeatedly cited as a critical issue in contributing to safety and amenity problems in entertainment areas. As NightRider stops maybe far away from a venue, they may be unfamiliar to people out using these areas after midnight, the pressure on the private taxi system can be substantial. Licensees regularly cite the pressure to find transport home at closing hours (when the whole venue empties of patrons who are all out in the street 'competing' for transport home) as one of the most problematic times for them in terms of patron behaviour and risk for violence.

The pressure regarding transport is most acutely felt during major public events when entertainment areas and promoters actively market an event (often giving messages such as "Don't drink and drive") but not supported by special public or private transport provisions to ensure the safe and timely exit from an area by large numbers of people.

It would be appropriate to consider extending public transport hours til at least 3am on Friday and Saturday nights and that it run all night for special events such as New Year's Eve.

5.4 Addressing Behavioural Issues

Most of the antisocial behaviours associated with entertainment areas are currently sanctioned by legislation in Victoria. There are provisions, for example, to charge people with carrying a weapon/explosives, for their behaviour in public (including public drunkenness and making unreasonable amounts of noise), littering and harassment and these behaviours are considered “antisocial behaviour” in this policy.

In addition to the antisocial behaviours that can attract a fine or penalty (i.e. that are illegal), there are behaviours that are perceived to be antisocial but which may not be illegal in and of themselves.

An example here is the tendency for groups of young people to “hang out”. This is also clearly not illegal and yet it causes concern amongst certain members of the community. It must be stressed that a very large tension exists between ensuring the rights of people to feel safe and secure while also ensuring the rights of others to be in public, particularly where this involves contention/debate to what is defined as (and who defines) socially ‘legitimate’ behaviour. ‘Legitimate’ behaviour by young people is very contested ground, with some seeing ‘hanging out’ in groups as a very normal activity for this age group, necessitated by the fact that young people have little genuine space of their own other than in the public realm

Finally, it needs to be noted that it is often very difficult to apply existing sanctions to people who have displayed antisocial behaviour. If a person, for example, vomits in the street, the chances of catching the person in the act and applying penalties is very remote. In cases where people are ‘caught in the act’, for example when young people are found hanging out in a crowd, there are measures available to restrict their activities if they are drinking in public or harassing passers by (those more clearly defined ‘illegitimate’ behaviours that happen when people are hanging out together) but the enforcement of such sanctions is problematic (due to, for example, the authority of Council officers trying to enforce local by-laws prohibiting offensive behaviour to the overall enforcement resources that are available particularly through the police).

Enforcement is only one of four types of intervention that can be applied to changing patterns of antisocial behaviour. There are situational responses (minimising the opportunity and increasing the risk and difficulty of committing antisocial acts), community responses (attempting to change the social norms, conditions and institutions that influence antisocial behaviour in the community) and developmental responses (early interventions that work to inhibit the development of antisocial behaviours in individuals).

The principle that we have adopted for this policy is that we will never be able to regulate away bad behaviour. Our approach is one of harm minimisation which will attempt to support the licensees in particular to more effectively manage the problems which may arise in their establishments and which can sometimes spill out in to the surrounding streets. The development of a patron code of behaviour in licensed premises is also warranted as a way of reinforcing expectations.

5.4.1 The relationship between providing entertainment within the venue and levels of alcohol related harms

Boredom is a critical issue where alcohol related harms are concerned. Patrons who are bored are more likely to be aggressive and where there is no additional source of entertainment (music, dancing, games, etc), drinking becomes the only source of entertainment. The quality of entertainment (as defined by patrons) is the most important criteria. In other words, music doesn’t have to be loud to attract patrons – it just has to be judged ‘good’ by those patrons.

Competitive entertainment (for example, pool) can be problematic, particularly where “house rules” are poorly spelled out for patrons. As alcohol is a disinhibitor, situations that cause conflict or frustration (ie losing a game, not being able to get on the table, etc) are more likely to result in aggression than in non-drinking environments. No venue should encourage drinking-related competitions such as “chugging” contests or games where alcohol is the reward.

The provision of good entertainment must be done in concert with other venue management strategies aimed at reducing “triggers” which include (as outlined in the ICEPT Issues Paper, adapted from Scott 2002):

- Lack of comfort and crowding

- Availability of weapons (those brought in or 'improvised')
- Unattractive decor and dim lighting
- Availability of alcohol
- The culture of drinking
- Type of establishment
- Having a high proportion of young male strangers
- Aggressive and/or poorly trained security staff
- Refusal of service handled in a judgmental or abrupt approach rather than a 'wind down' approach
- Low ratio of staff to patrons and inability to monitor disorderly conduct

5.4.2 The relationship between venue layout and safety

There is a growing interest in the application of safer design principles to specific venue sites. The relationship of key features in a venue (the entrance, the bar, the seating, the entertainment and the public facilities such as toilets and telephones) is important and needs to be designed in such a way as to minimise overcrowding and the opportunity for jostling. Crowding around the entrance, the bar, the dance floor, entertainments (pool tables) and the toilets all create the opportunity for "accidental bumping and irritation which can also start fights" (Scott 2002).

