

**In what ways do police contribute to the
prevention & management of alcohol-
related problems in NSW? An overview.**

NDARC Technical Report No. 123

**In what ways do police contribute to the prevention &
management of alcohol-related problems in NSW?**

An overview.

NDARC Technical Report No. 123

Catherine Spooner

CJ Spooner: Planning, Research & Evaluation /

National Drug and Alcohol Research Centre

Mark McPherson

Drug Programs Coordination Team, NSW Police Service

Commissioned by the NSW Police Service

November 2001

ISBN: 07334 17957

Order forms for this report can be obtained from

<http://www.med.unsw.edu.au/ndarc/publications/TechnicalReportsindex.htm>

Contents

EXECUTIVE SUMMARY	6
RECOMMENDATIONS	8
ACKNOWLEDGEMENTS	9
INTRODUCTION.....	11
BACKGROUND.....	11
<i>Prevalence of alcohol use.....</i>	<i>11</i>
<i>Alcohol-related harm.....</i>	<i>11</i>
<i>Alcohol-related crime and disturbance.....</i>	<i>14</i>
OUTSIDE SYDNEY METROPOLITAN.....	16
SYDNEY METROPOLITAN.....	16
<i>Police role in the National Drug Strategy.....</i>	<i>18</i>
<i>Police image.....</i>	<i>18</i>
<i>Summary.....</i>	<i>19</i>
AIM.....	19
METHOD	20
RESEARCH QUESTIONS.....	20
APPROACH.....	20
SOURCES OF INFORMATION.....	21
LIMITATIONS.....	22
A. POLICING ENVIRONMENT	23
RESEARCH ENVIRONMENT: MODELS AND STRATEGIES FOR POLICING	23
PREVENTION MODELS.....	23
<i>Crime prevention.....</i>	<i>23</i>
<i>Health promotion</i>	<i>26</i>
<i>Comment.....</i>	<i>28</i>
POLICING MODELS.....	28
POLICING METHODS: WHAT WORKS.....	31
CONCLUSION.....	31
LOCAL ENVIRONMENT: POLICE POLICIES AND STRUCTURES	32
NATIONAL DIRECTIONS.....	32

NSW POLICE SERVICE OBJECTIVES.....	33
EXAMPLES OF SECTIONS WITHIN THE NSW POLICE THAT ADDRESS ALCOHOL-RELATED PROBLEMS...	34
<i>Local Area Commands</i>	34
<i>Crime Agencies: Organised Crime (Firearms, Gaming and Liquor)</i>	36
<i>Court and Legal Services: Licensing Prosecution</i>	37
<i>Summary and comment</i>	39
B: ISSUES & RESPONSES	40
LICENSED PREMISES	40
RATIONALE FOR FOCUSING ON LICENSED PREMISES	40
RISK FACTORS AND PREVENTION AT LICENSED PREMISES	40
EXISTING CONTROLS ON LICENSED PREMISES.....	41
<i>Regulatory/enforcement agencies</i>	41
<i>Legislation: The Liquor Act and Registered Clubs Act</i>	43
<i>Liquor licences</i>	44
<i>Codes of practice</i>	45
<i>Summary</i>	46
PROACTIVE STRATEGIES.....	47
<i>Liquor Consultative Committees, Alcohol Impact Committees and Accords</i>	47
<i>Managing special events</i>	50
<i>Police role in licence applications</i>	51
<i>Monitoring licensed premises</i>	51
<i>Summary and comment</i>	53
RESPONSIVE ACTIVITIES.....	53
<i>Responding to suspicion of breaches of the Act</i>	53
<i>Quiet & good order complaints</i>	53
<i>Temporary closure of a licensed premise</i>	54
<i>Complaint against a licensee</i>	55
<i>General policing</i>	55
SUMMARY AND COMMENT.....	56
DRINK-DRIVING.....	56
PUBLIC DRINKING AND INTOXICATION.....	57
CARE OF INTOXICATED PERSONS.....	57
<i>Legislation</i>	57
<i>Police activity</i>	59
ALCOHOL-FREE ZONES.....	60
<i>Legislation</i>	60
<i>Police activity</i>	60

SUMMARY AND COMMENT.....	60
UNDER-AGED DRINKING	61
<i>Police powers: How do they differ for young people relative to adults?</i>	62
<i>Minor in possession of alcohol</i>	63
<i>Minors drinking in public spaces</i>	63
<i>False identification</i>	64
SUMMARY AND COMMENT.....	65
EDUCATION	65
COMMUNITY AWARENESS ACTIVITIES	65
SCHOOL AND OTHER DRUG EDUCATION.....	66
POPULATIONS	68
RURAL, SUBURBAN AND URBAN POPULATIONS.....	68
ABORIGINAL PEOPLE.....	68
EXAMPLES OF COLLABORATIVE AND INNOVATIVE PROJECTS	71
<i>Drink Link, Wagga Wagga</i>	72
<i>Choose Don't Lose campaign</i>	74
<i>Operation Drinksafe</i>	78
BARRIERS AND OPPORTUNITIES	80
BARRIERS TO BEST PRACTICE.....	80
OPPORTUNITIES AND SUPPORT FOR BEST PRACTICE.....	81
<i>New Licensing Council</i>	81
<i>Police preference for prevention</i>	82
<i>Demonstration projects in proactive policing</i>	82
<i>New crime management models</i>	82
<i>Community support</i>	82
CONCLUSIONS.....	83
RECOMMENDATIONS	84
APPENDIX 1: POLICE POSITIONS WITHIN A LOCAL AREA COMMAND.....	86
APPENDIX 2: REGULATORY/ENFORCEMENT AGENCIES	88
APPENDIX 3: POLICE AND COMMUNITY YOUTH CLUBS (PCYCS)	91
REFERENCES	92

Executive summary

Introduction

The aim of this report is to increase understanding of the role of police in the prevention and management of alcohol-related problems. It is a brief overview of the range of strategies that the NSW Police Service employs in order to help prevent and manage alcohol-related problems, particularly crime and public disorder, and not a comprehensive audit or review. The need for the report is based on the high prevalence of these problems, the significant range of strategies that the NSW Police Service implements to address these problems, and the lack of documented recognition that the Police Service receives for implementing these strategies.

Method

Information for this report was obtained by a review of research literature and other documents, a search of relevant websites, and interviews with police key informants^a and others with knowledge of the report topic.

A: The environment

Research environment: Models and strategies for policing:

The literature relating to crime prevention, health promotion, and policing strategies was reviewed. It was noted that policing is no longer just reactive and reliant upon deterrent approaches. Crime prevention and health promotion strategies are increasingly being used, policing is more intelligence-driven, collaborative, and proactive.

Local environment: Police policies and structures:

National and state directions and objectives for police were reviewed. It was noted that there was increased emphasis on collaboration, professionalism, public relations, intelligence-led policing, and on the community's sense of safety. Some relevant NSW police structures, units and positions were described. It was noted that (1) an increased variety of police positions with a proactive role has added to the police

^a The term 'key informant' is research terminology for a person with knowledge of an area of interest to a research study, who provides information to the research project. 'Police key informants' were key informants from the Police Service. This is not the same as 'police informants', people who provide information to police in relation to police matters.

capacity to work in a proactive manner; and (2) various specialist units and positions relating to liquor licensing provide expertise in this area.