However, no specific set of Crime Prevention Through Environmental Design (CPTED) guidelines for activity centre and/or nightlife sites has been developed and this would be a useful exercise. It would include, one might imagine, principles concerning:

- **Element Relationships:** safer design principles for the relationships between entrance/exit, bar service, seating, entertainment and facilities
- **Formal surveillance:** safer design principles concerning placement of CCTV and security staff
- **Casual surveillance:** safer design principles to maximise casual surveillance by staff and patrons and minimise opportunities for entrapment inside and outside venues and between venues and transport and other late night facilities
- **Territory:** safer design principles to minimise the conflicts of 'territoriality', inside and outside venues
- **Modeling Behaviour:** principles to maximise the ways in which appropriate/welcoming/non-violent behaviour of staff and other key actors can be patterned onto patrons and strangers
- **Access and Celebration:** safer design principles to enhance the access of varied groups and to enhance the 'celebratory' (as opposed to the territorial or conflicted) use of night time areas
- **Materials and Maintenance:** principles of the importance of durable material use and maintenance (and the types of maintenance necessary) to reduce opportunities for damage and improve perceptions of safety
- **Necessary signage:** principles regarding the types (ie proof of age) and location of signage to maximise patron education and information regarding emergency services

5.4.3 Support and training for licensees It is acknowledged that the majority of licensees are responsible operators but that some need greater support in understanding how their practice can create triggers to poor/illegal behaviour. We stress that this should be done through partnership approaches in the first instance rather than through regulatory mechanisms.

One of the promising practices which we have identified has been a conflict resolution/anger management training program operating in Canada referred to as the Safer Bars Project. The Safer Bars Project is a training intervention to reduce aggression in bars. Owners/managers completed a risk assessment workbook and 373 staff and owners/managers attended a 3-hour training session focused on preventing escalation of aggression, working as a team and resolving problem situations.

This produced a significant effect in reducing severe and moderate aggression. The findings indicate the potential for a stand-alone, relatively brief intervention to reduce severe and moderate physical aggression in bars.

6 Conclusion

The research and consultation for the development of this policy framework has revealed that a holistic response involving partnerships between the key players will be more effective than identifying single solutions such as more police on the beat or more sensible licensing and planning controls or targeting licensees as wholly responsible for the antisocial behaviours which often disturb local residents. A range of strategies need to be developed targeted at preventing problems occurring as evident from the following recommendations.

Recommendations

6.1 That council adopt the following principles in its nightlife policy framework

- Acknowledge the positive contribution that evening and late night uses make to the economic health and cultural vitality of our city. Our policy will aim to enhance these positives and minimize any adverse impact on residential amenity.*
- Harm minimisation, collaboration, partnerships and holistic approaches guide our response to improve the management of our entertainment precincts. We will invest heavily in building trusting and supportive relationships between all stakeholders.*
- Best practice standard planning conditions will be used to assist owners to take a preventative approach to noise and other issues.*
- Recognize and support the CoPP Licensees Accord as a major influence and partner in achieving better outcomes for all.*
- Acknowledge that behavioural change cannot wholly be achieved by legislation and promote the (behavioural) responsibilities of patrons in and around licensed venue*
- Promote and work towards the provision of public transport services including taxis -after midnight until dawn on weekends and public holidays.*
- Ensure safe urban design and provision of amenities*
- Promote a mix of retail, culture and entertainment late in to the night.*
- Ensure a coordinated and compassionate response to critical incidents, which aims to understand what went wrong and maximise learning for prevention.*

6.2 Council supports the following criteria in the consideration of planning permits for high risk licensed premises (ie venues operating past 1am and providing amplified music /entertainment)

- noise attenuation*
- saturation*
- land use compatibility*

6.3 Council supports a 6 month trial of a licensing approvals team for high risk premises comprised of representatives of Council's Statutory Planning Department, the Local Licensing Inspector, and a representative of Liquor Licensing Victoria, and that the role of each party be clarified to avoid duplication.

6.4 That a licensees information kit be developed which identifies best practice conditions, the role of the Liquor Licensees Accord and permit application/enforcement details.

6.5 That best management practice conditions be applied to planning permits for high risk premises to include:

- Venue layout*
- Hours of operation*

- Noise controls
- Responsible serving of alcohol training
- Baffled external lighting
- Ratio of crowd controllers
- Security management plan
- Limit on numbers
- Garbage storage arrangements
- No bottle disposal or garbage collection and delivery b/w 1pm-8am

6.6 As part of the structure planning for activity centres under Melbourne 2030 council will develop location specific policies to enable more effective control over land use mix and particularly prevent the proliferation of bars.

6.7 That the state government be requested to extend the hours of public transport on Friday and Saturday nights as well as for special annual events such as New Year's Eve.

6.8 That this draft nightlife policy framework be circulated to licensees, resident groups, the Port Phillip police licensing inspector, Liquor Licensing Victoria and the ICEPT taskforce and their feedback obtained.

6.9 That the final nightlife policy framework for entertainment areas be presented to the November round of committees which incorporates the suggestions made in response to consultation on this draft framework.

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4. APPENDIX

ARTICLE FROM: "POSTNOTE" THE 24-HOUR SOCIETY, PAGE 2, NOVEMBER 2005, NUMBER 250, THE 24-HOUR SOCIETY⁵²

In recent years more businesses have begun to operate outside standard hours, contributing to a culture of long or unusual working hours. The '24-hour society' can increase efficiency and help to meet consumer demand, but can also have serious health and social impacts.

This briefing outlines the driving factors behind the 24-hour society and reviews options to manage its negative impacts, ranging from the European Union (EU)

(1) WORKING TIME DIRECTIVE TO NEW TECHNOLOGICAL SOLUTIONS.

a) *Driving factors and benefits*

The driving factors behind the '24-hour society' (the trend towards longer and non-standard business hours) are diverse and inter-related. They include:

Commercial competitiveness: by operating around the clock or with extended hours, industry can increase productivity. Some sectors (such as manufacturing) have done this for many years. However, globalisation and the advent of technologies like mobile phones and the internet mean that more sectors are following suit.

Consumer demand: Demand for out-of-hours services such as shops and restaurants is increasing.

Box 1. UK working hours – facts and figures

In 2004/5 around half those in UK employment said they usually worked 31–45 hours per week. Around one-third of men and one-tenth of women worked even longer hours. The UK has the fourth longest average working hours in Europe.

The proportion of workers that say they work shifts "most of the time" or "usually" rose from 13% to 15% between 1993 and 2003. The 16–19 age group shows the largest increase, from 10% to 18% in men and 12% to 20% in women. This may be due to the trend towards a service based economy in which younger people can work in the evening or at night. In some cases shift work (and flexible hours) are used to reduce long hours worked by employees.

In 2003, the transport and communication industries contained the largest proportion of shift workers (more than one employee in four). The second highest proportions were in public administration, education and health (around one in six).²

A survey in 2003 found that 40% of British people say they need to shop outside the hours of 9am to

⁵² <http://www.parliament.uk/documents/upload/postpn250.pdf>

6pm. This is partly a result of more people working unusual hours (**Box 1**) and partly because, as research shows, people are trying to pack more activities into each day.¹

Government is encouraging flexible working policies and introducing new licensing laws to allow extended opening for bars and restaurants (**Box 2**).

Box 2. Government initiatives

There are three key policy areas contributing to the 24-hour society in the UK:

- **Flexible working:** Since 2000, the DTI have promoted work-life balance through flexible working, including practices such as job sharing, flexi-time, home and teleworking and complete breaks such as leave or sabbaticals. A recent survey showed that the number of workplaces allowing staff to work flexibly has almost doubled in the last 6 years.
- **New licensing laws:** The Licensing Act 2003 comes into force in November 2005 and will bring together legislation for the provision of alcohol, public entertainment and late night refreshment in England and Wales. It allows for up to 24-hour opening subject to local authority approval, although it is not expected to lead to 24-hour licences. By offering more flexible opening hours, the Government hopes to reduce alcohol related anti-social behaviour (see POSTnote 244).
- **Evening and night time economies:** The Office of the Deputy Prime Minister wants to make urban environments more vibrant, inclusive and attractive. This involves discouraging high concentrations of young people with alcohol, and in planning, differentiating between the bars and pubs culture and cafes and restaurants.

b) Issues

(i) Health and safety

Health and safety lies at the centre of debates on working time. This briefing focuses mainly on shift work, as researchers increasingly believe that the timing of work creates more problems than its duration. However, both shift work and long hours can adversely affect health.

(ii) Long working hours

Research reviews by the Department of Trade and Industry (DTI)³ and the Health and Safety Laboratory⁴ highlight possible links between long working hours and health, such as cardiovascular problems, stress and psychological problems, and decreased birth weight for pregnant women. However, the reviews point to limitations in the available data. The effects linked to long hours could also be due to other related behaviours such as smoking, drinking, poor diet and reduced exercise. Limitations in data are also highlighted by the House of Lords EU Select Committee in its report on the EU Working Time Directive (**Box 4**). The report concluded that "common sense suggests that very long hours working over a sustained period of time could damage the health of workers" but said there was insufficient evidence to quantify this risk. It recommended that the European Commission carry out detailed research on this issue.⁵ So far, this recommendation has not been taken up.

(iii) Shift work

Shift work can cause people's circadian rhythms (the 'body clock' governing processes such as the sleep/wake cycle, Box 3) to conflict with their daily schedule. This is the main cause of adverse health and safety impacts from shift work. For example the body may think it is time to go to sleep

(the 'biological night') when it is time to work. Such mismatches, which also arise from other disruptions, like jet-lag or sleep deprivation, are linked to a range of health effects discussed below.

(iv) Physiological impacts

For long-term shift workers, studies have shown the following significantly increased health risks:⁶

- ◆ A 40% increase in cardiovascular disease. Meals taken during the 'biological night' may contribute towards increased risk of heart disease.
- ◆ Reproductive problems: spontaneous abortion, low birth weight, retarded foetal development, prematurity and significantly increased risks of miscarriage.
- ◆ Studies of women working irregular or rotating shifts show increased incidence of severe menstrual pains.
- ◆ Evidence that shiftwork increases the risk of breast and colorectal cancer. The extent of this and its underlying mechanisms are not fully understood.

◆ Box 3. Circadian rhythms

◆ Circadian rhythms have evolved so that biological processes governing daily activities (like sleeping and digestion) are in the right state at the right time of day. Bright light (typically brighter than most artificial lighting) is the main stimulus by which the body clock is 'set' (eating times also have some influence). For example melatonin is a hormone influencing the sleep-wake cycle. The presence of melatonin tells the body it is time to sleep. When the eye detects light, melatonin production is suppressed. Although artificial light and Information and Communication Technology (ICT) allow people to work at any time, circadian rhythms have not changed. They take time to adapt to new routines and can adjust only by around an hour a day. This may be why jet lag is associated not only with sleep loss, but with gastrointestinal problems and loss of appetite: different parts of the body take different lengths of time to adapt. 7

◆ Circadian rhythms vary between individuals, resulting in different chronotypes. Individuals range from larks, at their best very early in the day, to owls, who function best late at night. Chronotype is dependent on genetic and environmental factors as well as age. Natural changes in chronotype with age can cause confusion in middle-aged shift workers when their ability to deal with the strains of night shift work decreases.