B: Issues and responses

The role of police in four alcohol-related problem areas was investigated: licensed premises, drink driving, public drinking and intoxication, and under-age drinking. For each issue, the nature of the problem, relevant legislation and other infrastructure relating to the problem, and police responses are described. A brief description of police involvement in alcohol education is presented, as this strategy relates to the four alcohol problem areas investigated.

Finally, a selection of case studies is presented. These case studies demonstrate a range of solutions to local problems and demonstrate the variety of collaborative work being undertaken with a range of partners. It is noted that few such projects have been documented, evaluated and disseminated and those chosen are provided to demonstrate the variety of strategies rather than an attempt to document all the strategies and projects being implemented.

Discussion

Although it is not well documented, the NSW Police Service has a range of strategies in place to address alcohol-related problems. Some operate on a statewide basis; others are locally based. These strategies are implemented by a variety of police positions, some of which are devoted solely to addressing alcohol-related problems (eg Licensing Officers) while others cover a broader range of issues (eg Youth Liaison Officers). Police use both reactive and proactive strategies and often work collaboratively with other agencies. They are involved in enforcement of the law for major and organised crime as well as what may seem minor breaches of the law.

Barriers to best practice, identified by the study, include issues relating to training, keeping up to date with current issues, shift work, competing priorities, community expectations, and the reactive nature of policing. With limited resources, priority often needs to be given to reacting to problems such as assaults rather than implementing strategies to prevent them.

Opportunities for better practice include a newly formed Licensing Council, a preference by police for the prevention of problems before they arise, existing

successes in proactive policing, new policing directions, and community support for initiatives directed towards problem drinkers and trouble spots. It is concluded that it is likely that police are doing more in the area of alcohol-problem prevention and management than many outside (and inside) the NSW Police Service might realise, and that there appears to have been an increase in intelligence-driven, collaborative, proactive strategies. There appears to be potential for a continued shift from reactive to proactive strategies. This requires workforce development such as policies that promote police involvement in alcohol harm reduction, training of new and existing police in the relevant legislation, health promotion / crime prevention methods, keeping police up to date with legislative changes and new ideas for preventing and managing alcohol problems in their specific Local Area Commands, and support for innovation.

Recommendations

As a result of the investigations for this report, some recommendations are made. They are provided in full in the body of the report and summarised below.

1. Recording of existing practice through an audit of police activity in the prevention and management of alcohol problems is required.
2. From this audit and from the research literature and other evidence, good practice should be identified and disseminated.
3. There should be further development and implementation of a workforce development program.
4. There is a need for some demonstration projects with rigorous evaluation and dissemination of findings.
5. Further research could be conducted into the role of police in the prevention and management of alcohol problems among particular cultural groups.
6. Increased collaboration with other agencies offers opportunities to increase effectiveness and efficiency.

Acknowledgements

The authors would like to thank the individuals listed below from within, and external to, NSW Police for their generous contributions to this report.

From within NSW Police:

Name	Title/rank	Position at time of consultation	Location
Bill Barker	Senior Constable	Officer in Charge - Licensing	Albury Local Area Command
Eric Grimmond	Detective Inspector	Manager (Gaming and Liquor), Organised Crime	Crime Agencies, Strawberry Hills
Garry Bowden	Sergeant	Officer in Charge – Licensing	Wagga Wagga, Local Area Command
Dion Boehm	A/Sergeant	Youth and Community Liaison	Rose Bay Local Area Command
Peter Brooks	Inspector	Duty Officer	Kings Cross Local Area Command
Garner Clancey	Mr	Senior Policy Officer, Youth and Child Protection Team, Policy and Programs Unit	Organisational Policy and Development Directorate, Headquarters
Mark Cotter	Sergeant	Community Safety Officer	Rose Bay Local Area Command
Brett Gorman	Sergeant	Licensing Prosecutor	Court and Legal Services, Strawberry Hills
Tony Jenkins	Mr	Senior Policy Officer, Community Safety / Motor Vehicle Theft, Policy and Programs Unit	Organisational Policy and Development Directorate, Headquarters
Tanya McGrane	Ms	Policy Officer – Alcohol, Drug Programs Coordination Team, Policy and Programs Unit	Organisational Policy and Development Directorate, Headquarters
Keith Meredith	Sergeant	Supervisor, Licensing Section.	City Central Local Area Command

Name	Title/rank	Position at time of consultation	Location
Gene Oregan	Senior Constable	Supervisor, Licensing Section.	City Central Local Area Command
Karen Monk	Senior Constable	Supervisor, Licensing Section.	City Central
Craig Sheridan	Sergeant	Officer in Charge – Licensing	The Rocks Local Area Command

External to NSW Police:

Mr Greg Ariell, Manager, Professional Development, Alcohol Advisory Council of New Zealand

Professor David Dixon, Associate Dean (Research), School of Law, University of NSW

Mr Neil Donnelly, Research Fellow, NSW Bureau of Crime Statistics and Research, NSW Attorney General's Department

Mr Bruce Flaherty, Principal Policy Officer, Crime Prevention Unit, NSW Attorney General's Department

Professor Wayne Hall, Executive Director, National Drug & Alcohol Research Centre, University of NSW

Professor Ross Homel, Professor, School of Criminology and Criminal Justice; Deputy Director, Key Centre for Ethics, Law, Justice and Governance, Griffith University

Mr Richard Midford, Senior Research Fellow, National Drug Research Institute, Curtin University

Professor Tim Stockwell, Director, National Drug Research Institute, Curtin University

Mr Steve Vaughan, Senior Law Enforcement Policy Officer, National Drug Strategy Unit, Commonwealth Department of Health and Aged Care, Canberra.

Introduction

Background

This report is concerned with the contribution of NSW police to the prevention and management of alcohol-related problems. The concern with this issue is based upon the high prevalence of alcohol use and associated problems, including crime, the significant role of police in addressing these problems, and the lack of recognition of that role. These points are discussed below.

Prevalence of alcohol use

Alcohol is the most commonly used psychoactive drug in the general population of Australia.(1) Over 80% of adult Australians participating in the 1998 National Drug

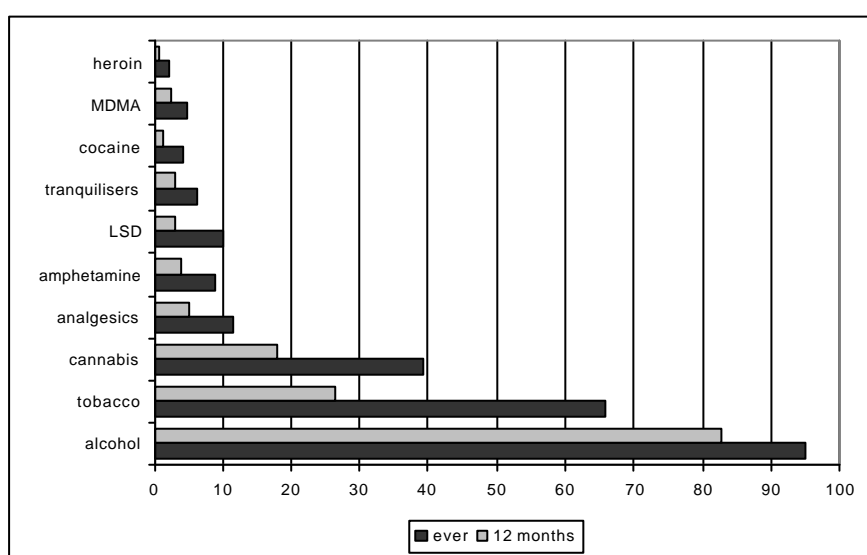


Figure 1: Prevalence of use of drugs, ever and in past year, Australia, 1998

been used by less than 20% of the population in the previous 12 months. Rates of use of other illicit drugs were much lower again: less than 5% in the previous 12 months. Thus, it is alcohol rather than illicit drugs that most Australians use.