- Sleep loss and disruption (particularly with night shifts). A vicious cycle can develop where caffeine is needed for alertness during the day and alcohol or sleeping pills are used at night. Poor sleep is also related to higher rates of substance abuse.
- Gastrointestinal disorders. After sleep problems, these are the most frequently reported symptoms. Some studies have shown that 20–75% of shift workers with night work complain of appetite disturbance and gastrointestinal problems, compared with 10–25% of day and shift workers without night work. Peptic ulcers are two to eight times more frequent amongst night shift workers.
- Obesity. Inadequate sleep is associated with substantial risk of obesity in children and adults.

C) Safety

Mental fatigue affects cognitive performance, leading to errors of judgement, microsleeps (lasting for seconds or minutes), mood swings and poor motivation. Research in the USA shows that nurses on a repetitive shift work schedule are two to three times more likely to misdiagnose their patients than daytime staff. For some tasks, after 20–25 hours of sustained wakefulness, performance reduction is at least equivalent to that seen at a blood alcohol concentration (BAC) of 0.10%. The

legal BAC limit for driving in the UK is 0.08%. Tiredness causes 1 in 10 accidents on British roads. On monotonous road like motorways this figure is closer to 1 in 5.8 In the UK, even after taking traffic density into account, a crash at 6am is 20 times more likely than one at 10am.

d) Social issues

Working unusual hours can affect social and marital life.

Studies of American men married less than 5 years, with children, show shift work increases the risk of separation or divorce by six times. The Equal Opportunities Commission and Trades Union Congress (TUC) say long working hours may discourage women from applying for some managerial type jobs. In many areas women still hold under one-tenth of Britain's most senior positions. People spend a significant amount of their time on household tasks outside work, with women taking more than double the workload of men. It is hardest for low income workers to find working hours that suit because they have fewer work options. Over the next decade, nonstandard work schedules in the USA are expected to disproportionately involve more women, non-Hispanic Blacks and Hispanics. Similar practices within the UK may also contribute to a social divide.

e) Infrastructure

Box 4. Working Time Directive (WTD)

The WTD, implemented in the UK in 1998, limits the number of working hours per week to 48 (averaged over a period of up to 1 year). It stipulates at least 11 hours consecutive rest between each working day and 4 weeks of paid annual leave. It also limits the average number of hours worked at night to 8 per day. Amendments to the WTD mean that it now affects almost all jobs.

However, the Directive allows workers to 'opt-out' of the 48-hour weekly limit. Many industries see the opt-out as an essential way of dealing with sectoral variation.

The House of Lords EU Select Committee report argued that *"the reasonable rights of those who wish, for whatever reason, to work longer hours should also be respected where extra work is available for them to do"*.

⁵ However the TUC argue that the opt-out makes the WTD unenforceable and provides an 'easy way out' of making positive changes to work practices.

Infrastructure must be carefully managed to balance demand for out of hours services (such as transport, food provision and emergency services) against worker protection and well-being.

(i) Alcohol and anti-social behaviour

The Association of Chief Police Officers says it has "always had concerns that the effect of increased licensing hours will be a movement of police resources to the night to deal with the problems associated with excessive drinking" and that "this will mean a reduction of police visibility during other hours of the day". Antisocial behaviour (ASB) arising from late night alcohol consumption is already a major problem in some cities, as highlighted in the ASB report by the Home Affairs Committee.⁹ Research has shown a correlation between city centre licensed capacity and street assaults. There is debate as to whether the Licensing Act (Box 2) will exacerbate or help to solve the problem of ASB.

(ii) Transport

Unlicensed minicabs are often used when there is insufficient public transport to meet late night needs. In 2002 there were 215 assaults on women in unlicensed minicabs in Greater London.¹⁰ London Underground reports a 17% growth between 10pm and closing time (around 1am) between 2001 and 2004 compared with just 3% growth in day time usage. Almost three-quarters of people say they would spend more frequent and longer evenings in central London if tube hours were extended.

However, late running beyond 2.30/3am would leave little time for safety inspections and engineering works.

(2) MANAGING THE 24-HOUR SOCIETY

Some measures to address the challenges posed by the 24 Hour society, such as statutory limits on working time, are already being implemented in the UK. Others such as new technologies are still at the trial stage.

Box 5. ASTiD

ASTiD is an early warning system the size of a car stereo. It works by continually assessing factors linked to driver tiredness and builds a profile of the driver and journey. It considers information from the driver, such as the time of the journey, quality of sleep in the last 24 hours and the length and type of driving involved. It also takes into account the vehicle's steering movements such as subtle changes and exaggerated corrective actions.

By assessing these factors, the system can spot the onset of tiredness in advance and warn the driver by audible and visual alerts, even before they are aware of it. A major European logistics business, Christian Salvesen, has already fitted 550 of its truck fleet (~10%) with ASTiD devices and expect to increase this by a few hundred each year.

f) Government policy and research

(i) Working hours

The European Working Time Directive (WTD) aims to protect workers from the adverse effects of long working hours and inadequate or disrupted rest periods (Box 4).