Alcohol-related harm

Alcohol has been associated with a significant amount of harm among the general population, particularly relative to illicit drugs. The extent of drug caused morbidity

Strategy
household
survey reported
that they had
drunk alcohol
in the previous
12 months
(Figure 1). (1)
In comparison,
the most
commonly used
illicit drug,
cannabis, had

and mortality in Australia has been calculated a number of times by different researchers, each using slightly different aetiological fractions. (2-4) A consistent pattern across these analyses was that alcohol was responsible for substantially more deaths, years of life lost, and hospitalisation than all illicit drugs combined. Data from the most recent calculations by the Australian Institute of Health and Welfare are presented in Table 1.

Table 1 Estimated deaths & person-years of life lost before age 70 (1998) and hospital separations & hospital bed days (1997-98) caused by hazardous and harmful alcohol consumption and illicit drug use in Australia

Drug	Deaths	PYLL	Hospital separations	Bed days
Alcohol	3,271	54,087	71,422	500,925
Illicit drugs	1,023	23,375	14,471	95,182

Source: Ridolfo, B. and C. Stevenson, The quantification of drug-caused mortality and morbidity in Australia, 1998 (Drug Statistics Series no. 7) AIHW cat. no. PHE 29. 2001, Canberra: Australian Institute of Health and Welfare. 2. The protective effects of moderate alcohol use have not been included in these figures.

Alcohol-related harms can be related to a single occasion of use, or a pattern of long-term use. They can relate to the individual user, to people in the immediate environment of use, and to society as a whole. Table 2, based upon Rehm and Fischer's model of alcohol-related harms, outlines this range of harms. (5)

Table 2 Conceptual scheme of harm levels from alcohol for single-occasion and long-term use

Types of harm	Single-occasion use	Long-term use
Physiological	Fatal and nonfatal overdose	Mortality (eg liver cirrhosis) Morbidity (eg gastritis, pancreatitis)
Psychological and mental	Changed consciousness and control (hangover, suicide) injury to drinker	Dependence, depression
Immediate personal and social environment (behavioural aspect)	Severe family and workplace disruption, injury to others, violence	Disruption of social and economic relations
Wider social and cultural level (determined by societal reaction)	Criminal and informal sanctions	Stigmatisation; coercion to change; treatment; criminalisation of alcohol-related behaviour

Source: Based upon Rehm, J. and B. Fischer, Measuring harm: Implications for alcohol epidemiology, in *Alcohol: Minimising the harm*, M. Plant, E. Single, and T. Stockwell, Editors. 1997, Free Association Books: London. p. 248-61.

Alcohol abuse is also costly to the community, with indirect costs including lost production due to sickness and premature death, reduced work efficiency, and excess unemployment; and direct costs including hospital care, insurance compensation payments, police, and the justice system. (6)

Alcohol-related problems are not evenly distributed throughout the population. For example, the prevalence of alcohol abuse or dependence (as defined in the Diagnostic and statistical manual of mental disorders (7)) is higher among males than females; among young people aged 18-24 than older people; among those who have never been married, or who were separated or divorced than those who are married or in a de facto relationship; and among the unemployed. (8) Alcohol-related problems and issues among young people, Aboriginal Australian communities, and rural populations are discussed later in this report. The pattern of distribution of problems has implications for police as different approaches to preventing and managing alcohol-related problems are likely to be required for different groups.

Alcohol-related crime and disturbance

The alcohol-related harm of greatest concern to police is alcohol-related crime and disturbance. The Ministerial Council on Drug Strategy has described alcohol as the drug that presents the most serious threat to public safety. (9) Descriptions of the nature and extent of alcohol-related crime, studies of incidents, perpetrators, and victims are presented below.

Incidents

Despite significant under-reporting of alcohol-related crime, (10) alcohol has been associated with a substantial proportion of offences that are attended by police. While reliable and comprehensive data on alcohol-related crime is not available, some indication of the relationship is available from research studies and statistical collections such as the NSW Police Service's Computerised Operational Policing System (COPS). Police statistics are not an accurate measure of alcohol-related crime as they are susceptible to the following factors:

- The level at which offences are detected or reported. This is likely to systematically vary between offences, with some offences being more likely to be reported/detected than others. For example, murder is more likely to be reported/detected than minor assaults.
- The ability of the police officer to ascertain whether alcohol had a bearing on the incident. For example, in the case of a robbery, the offender is often not seen so any relationship to alcohol use cannot be ascertained.
- The willingness of police to record associated factors. It is not obligatory for police to record associated factors. In 1999, 29% of incidents had no associated factor recorded. (11) This could have been because there was no associated factor, or because the police officer did not have the time, motivation or sufficient knowledge to record an associated factor.

Given these caveats, data from COPS gives some indication of alcohol-related incidents attended by the police. Briscoe and Donnelly analysed data from the NSW Police Service's Computerised Operational Policing System (COPS) for the period of July 1999 to June 2000. (12) They focussed upon three types of offence that a) had a relatively high frequency of occurrence, and b) had previously been established as

associated with alcohol. (13) These offence types, and the percentage of those offences flagged by the police as alcohol-related, were assault (23%), offensive behaviour (58%), and malicious damage to property (6%). As noted by Briscoe and Donnelly, the low percentage of malicious damage offences attributed to alcohol was not surprising, given that most such incidents would have been reported some time after the event. The types of assault most often attributed to alcohol were assault on an officer (47%), assault causing grievous bodily harm (34%), and assault occasioning actual bodily harm (31%).

Briscoe and Donnelly calculated the number of assaults per 100,000 population in each local government area (LGA) in NSW and the percentage of those assaults flagged by police as alcohol related (Table 3). Substantial differences by LGA were identified. In the rural areas, the highest rates of assault were reported for Central Darling, Bourke, Brewarrina and Walgett, and alcohol was attributed to a large percentage of those assaults. In the Sydney metropolitan area, Sydney LGA had a substantially higher assault rate and a higher flagging of alcohol as a factor than other metropolitan LGAs. This result is likely to be related to the high density of licensed premises in the city, and the large number of people from the suburbs who travel to the city to drink.