Since its implementation in 1998, the proportion of all those in employment in the UK who work over 45 hours a week has fallen from 26% to 21%.¹¹ But the WTD is criticised by some researchers on the grounds that it focuses only on average working hours, which are only loosely related to health and safety. Instead they advocate more accurate risk assessment based on factors including shift length, number of successive shifts and rest breaks. The Health and Safety Executive (HSE) is investigating these ideas.

(ii) Flexible working

Most employers involved with the DTI's Work-Life Balance programme (Box 2) say it has had a positive effect on employee relations and productivity.

Allowing employees to swap shifts can help reduce the ill effects of shift work. In a DTI survey 92% of employers allowed this; very large workplaces with over 500 employees tended to be more reluctant.

(iii) Health and Safety

The Department for Transport (DfT) 2004 White Paper on The Future of Transport set a 40% reduction target for the number of people killed or seriously injured in road accidents (see later). DfT research suggests that driver education on the danger of tiredness and greater employer responsibility regarding employees' fitness to drive, are the most effective ways to reduce tiredness related accidents.⁸ The THINK! campaign advocates common sense solutions such as forward planning to include breaks and appropriate use of caffeine. It includes radio broadcasts to reach drivers in situ. The National Health Service 'Hospital at Night' project has trialled shift schemes which extend the working day to complete most of the work and use only a minimally staffed night shift for essential services. The project found that such schemes greatly increase performance. The National Programme for IT (see POSTnote 214) may enable some tasks to be performed remotely, reducing the need for night staff. Some suggest setting up specialised centres to provide remote analysis. This could mean fewer specialists will be needed in hospitals at night and may help reduce misdiagnosis due to tiredness.

Specific Government interventions to reduce obesity have so far focussed on diet and exercise rather than sleep.

Researchers say there is a lack of good quality nutritious food available at unusual hours.

g) Evening and night time economy

In March 2005 the Office of the Deputy Prime Minister, working with eight other government departments, launched the How To Manage Town Centres guide for practitioners in local communities. It suggests ways to deal with the negative impacts of the growing evening and night time economies. One case study involves a partnership between a Leicester bus company, police and three nightclubs. A trained nightclub door supervisor rides on each night bus, which is fitted with a protected driver area and CCTV, while police officers are present at departure times. Violence and disorder incidents have fallen and the scheme is now financially self sufficient.

(3) OTHER POLICY OPTIONS

a) Shift scheduling

It is hard to generalise about what constitutes a good shift scheme because each worker and workplace has different needs. The most common shift is the two-shift system (for example 6am-2pm/2pm-10pm) alternating over a week or more. Typically, shifts with faster rotations, or those with early starts or quick return times, lead to the greatest sleep disruption. The HSE advise against specific fast rotations in well-studied cases, such as workers on offshore oil rigs.

(i) Circadian adaptation strategies

It is theoretically possible for the body to adapt to constant shift work. Experiments at a Volkswagen plant in Wolfsburg, Germany are showing that carefully timed bright light exposure can help circadian adaptation to night shifts. Other work is showing that reducing light exposure towards the start of the 'biological night' also has benefits. However, any benefits are usually lost during time off when people revert to standard routines.

The relatively socially isolated environments on oil rigs are among the few that allow complete circadian adaptation, but still, adaptation is lost on days off.

Chronobiologists say workers should be educated about circadian issues, but on an ongoing basis, rather than a single session.

They also argue that educational and vocational courses do not attach enough importance to circadian issues. Measures which could help to reduce the ill effects of long or unusual work hours include improved 'sleep hygiene' (practices which help obtain a good night sleep, such as a quiet environment and removal of factors causing stress). Short naps (around 15 minutes) can significantly improve short term performance. Studies indicate that people can assess their own chronotype (**Box 3**) accurately via questionnaire. This kind of awareness might help shift workers to select appropriate working patterns.

(ii) Technology

As the relationships between sleep quality, time of day and performance become better understood, there is potential for technology to help reduce safety risks. The Advisory System for Tired Drivers (ASTID) is an example, although drivers need training to use it properly (Box 5).

(iii) Drugs

Melatonin is often used as a supplement to help people recover from jet lag. Some advise caution in its use as no studies have been done on the long term effects of flooding the brain with the chemical, which is normally present in relatively minute quantities. Unlike the USA, the UK has banned melatonin sales over the counter.

Modafinil is a drug which has been shown (inunpublished reports) to result in sustained alertness for up to 88 continuous hours without the severe side effects associated with other drugs⁶.

(4) OVERVIEW

- ◆ Negative impacts of the '24-hour society' for workers include increased incidence of cancer, cardiovascular disease, obesity and higher divorce and accident rates.
- ◆ Negative health effects are more clearly linked to shift work than long working hours; there are calls for more research into the latter.
- ◆ Current statutory limits on working time are widely debated. Some researchers suggest risk assessment models would be more effective, but these are not yet widespread.

- ◆ There is criticism of the lack of working-time flexibility and appropriate food available to shift workers.
- ◆ Education programmes along with workplace improvements may be an effective way of managing the effects of unusual working hours. New technologies could also play a key role, but are not yet widespread.
- ◆ The Government is working to improve urban environments outside of normal hours, improve road safety and work-life balance, and give strategic guidance to employers and local authorities.