Research studies can provide more reliable data collection than routine monitoring systems. However, they are generally limited, for example, to a particular time, location, offence type, and/or population group. A study of six metropolitan patrols by Ireland and Tommeny found that 60% of street offences (assault, domestic violence, offensive behaviour and language, malicious damage, drink driving and noise complaints) that came to the attention of the police in the study involved alcohol. (14)

A survey of 450 South Australian police found that, on average, police estimated they spent 70% of their time on drug-related incidents, and that 80% of those incidents were alcohol related. (15) That is, police estimated that over 50% of their time was spent on alcohol-related incidents. (15)

Table 3 Top four NSW LGAs ranked on assault rates Jul 1999-June 2000, outside Sydney metropolitan and within Sydney metropolitan

LGA	Assault rate per 100,000 population (NSW mean=940)	% flagged as alcohol-related (NSW mean = 23)
Outside Sydney metropolitan		
Central Darling	11,339	63
Bourke	7,768	30
Brewarrina	7,510	53
Walgett	5,965	46
Sydney metropolitan		
Sydney	7,782	27
South Sydney	2,671	23
Campbelltown	1,419	13
Blacktown	1,368	14

In sum, alcohol has been demonstrated to be associated with a wide range of incidents attended by police. This suggests that it is responsible for a considerable investment of police time. While the extent of the association is not accurately recorded, it appears that the degree of association between alcohol and offending varies with the offence and the extent of alcohol-related offending can vary across locations.

Perpetrators

The most recent National Household Survey conducted by the National Drug Strategy asked respondents whether they had engaged in a number of activities while under the influence of alcohol in the previous 12 months. From this study, nearly one quarter of the population aged over 14 years reported that they had committed one of the alcohol-related offences in the survey. (16) These offences were driving a motor vehicle (18%), verbally abusing a person (10%), physically abusing a person (2%), causing damage to property (3%), stealing property (3%), and creating a public disturbance or nuisance (5%). (17) It is likely that there was some under-reporting of activities, given the socially undesirable nature of the offences. Perpetrators of alcohol-related crime were most likely to be young and male, and there were some rural/urban differences. (18) Further, a small core of perpetrators was responsible for

the bulk of the offences. For example, in rural areas, 6% of young males were responsible for perpetrating about half of the offences measured. (18)

A study of offenders in custody found that crimes that attracted custodial sentences were often perpetrated while the offender was intoxicated. (19) Kevin reported that 71% of males and 79% of females in prison reported that they were intoxicated at the time of the serious offence for which they were imprisoned. Inmates imprisoned for assault in New South Wales reported that alcohol was related to the violence in the majority of cases. (20) Research by the Australian Institute of Criminology has shown that alcohol has been an important factor in homicide, with 34% of all offenders and 31% of all victims being under the influence of alcohol at the time of the incident. (21, 22)

In sum, a significant minority of the general population have reported perpetrating alcohol-related offences and a majority of offenders in prison report that they were intoxicated while committing their most serious offence.

Victims

Tai, Saunders and Celermajor have provided an overview of 'collateral' damage from alcohol. (23) That is, the deleterious effects of alcohol consumption on others, apart from the drinker. This includes alcohol-related violence, road accidents, family problems, adverse pregnancy outcomes and financial burdens incurred by society. For example, alcohol has been implicated in one third of sexual assaults reported to police in Victoria, (24) one quarter of the people killed in road fatalities in NSW in 1995 died in alcohol-related accidents (this included 37 passengers and pedestrians), and 298 non-drivers were seriously injured. (25)

Data from the National Drug Strategy Household Survey indicated that, in 1998, Australians were twice as likely to be victims of alcohol-related incidents relative to other-drug-related incidents. (26) Specific alcohol-related harms reported by the sample were verbal abuse (32%), being put in fear (14%), property damage (9%), and physical abuse (7%).

In sum, alcohol-related offending and disorder are significant problems in Australian society, affecting a significant proportion of the community and taking up a considerable amount of police time and other resources.

Police role in the National Drug Strategy

Since the launch of the National Campaign Against Drug Abuse in 1985, there has been increased collaboration between the police and the health sector in addressing drug and alcohol problems. (27, 28) The police are signatories to, and key players in, the National Drug Strategy, (29) which incorporates the policy of harm minimisation. Harm minimisation, as defined by the Commonwealth government:

‘aims to improve health, social and economic outcomes for both the community and the individual and encompasses a wide range of approaches, including

- supply-reduction strategies designed to disrupt the production and supply of illicit drugs;
- demand-reduction strategies designed to prevent the uptake of harmful drug use, including abstinence-oriented strategies to reduce drug use;
- a range of targeted harm-reduction strategies designed to reduce drug-related harm for individuals and communities....’ (p. 15-16) (29)

There is some indication, however, of a gap between policy and practice. For example, research has identified that police in Australia tend to lack an understanding of harm minimisation and do not always accept harm minimisation as a legitimate police role. (30)

The role might also be considered to be primarily relating to illegal drugs. It is noted that most references to the police in the *National Drug Strategic Framework 1998-99 to 2002-03* focus upon their role with regard to illicit drugs rather than alcohol. (29) Yet, as discussed below, police are involved in supply reduction (e.g. enforcement of liquor licence conditions), demand reduction (e.g. drink-driving education) and harm reduction (e.g. random breath testing).

In sum, it is government policy for police to have a role in the prevention and management of alcohol problems. However, the conceptualisation of that role appears to vary between and within those involved in law enforcement policy and practice.

Police image

The image of police in Australia, and their relationship with their community, has not been totally positive. (31) High-profile events, such as police shootings (32, 33) and

the identification of police corruption, (34, 35) have damaged the reputation of police. In the context of drug and alcohol issues, the image of police among many in the health sector is often particularly negative. Much of the criticism has been in relation to police involvement in illicit drug control. For example, Maher has documented negative outcomes from police activity in relation to heroin users in Cabramatta. (36) The criticisms have led to a view that police activities in relation to alcohol and other drugs often have detrimental public health outcomes. This negative image of police could be a barrier to the health sector working with police in the prevention of alcohol problems. It could also affect police morale and confidence, thus forming another barrier to police involvement in alcohol problem prevention.

Summary

There is a high prevalence of alcohol use and associated problems in the community, police have a charter to be involved in minimising the harm associated with alcohol use, particularly harms affecting other members of the community, and a substantial amount of police time is currently spent addressing alcohol-related incidents.

Aim

The Drug Programs Coordination Team of the NSW Police Service provides advice and support to the Service in relation to alcohol and other drugs. The hypothesis of the Drug Programs Coordination Team, in commissioning this report, was that the police have a valuable role in preventing and managing alcohol-related problems that has been neither well documented nor well understood. The aim of this report is to increase understanding of the role of police in the prevention and management of alcohol-related problems. Two major objectives were acted upon to achieve the aim:

1. Document the range of current police practice in the prevention and management of alcohol-related problems (but not, at this stage, attempt to audit and comment upon all the projects in which police are involved).
2. Provide recommendations to the Drug Programs Coordination Team on further research or other activities that could contribute to improving the role of police in the prevention and management of alcohol-related problems.

It was anticipated that achievement of these objectives would, in combination with other activities of the Police Service, contribute to an increase in the effectiveness of

police activity in the prevention and management of alcohol problems. It is anticipated that this report will be of interest to people with a variety of backgrounds, primarily from the law enforcement and health sectors.

Method

Research Questions

To achieve the above objectives, this study has sought to address the following questions:

1. What are the academic and policy influences on police practice?
2. What does the literature suggest police could do to prevent and manage alcohol-related problems?
3. What types of activities are police currently undertaking to prevent and manage alcohol-related problems in NSW?
4. Given the answers to the above questions, what recommendations can be made to the Drug Programs Coordination Team to assist it in planning its future activities?