5. APPENDIX

ARTICLE FROM: "DON'TPUNISHUS.COM.AU" — IT FAILED IN MELBOURNE, IT HASN'T DONE MUCH FOR BRISBANE'S SAFETY.

"It failed in Melbourne, it hasn't done much for Brisbane's safety and now it's Sydney's turn. This weekend 2am venue lockouts descend across 50 of the city's so-called 'problem' venues. Same Same's Angus Paterson investigates."⁵³

Lockouts – they're an uncomfortable topic for the community at large no matter where in Australia you're situated, and now it's Sydney's turn to take a walloping from what's arguably an ill-conceived attempt to address alcohol-related violence.

Last Friday November 28 an amendment was made to NSW Licence Conditions imposing new restrictions on a list of the top 50 "most at-risk venues in New South Wales." The restrictions commenced on Monday December 1 with the new conditions including a lockout from 2am onwards and a 'restricted service period' from midnight until the time the declared venue closes. Just as we've already seen in Melbourne and Brisbane, the lockout demands that venues refuse patrons entry, and punters already inside the venue are not allowed to leave and re-enter after 2am.

Parliamentary secretary Henry Tsang warned in a speech to the NSW Parliament on Friday that these amendments will only be the beginning. "If new problems arise over the summer new conditions can be added or existing conditions can be varied. New venues can also be targeted if necessary," he said. There are only 50 venues on the list currently but over the coming months we'll see these "targeted conditions" replaced with a statewide sanctions scheme for high-risk licensed venues. "This bill is one component of a multifaceted response to address antisocial behaviour and alcohol-related violence in our community," he told Parliament.

Under different circumstances you'd imagine the NSW Coalition to be throwing its weight behind such a conservative attempt to curb alcohol-related violence, but Nationals MLC Trevor Khan led the State Opposition's response with a thoughtful critique of the fresh-faced Premier Nathan Rees's populist approach. "In an effort to divorce himself from the conga line of Labor Premiers who preceded him," Khan remarked, "the Premier is picking up this issue because of its high national media interest and is seeking to put his seal and his face on a tough – on – alcohol – around – the – dinner – table message."

He also points out there's already been widespread support for thoroughly identifying 'at-risk premises' and individually shaping a response on a case-by-case basis. What we've seen instead is the NSW Government falling back on data from the Bureau of Crime Statistics and Research that's potentially hugely out of date, and rushing in a "blanket one-size-fits-all approach" instead of drawing up individual solutions to suit specific problem areas. The rushed implementation was also cause for concern, with the NSW Government slamming the amendments through both Houses less than a fortnight after they were introduced, with the timetable for enforcing the regulations limited to only four days. The Coalition agrees that alcohol-related violence exists: "However, one would hope that the Government would take a more considered, deliberate, and intelligent approach to legislative change than simply react to a headline and decide to announce government policy on the run," said Khan.

⁵³ http://www.dontpunishus.com.au/index.php/latest_news/3012.html

MLC for the NSW Greens Lee Rhiannon also made it clear last Friday that her party would strongly oppose aspects of the bill, sledging the government for cynically chasing news headlines and placing unfair pressure on the well-behaved punters who enjoy late-night socialising at pubs and clubs. "Lockouts are unpopular with many young people because they believe that their civil liberties are being restricted and their freedom to enjoy a late night out is being taken away," Rhiannon said. When you consider that four of Sydney's remaining gay venues are on the list – Phoenix, Arq, The Oxford Hotel and Stonewall Hotel – that becomes a very serious concern for our community.

The concern that critics of the 2am lockout keep coming back to is the claim that it's a cynical and reactive measure designed to create the illusion that the issue is being addressed; while there's a lack of any evidence to suggest that it'll do anything to reduce alcohol-related violence. "Many young people fear it will be damaging to Sydney's nightlife, raise cover charges, put pressures on taxis and public transport, will bar shift workers from going out after work, will bring an end to some late-night gigs and could encourage people to drink and drive in order to travel to non-lockout venues," said Rhiannon. She insists that while Sydney is simply the next Australian city to face lockouts, we've yet to see evidence it's had any sort of positive impact at all. "The Victorian Government dumped its lockout scheme in Melbourne. The measure was branded a failure by experts and was unpopular with the community. During the trial there was actually a recorded increase in violence on the streets."

When lockouts descended in Melbourne gay activists protested and eventually won exemptions. However, according to Katrina Loughrey, Promotions Co-ordinator for online dance community In The Mix, the measures still made life extremely difficult for the three months they were in place. "There were concerns for safety, as many women avoided the streets around 2am, in fear of meeting masses of guys trying to find somewhere to go and something to do. Everyone was angry during the lockout as well, annoyed about being forced to choose and forced out onto the streets." It's an observation that emphasises how the lockouts can actually contribute to fueling alcohol-related violence, rather than quelling it.

Queensland has buckled under the weight of a 3am lockout since 2005, with the regulars of Brisbane's thriving clubbing district of Fortitude Valley mostly deciding to grin and bear what's generally considered to be an ineffectual rule. Valley local JoAnn Curtis claims that it poses its own set of problems unique to clubbing culture. "The more boutique clubs and bars definitely feel the heat of the 3am lockout, with clientele departing from the smaller venues for the larger superclubs in the lead up to that time." While the City Council has tried to deal with the measures as best as it can, assigning extra public transport to accommodate the thousands of people spilling out onto the streets at 3am, the lines for cabs are often so long that people are usually left waiting on the streets for up to two to three hours.