Approach

The following principles were adopted in the planning, implementation, and documentation of this investigation.

- Multiple sources of information were used. It was recognised that a significant amount of information is not documented, so key informant information was incorporated (described below).
- The collection, analysis and reporting of information needed to be as objective as possible, incorporating positive as well as negative aspects of police activity. To be credible to those with a negative view of police, the report needed to present both sides of 'the argument'.
- All aspects of police activity, including day-to-day policing and involvement in special projects were to be included.

Sources of information

Key informants

A range of people involved directly or indirectly in law enforcement was interviewed (see Acknowledgements). Two types of key informants were identified: police key informants and non-police key informants. The police key informants were people involved in licensing, crime prevention, youth liaison, general duties, licensing prosecution, policy and research.^b They were selected and asked to contribute because of their expertise and experience in the area of alcohol. All of the police key informants who were asked to be interviewed agreed to participate. The interviews aimed to collect information based upon the police key informants' experience and knowledge of:

1. what police are currently doing to prevent or manage alcohol-related problems
2. the more effective activities and strategies
3. the less effective or counterproductive activities and strategies
4. barriers to good practice
5. recommendations for the future.

The non-police key informants with expertise from an academic, or non-operational background, were interviewed or asked to comment upon drafts of this report (see Acknowledgements). Nine out of 14 non-police key informants asked to give comment did so. Non-response was mainly due to lack of time to review the report.

Published literature and unpublished documents

Written information was obtained from:

- The 1998-99 NSW Police Service Annual report (37)
- Training manuals for the Management of Alcohol-Related Crime (MARC) course run by NSW Police (38) and the responsible service of alcohol (39)

^b The term 'key informant' is research terminology for a person with knowledge of an area of interest to a research study, who provides information to the research project. 'Police key informants' were key informants from the Police Service. This is not the same as 'police informants', people who provide information to police in relation to police matters.

- Other police documents, as provided by key informants
- Academic literature databases (for example, OVID, CINCH, Web of Science)
- NDARC specialist library
- Internet sites (for example, Australian Institute of Criminology, Department of Gaming and Racing, NSW Police Service)

Limitations

This investigation is limited by a number of factors. In particular:

- Limited time frame (33 days): Further information might have been obtained by a more thorough search of published literature, a greater number and range of key informant interviews, and other data collection methods such as focus groups, surveys, and observational studies. However, the study was not intended to be an exhaustive study of the topic. Rather, it represents a first step in identifying what is happening and what needs to happen next.
- Quality of information: This report includes information from a small number of key informants, web pages, and police reports. Gaps and inconsistencies in the information collected were identified throughout the project. Information from key informants, for example, could have been biased (for example, police might have wanted to present a good image for police) or ill informed. Triangulation (the use of multiple sources of information) is likely to have addressed this issue to some extent. As an observation, police key informants appeared surprisingly frank and self-critical during the consultations. There appeared to be more motivation to raise issues in the hope that they might be addressed, than motivation to present a positive image. Given the small number of key informants, readers are advised to not accept key informant comments as definitive. Rather, the comments should be regarded as suggestive of issues that might be further investigated in future.

A. Policing Environment

Research environment: Models and strategies for policing

This section contains a review of literature and some commentary on models and strategies that have, or can, influence policing and their role in the prevention and management of alcohol problems. Crime prevention is pertinent for the police role in preventing alcohol-related crime. Health promotion is relevant, given the health benefits of preventing alcohol problems. Policing models provide the strategic framework within which police operate. This literature provides a framework for consideration of what police do, and what police could do.

Prevention models

Crime prevention

The activities of police in the prevention and management of alcohol-related crime and public nuisance are a form of crime prevention. Approaches to crime prevention have been divided into four groups, following distinctions made by Farrington. (40, 41) These are criminal justice, situational, community (or social), and developmental approaches and are briefly described below.

a. Criminal justice approach

“The criminal justice approach refers to traditional deterrence, incapacitation and rehabilitation strategies operated by law enforcement and the criminal justice system. These steps involve the issuing of cautions or fines, making arrests, sentencing of various kinds, and incarceration. Innovative policing strategies that increase the perceived likelihood of apprehension if one offends, such as random breath testing, are particularly important in creating a general deterrent effect. (42) Deterrence strategies can also be mixed with non punitive measures by non police government agencies to create systems of ‘responsive regulation’ based on both punishment and persuasion. (43)” (p. 7) (40)

Of the four approaches, police have traditionally emphasised criminal justice approaches such as arrest, cautions, and fines. The deterrence approach is a significant component of criminal justice approaches to crime prevention, so warrants some

additional discussion. National Crime Prevention describe the limited success of the deterrence approach:

“Scientific research conducted over many decades strongly suggests that criminal justice approaches that emphasise increased police numbers and punishment must in most cases fail to effect significant reductions in crime. They will be enormously costly if pursued with the vigour evident in some other countries, and they may even increase crime rates. (44) This is not to say that legal deterrence cannot in certain circumstances ‘work’ if the threat of legal punishments is communicated effectively, if the emphasis is on the risk of apprehension rather than the severity of penalties, and if the formal, legal sanctions reinforce informal sanctions already operating in the community. (44) An interesting interpretation of recent research is that deterrence approaches seem to work best when they are ‘low key’ and respect human rights. The criminal justice system in specific situations can contribute to a reduction in crime, provided that there is a redirection of thinking away from reactive policies based on the detection and punishment of offenders toward preventive policies which involve partnerships with community groups and other agencies.” (pp 3-4) (40)

b. Situational prevention approach

“Situational prevention ‘comprises opportunity reducing measures that (1) are directed at highly specific forms of crime, (2) involve the management, design or manipulation of the immediate environment in as systematic and permanent way as possible, (3) make crime more difficult and risky, or less rewarding and excusable as judged by a wide range of offenders’. (p. 4) (45) Interventions of this kind include, for example, changes in the physical environment, such as lighting or locks, or changes in the ‘psychological’ environment, such as rule setting or strengthening moral condemnation in order to undercut the ‘moral neutralisation’ techniques resorted to by offenders. (46) The emphasis is entirely on the environment, not on modifying the ‘dispositions’ of offenders.” (p. 8) (40)

Situational prevention strategies for alcohol problem prevention by police include:

- Enforcement of conditions of liquor licences and participation in licensing accords. (47)

- The development of partnerships with local government authorities. Liaising with local government authorities responsible for planning can impact on harms currently caused by inappropriate building design and layout of licensed premises.

c. Community prevention approach

“Community (or social) prevention ‘refers to interventions designed to change the social conditions or institutions ...that influence offending’. (p. 18) (41) The key idea is that by changing the community one may change the behaviour of the people who live there. The emphasis is on political action at the local level to empower residents, provide opportunities to young people, strengthen social infrastructure, and promote social justice. In practice community approaches often draw on social control theory (48) and focus on programs for ‘at risk’ or vulnerable youth. Interventions of this kind also include changes in specific organisations or places, such as the way housing estates (49) or schools (50) are organised and managed.” (p. 8) (40)

Community prevention strategies used by police to prevent alcohol-related problems include the allocation of enforcement resources to prevent underage sales (51) and involvement in Police and Community Youth Clubs (PCYCs, see Appendix 3 p. 91).

d. Developmental prevention approach

“Developmental prevention, in Farrington’s definition, ‘refers to interventions designed to inhibit the development of criminal potential in individuals’. (p. 18) (41) Tremblay and Craig expand on that definition:

Developmental prevention refers to interventions aiming to reduce risk factors and increase protective factors that are hypothesised to have a significant effect on an individual’s adjustment at later points of ...development.’ (pp 156-157) (52)” (p. 8) (40)

Examples of developmental strategies to inhibit the development of potential to engage in alcohol-related offending include the diversion of offenders from the criminal justice system to education and/or treatment (53) and school-based education on alcohol. (54)

Health promotion

The prevention of alcohol-related problems can be a form of health promotion. For this reason, a brief note on health promotion is provided. Parallels with crime prevention are also presented.

Texts on health promotion recommend that planning include: (55, 56)

- conducting needs assessments: identifying all of the relevant risk factors, protective factors and available resources
- identifying and working with partners
- involving the target group
- defining clear, achievable objectives
- identifying strategies to achieve objectives and checking the viability of those strategies
- establishing monitoring and evaluation mechanisms
- identifying and monitoring possible side-effects of any interventions.

One of the important steps in health promotion planning identified above is the identification of risk factors for a problem. Hawe and colleagues categorise risk factors into contributing, enabling and predisposing risk factors, and argue that health promotion needs to cover all three types of factors to be effective: (55)

Predisposing: Factors that predispose people to act in a certain way, for example, knowledge and attitudes (most likely to be addressed by developmental crime prevention strategies)

Enabling: Factors that enable a behaviour or a situation to occur (most likely to be addressed by situational crime prevention strategies)

Reinforcing: Factors that reward or punish the carrying out of a behaviour or the maintenance of a situation (most likely to be addressed by criminal justice and community prevention strategies).

By way of example, a discussion of the risk factors for alcohol-related aggression is provided below.

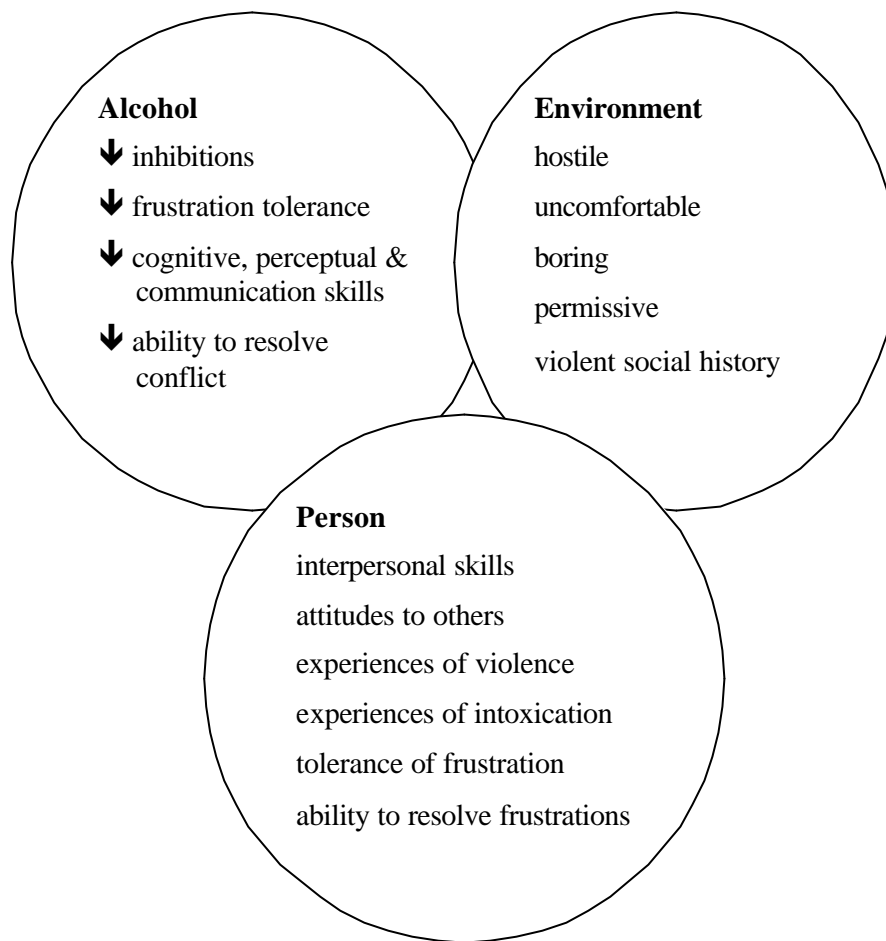


Figure 2 Drug, person & environmental factors relating to aggression

Example: Alcohol and aggression

While research has identified associations between alcohol and violence, (57-62) alcohol use does not necessarily lead to aggression and violence. Understanding the mechanisms by which they are related assists with preventing alcohol-related aggression and violence. Consistent with Zinberg's work on drug, set, and setting, (63) and the public health model, (64, 65) the factors relating to the drug (or agent), the user (or host), and the environment can contribute to whether or not violence results from alcohol use (Figure 1).

Graham and colleagues have presented a more complex model of intoxicated aggression, which differentiates environment in terms of social norms and the immediate drinking context. (66) These models are consistent with crime prevention and health promotion strategies and assist with the identification of factors that need to be addressed to prevent alcohol-related violence. That is, strategies that minimise levels of intoxication, environmental factors such as hostility and comfort, and personal attributes such as attitudes, knowledge and skills. Strategies that address the multiple determinants of alcohol-related violence are more likely to be successful than strategies that address only one risk factor.

Comment

Preventive interventions require time, expertise and other resources for planning and evaluation, in addition to those required for implementation. Further, benefits tend to be identifiable in the long term, rather than immediate. Key informants suggested that health promotion / crime prevention methods were being used to plan interventions to prevent alcohol problems, but not necessarily to the extent that is possible or even desirable. They noted that few police had training or experience in planning prevention strategies to a high level of sophistication.

Policing models

Brereton has described and discussed a range of policing models that have influenced policing in Australia, the UK and the USA. (67) As presented in Table 4, traditional policing tended to be reactive, non-collaborative, and moderately reliant on coercive strategies. The community-policing model is more focussed on community relations, so has high community involvement and low reliance on coercive strategies. Problem-oriented policing has been focussed on identifying and solving problems, using both the partnership approach and information to identify and address problems. The New York model (sometimes incorrectly equated with 'zero tolerance' policing – see Box 1 below) is highly focussed on outcomes, using information as well as coercive strategies to achieve this end. Collaborative approaches are not a high priority with this model.