JoAnn also insists that Fortitude Valley has suffered an escalation in violence as a result of the lockout. "Previous to lockout, fights and violence were confined to small groups and infrequent episodes, but lockout has definitely changed this. From my window right on Warner Street across from Planet Nightclub and Mystique Nightclub it's most evident. After 3am each Saturday and Sunday morning you can see massive groups of police consorting to mass riots. Often up to ten police cars, alongside two bike cops, security guards and paddy wagons will cut off the entire street to restrain an entire mob."

Meanwhile, the Sydney venues have also hit back with Robbie Geammal, General Manager and Licensee from Oxford Hotel – one of the affected bars – slamming the data from which the NSW Government compiled its hit list. "It's like a kick in the guts. The Premier is looking at Bureau of Crime Statistics and Research figures – statistics that are two years old. Since I got here twelve months ago I've been working so hard to turn the Oxford Hotel around. We've only had four incidents in the venue in the last couple of months, and three of them have been lost property! I'm being praised by the owners here for running such a tight ship, I'm being praised by the Surry Hills Police, we've been working with the accord to introduce the voluntary lockout – and now this. I'm just really angry."

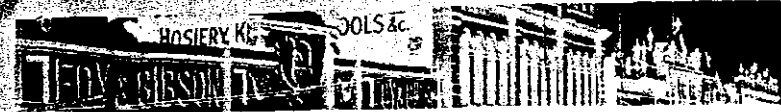
ACON President Mark Orr contacted the Premier telling him that lockouts are "not the solution for the Oxford Street area," adding that "with one stroke of the pen [the Premier has] created a 2am lockout at almost half of the GLBT community licensed venues in central Sydney."

There's no doubt that Oxford Street is in serious trouble – overrun with a homophobic element, with drunkenness and crime – but is forcing people out onto the streets any kind of solution? The Sydney lockouts seem doomed to fail. And so we watch on – our community no safer – and hope that a real solution is waiting somewhere in the wings.

Venue lockouts, a national internet filter, sniffer dog operations, world youth day protest bans – how many decisions are being made for us these days?”

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Valley Entertainment Management Precinct
AGENDA

148

For Action: Meeting 2-3pm Thursday 29 November 2007

Chair: Councillor David Hinchliffe on behalf of the Valley Chamber of Commerce Inc – Valley Entertainment Management Plan.

Venue: Valley Chamber of Commerce Inc Boardroom Level 1, 277 Brunswick St Mall, Fortitude Valley

Invitees: BCC, Liquor Licensing, QPS, QT, QR, VAMP, Dept Health, Property Owners representatives

Present:

Apologies:

Note: no minutes recorded of previous meetings as requested

Aim & Objective of Meetings: Bring all State, Council and local committees & organisations in the Entertainment Industry together to share information & formulate a sustainable management plan for the Valley Entertainment Precinct

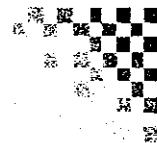
<u>Action</u>	<u>By Whom</u>
A. Address to VEMP committee re QR Brunswick St Railway Station upgrade program	Chris Gardiner QR State Rail update – email provided
B.1 BCC Traffic and Transport to provide update on permanent variable message signage ie 16 units including speed limit, location, design, install dates B.2 Update on install of street barricades	BCC Traffic and Transport Vic Nash
C1. Impact of Valley Vision Plan - Urban Renewal BCC on Valley Entertainment Precinct	Urban Renewal
C2. Pedestrian Access Plan - Valley Vision	Urban Renewal
D1.. Status on upgrade of Brunswick St Mall Status of Pedestrian Counters Brunswick St Mall	John Dwyer BCC
D2.. Additional research for the cost benefit analysis of the VEMP including impact on night v day economy + Valley Local Plan – cost estimate \$33,000 incl to be administered by V Chamber	Awaiting BCC approval to proceed . Two research companies to quote
E 1: Valley Chamber GREEN CLEAN & SAFE STRATEGIC INITIATIVES Requires policy decisions from BCC and State Government departments and Valley Property owner and business owners participation Funding Refer attached document or link through www.valleychamber.com.au E2 GREEN – environmental projects, eg lighting, building ratings, WEMP – policy meeting needed Valley Property Owners publication Valley Green Clean and Safe. E3 CLEAN - Upgrade cleaning equipment – public face of the Valley – meeting to be called with BCC Policy to address options and budget consideration E4 SAFE – QPS initiatives and response to Green Clean & Safe QR /QT/Translink initiatives BCC Traffic policy overview	Louis Bickle /Carol Gordon BCC representative /Carol Gordon Carol Gordon/Charles Apostolos John Dwyer/Carol Gordon Inspector Brent Carter TBA
BCC Safety initiatives E5. Need for Strategic Transport and Traffic Plan for whole of Valley Entertainment Precinct	Vic Nash BCC Andrew DeZilva Valley Chamber request