Table 4 Comparison of different policing models

	Traditional Reactive Model	NYC Model	Community Policing Model	Problem- Oriented Policing
Main Priorities	Process-focused - responding to calls; investigating and solving crimes	Outcome- focused- reducing crime and disorder	Process-focused - improving police- community relations; addressing community concerns	Outcome and process-focused - identifying and solving policing problems
Extent of involvement of others	Low – policing seen as a specialised activity	Relatively low – police primarily responsible for developing and implementing crime reduction strategies	High – emphasis on working with ‘the community’ and its representatives	High – emphasis on establishing ‘partnerships’ with other agencies to address problems
Utilisation of information	Low – delivery of policing services highly routinised	High – information used to identify problem areas, target resources and evaluate impacts	Moderate – emphasis on using information at local level, rather than using it to drive organisation- wide responses’	High – information used to identify problems, develop strategies and evaluate responses
Utilisation of coercive policing strategies	Moderate – occasional ‘crackdowns’ and ‘blitzes’; some tolerance of minor offences	High – extensive use of arrest, stop and search powers; vigorous enforcement of minor offences	Low – emphasis on policing by consensus; locating police within the community	Low to Moderate– coercive strategies only one of a menu of options; whether utilised depends on nature of problem

Note: Source: Brereton, D., Zero tolerance and the NYPD: Has it worked there and will it work here? Paper presented at the 3rd National Outlook Symposium on Crime in Australia, Mapping the Boundaries of Australia's Criminal Justice System, 22-23 March 1999. Canberra: Australian Institute of Criminology.

Box 1: Broken windows theory and zero-tolerance policing

The 'broken windows' theory of community crime purports that areas that appear disorderly attract crime as they portray a message that the community is out of control. This situation is exacerbated when law-abiding citizens avoid such areas for fear of crime, thus reducing the informal controls in the community. It has been suggested that enforcement of minor criminal conduct such as public drinking can prevent a 'broken windows' syndrome. (68, 69)

Dixon has criticised the broken windows theory and its 'offspring', zero tolerance. (70) He argued that, while broken windows theory claimed to be a community policing strategy, its methods were antithetical to community policing. For example, interagency problem solving is not collaborative, but police-led, and 'community' was defined as an 'us and them' dichotomy. Further, argued Dixon, zero-tolerance strategies can be detrimental to police-community relations, particularly when there is little perceived legitimacy in such methods. This in itself has been demonstrated to reduce police effectiveness (see page 31: 'What works'). Cunneen has provided further criticism of zero-tolerance approaches, particularly in relation to their adverse impact on Aboriginal people. (71)

Etter reported that the broken windows theory has attracted considerable attention in Australia, particularly in the context of consideration of the zero-tolerance. (72) Dixon expressed concern about the influence of ill-informed debate about zero tolerance with misleading rhetoric, rather than research, on policing methods. (70)

Commander Etter, Director of the Australasian Centre for Policing Research, has described how Australian policing in the 1980's moved to embrace the community policing model. (72) This generally involved:

- shifting from a 'force' mentality to a 'service' mentality
- consulting and working with the community on issues of importance to them
- regionalisation and decentralisation
- making police officers accountable for discrete territories or beats.

According to one non-police key informant, however, there are some 'contradictory tendencies' in relation to policing strategies. This person had observed a move away from broad community policing, with its emphasis on the provision of a social service, to a focus on 'catching criminals'. To achieve this aim, two strategies have been adopted following the experience of the New York police: proactive, intelligence-led policing; and policing of minor offences, including public drunkenness (the Broken Windows theory).

Many from the health field might not be aware that any models exist, that they have changed over time, and that there is some variation between documentation and practice of policing models. The general shift in policing methods towards proactive, intelligence-led strategies can facilitate greater use of crime prevention and health promotion research and methods in preventing alcohol-related problems. However, consultations have suggested that there have been some inconsistencies: between policy and practice, across local area commands, and between individual police officers. Such inconsistencies could be impeding the extent to which the new models can be adopted. This is a matter for further investigation.

Policing methods: What works

Chisolm has noted that cost-benefit analyses of crime prevention initiatives are in their infancy in Australia. (73) In the absence of Australian research we have to rely on US research, which might not be directly applicable to the Australian situation. Sherman critically reviewed policing methods in the US, and identified what has, and what has not, demonstrated effectiveness. (74) Sherman found that proactive, intelligence-based policing, focussed on specific risk factors, objectives, tasks, places, times and people, was the most effective form of policing. Reactive responses and arrests and unfocused random patrol were not found to prevent serious crime. Further, Sherman noted that police style is also important in crime prevention. Research consistently identified that the less respectful police were towards people, including suspects and others in the community, the less people would comply with the law. He concluded that making what police do, as well as the way that they do it, more 'legitimate' in the eyes of the public, particularly high-risk youth, might be one of the most effective long-term police strategies for crime prevention.' (74)

Thus, proactive policing, which is compatible with crime prevention and health promotion strategies, has been found to be more effective than reactive, deterrence-focussed approaches. Further, a respectful manner and legitimacy in the eyes of the public have significant impact upon police effectiveness.

Conclusion

Crime prevention, health promotion and effective policing models all emphasise:

- intelligence driven, strategic approaches rather than reactive approaches

- partnerships
- a preference for supportive over coercive strategies.

There has been a move towards the increased use of these three ingredients by the NSW Police Service. Some police and non-police key informants expressed the view that there remain opportunities for their increased use.

Local environment: Police policies and structures

At a national level, Etter has described a range of influences on Australian policing, such as police royal commissions, and a range of social, demographic, legal, political, economic and technological changes. (72) Hyde has described in particular how community expectations of police have increased. (75) NSW has also been subject to state-specific influences such as the Police Commissioner's Reform Agenda. ^c It is beyond the scope of this report to review the range of local influences on policing. It is noted, however, that the net effect of these influences has been changes to policing in Australia, such as increased professionalism, and changed structures and policies. (72) National directions and NSW objectives and structure are presented below.

National directions

Consistent with the above discussion of policing models, the 'Directions in Australasian Policing 1996-1999' document (76) has stressed the need for intersectoral collaboration and harm minimisation, within a context of community expectations and community confidence. Specifically, the three directions set by this document were:

1. Leadership, partnership & stakeholders
2. Professionalism & accountability
3. Cooperation & coordination in operations & resources.

Each jurisdiction is expected to review their strategic and business plans to ensure their consistency with these national directions.

^c http://www.police.nsw.gov.au/annual_report/ar-97-98/content1.cfm?ID=2 Downloaded 29/11/00

NSW Police Service objectives

From the NSW Police Service's 1999 Annual Report, (37) the objectives of the Service are to:

- reduce crime and violence to maximise the community's sense of safety and security
- attain a high level of public trust and confidence in police integrity
- deliver effective, appropriate quality policing services.

Objectives relating to the prevention and management of alcohol-related problems sit well under these broader police objectives. In particular, the prevention of alcohol-related crime and public disorder fits within the objective of reducing crime and violence to maximise the community's sense of safety and security.

The emphasis on the community's sense of safety and security is important for understanding the police perspective in harm minimisation efforts. While the health sector is often focussed on the health and wellbeing of drug or alcohol users, the priority of police is the community. Some strategies might require a trade-off or conflict between minimising harm for the user and minimising harm for the community.

The annual report describes the Service's major activities as:

- preventing, detecting and investigating crime
- community support
- ensuring safety of road travellers
- performing and coordinating emergency and rescue functions
- traffic control
- intelligence analysis
- judicial support
- security coordination for the Sydney 2000 Olympic and Paralympic Games.