<p>F1. BCC Valley Safety Audits results 8 November audit and date for next audit F2. BCC – Traffic - update on 40klm signs F3. BCC – Traffic – update on street barricades F4. Taxi services update including issuing of 300 peak hour taxi licenses, and QT status report on taxis rank</p>	<p>Andrew DeZilva BCC Vic Nash BCC Vic Nash BCC Peter Bradley QT</p>
<p>G1: Liquor Licensing – report on incidents, licensee meeting and any changes to regularisation. G2: Response to Green Clean and Safe initiatives G3. Liquor Licensing to table an update list of licensees and indicate if possible number of licensee pending G4 supply if possible full list of licensed venues including cafes and restaurants in 4006 postcode and/or Valley Entertainment Precinct</p>	<p>Liquor Licensing representative to report on result of meeting</p>
<p>H. Marketing of Valley Entertainment Precinct –Dublin model Proposal to incorporate day and night economy and whole of entertainment precinct RNA showgrounds, arts, restaurants & cafes, events, movies, markets <i>To incorporate Green Clean and Safe and operational objectives</i> <i>Strategic paper required by Chamber to incorporate marketing plan and funding option and key stakeholder groups</i></p>	<p>Valley Chamber Refer Green Clean and Safe written presentation at back of powerpoint presentation.</p>
<p>Valley Chamber update Board of Directors, subcommittees Roles and responsibilities regarding the growth of the Valley Entertainment Precinct</p>	<p>www.valleychamber.com.au www.thevalleybrief.com.au</p>
<p>Translink – infrastructure report on future of transport in the Valley including infrastructure plans for rail and connection to bus</p>	<p>Request Translink representative give update</p>
<p>General Business</p>	
<p>Next Meeting: Date to be confirmed at meeting Meeting closed:</p>	



QUEENSLAND POLICE SERVICE

BRISBANE CENTRAL DISTRICT
SUPERINTENDENT'S OFFICE
3RD FLOOR, 46 CHARLOTTE STREET, BRISBANE QLD 4000
GPO BOX 1440, BRISBANE QLD 4001
TELEPHONE (07) 3258 2426 FACSIMILE (07) 3258 2450



Our Ref: 09/8391

24 August 2009

Les Pullos
Chairperson
Valley Liquor Accord
c/- Valley Chamber of Commerce Incorporated
PO Box 606
Fortitude Valley QLD

Les
Dear Mr Pullos

RE: Your request for statistics

I refer to your recent request for information concerning incidents involving glass that have occurred in the Fortitude Valley Entertainment Precinct. I trust that this information will assist your Liquor Accord to continue its positive approach in developing appropriate preventative measures in the future.

The Queensland Police Service broadly defines a 'glassing' incident as an assault in which an offender has used an item of glass or glassware in the commission of an offence of this nature. Such a broad definition means that the injuries suffered by complainants in the course of these types of offences can theoretically range from no visible injury being received to 'grievous bodily harm' or death occurring.

This broad range of victim injuries is reflected in the supplied statistics.

Relevant statistics provided in the attached schedule relate to calendar years for 2007 and 2008 reported in the Fortitude Valley Police Division.

You will note from the statistics provided that this type of offence, although extremely serious in nature, accounts for only a small percentage of the overall level of reported assaults in the Fortitude Valley Police Division.

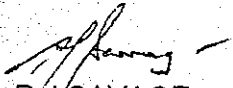
The Brisbane Central District Liquor Enforcement Unit continues to monitor these offence types very closely and is examining several options to effectively address them.

I would like to take the opportunity of recognising the positive contribution that the Fortitude Valley Liquor Accord is making to enhance the level of personal safety in and around the entertainment precinct.

I look forward to continuing to work closely with the members of the Accord in the future.

I trust this information will be of some assistance to you.

Yours sincerely



P J SAVAGE APM
SUPERINTENDENT
DISTRICT OFFICER
BRISBANE CENTRAL DISTRICT

Reported Offences by Glass Weapon Involvement, Fortitude Valley, 2007 and 2008

Offence	2007	2008
Assault	6	9
Grievous Assault	2	5
Serious Assault	2	4
Serious Assault (Other)	1	0
Common Assault	1	0
Robbery	1	1
Armed Robbery	1	1
Offences Against the Person	7	10

(1) These figures are preliminary and may be subject to change and must not be provided to any other person or agency without appropriate authority.

YOUR INVITATION TO RAPID RESPONSE TEAM MEETING

Friday 13 March 2009 12noon – 2pm
City Care 170 Alfred Street Valley

The main purpose of the meeting is to:

- (1) seek a rapid response team approach to the issues discussed at the Taskforce Meeting held on 4 March at the Valley Chamber of Commerce office (refer to their Terms of Reference below);
- (2) identify how community agencies can deliver their services more effectively and contribute to a safer/cleaner street environment; and
- (3) produce a time frame for delivery of Rapid Response and 'benchmarks' to assess effectiveness.

Note: Any Action Plan is to be formulated in consultation with residents, community, business and government sectors.

**PLEASE RSVP: by Wednesday, 11 March to Carol Gordon, Valley Chamber of Commerce
at: carolg101@optusnet.com.au**

Terms of reference of Brunswick Street West Precinct Safety Taskforce:

The Brunswick Street West Safety Taskforce has been established as a sub-committee of the Valley Chamber of Commerce Valley Safety Group to carry out the following tasks:

- to investigate and report back on the specific nature and causes of the problem of safety in the area west of Wickham Street, generally bounded by Wickham, Constance, St Pauls Terrace, Barry Parade and Gipps Street;
- to consult with relevant stakeholders in relation to the problem and potential responses; and
- to report back to the Valley Safety Group on prospective actions which could be taken to provide a great degree of safety and security for both members of the general public and for people with high social needs who frequent this area.