The stated activities 'preventing crime', 'community support', and 'ensuring safety of road travellers' are all relevant to the prevention and management of alcohol-related

problems. In particular, this list of activities suggests that intelligence analysis and prevention are part of core business for police.

Examples of sections within the NSW Police that address alcohol-related problems

The NSW Police Service is a large organisation and has a wide range of sections within it with varying degrees of direct and indirect responsibilities for addressing alcohol-related harm. While this information is familiar to police, many outside the Police Service may not be aware of this and some brief information is presented below.

Local Area Commands

The Police Service divides NSW into 11 Regions and each Region has a number of Local Area Commands (LACs). Generally, each LAC has more than one police station, and some, especially those where the LAC covers a large geographic area (such as in regional NSW), have several.

Within each LAC there is a range of Police Officer positions including the Local Area Commander, Duty Officers, Highway Patrol Officers, General Duties Officers, an Education and Training Officer, Licensing Officer, Liaison Officers (for example a Youth Liaison Officer), Crime Manager, Crime Coordinator, and Intelligence Officers. A description of these positions is provided in Appendix 1. The organisational structure and mix of positions varies between LACs, depending upon the resources and priorities of the Local Area Command.

Licensing Officers are perhaps the most well known group within the Police Service that addresses alcohol-related problems. Although the name may suggest that their role is restricted to purely licensing issues (such as processing licence applications and enforcing the law), their role is much broader and becoming increasingly concerned with using a range of intelligence sources to both identify and target problem areas and venues, and to implement strategies aimed at the prevention of alcohol-related problems. Their role includes keeping abreast of policy and legislation, providing formal education (such as to school and tertiary students, to community groups, to licensees, and to other police), consulting and general information sharing (such as providing general advice to people who visit or

telephone for advice about the laws regarding alcohol use or licensing), processing (such as processing of temporary function licences and permanent liquor licences), helping to implement prevention initiatives (such as working with licensees to ensure that no takeaways are permitted on special occasions), and perhaps the major role enforcing the law. Enforcement includes:

- formal or informal cautions (this gives licensees time to fix the problems)
- audits of licensed premises, which could result in the issue of an infringement notice requiring a licensee to pay a fine or go to court
- complaint proceedings
- summons (go to licensing prosecution)
- arrest, for example, Quiet and Good Order Complaints under Section 104 of the Liquor Act (described below)

As is the case of Liaison Officers, the number of Licensing Officers in an LAC depends upon the resources and priorities of the Local Area Command. If there is no Licensing Officer, the licensing duties are conducted by General Duties police.

Although police need to act reactively to alcohol-related problems, they are becoming increasingly proactive and the creation of **Intelligence Officers** was an organisational mechanism for supporting proactive policing. The number and type of **Liaison Officers** varies with the LAC depending upon the resources and priorities of the Local Area Command. Liaison Officers have been described by the NSW Police Service as:

‘police officers, administrative staff and volunteers, who work with the Aboriginal, gay and lesbian, ethnic, youth and aged communities. They also help victims of domestic violence and other crimes, including tourists who have run into trouble.’^d

The duties and some examples of activities of the **Youth Liaison Officer** (YLO) are summarised below from information provided by a key informant (Box 2).

^d Source: <http://www.police.nsw.gov.au/services/liaison.cfm> Downloaded from World Wide Web 29/11/00.

Box 2: Youth Liaison Officers

A designated Youth Liaison Officer (YLO) position has been established in each LAC. The YLO is specifically responsible for supporting the implementation of the Young Offenders Act (1997). Education of police, making determinations under the Act, issuing police cautions, liaising with officers of the Department of Juvenile Justice in the referral of young people to Youth Justice Conferences, and maintaining quality control are some of the tasks associated with supporting the Act.

YLOs work closely with relevant police to monitor and respond to juvenile crime. Developing profiles of serious juvenile offenders, mapping the location of juvenile crime and the development of strategies to reduce this crime are key responsibilities of YLOs.

YLOs are responsible for establishing and maintaining networks with relevant service providers. Cooperation and shared understanding of joint and individual responsibilities allow YLOs to more effectively reduce juvenile crime and support victims, offenders and other young people.

YLOs work particularly closely with Department of Education and Training and PCYC personnel in developing strategies to reduce truancy and prevent juvenile offending. Working in schools and with young people at risk of offending, aims to reduce juvenile offending.

LACs also have **Crime Management Units**. These were introduced by the NSW Police Commissioner in 1996 as a means of making police more proactive. They are headed by a Crime Manager and are responsible for monitoring, interpreting and reporting upon crime trends. This includes:

- Evaluation of all reported crimes within an LAC and forwarding those deemed suitable for further investigation
- The production of intelligence packages upon which operations will be based
- Provision of operational advice
- Quality control and adherence to the LAC crime strategy
- Working closely with the Information and Intelligence Centre (a statewide service) to identify potential serial offenders or offences.

Crime Agencies: Organised Crime (Firearms, Gaming and Liquor)

While Local Area Commands cover discrete areas of NSW, there are a number of other sections of the Police Service that deal with particular specialist issues rather than being responsible for a specific geographic area. One of these sections is Crime

Agencies which investigate major and organised crime. The former Licensing Agency, a section of Crime Agencies, changed name and direction in July 2000. The new unit, Organised Crime (Firearms, Gaming & Liquor), has a charter that is much broader than liquor licensing. The Gaming & Liquor area of Organised Crime (Firearms, Gaming and Liquor) has a mission to: Investigate major and/or organised crime within the gaming and liquor industries. Specific activities include:

- Investigating trends and addressing organised crime in licensed premises
- Educating liquor and allied industries about licensing laws
- Investigating, monitoring and gathering information on alcohol-related crime
- Conducting probity enquiries on behalf of the Department of Gaming and Liquor
- Investigating the transfer of liquor licenses when it is alleged organised crime has some influence.

Court and Legal Services: Licensing Prosecution

Licensing Prosecutors are attached to the Court & Legal Services Unit of the NSW Police Service. They are responsible for all licensing prosecution and all police matters heard at Licensing Court or before the Liquor Administration Board. NSW. These matters include for example:

- All offences under the Liquor Act, 1982 and Registered Clubs Act, 1976. They also deal with offences under the Security Industry Act, 1997 and Local Government Act, 1993 that have been committed on Licensed Premises or Registered Clubs.
- Police objections to the grant of licences, or other applications such as applications for the variation of trading hours of licensed premises.
- Quiet and Good Order Complaints made by police against licensed premises or registered clubs.

If an offence is committed under any of the above Acts, police may proceed by way of an Official Caution, for signage offences issue an Official Caution Notice, issue infringement notice, or summons the person to attend court. If information for an

offence, or a Disciplinary Complaint is to be laid the reporting police officer is to prepare a brief of evidence, forward their brief to the Licensing Police attached to the LAC. The Licensing Police will adjudicate the brief and then forward through the LAC Commander to the Licensing Prosecutors Office. The Licensing Prosecutors then adjudicate on the brief and cause to be laid the information or disciplinary complaints at the Licensing Court.

All Quiet and Good Order Complaints are to be forward to the Licensing Prosecutors. They will then forward the complaint and all the evidence police rely upon to the Liquor Administration Board. The complaint matter will be set down for a conference and will be convened by a member of Liquor Administration Board. All matters are put before the Board Member who will then make a decision as to what, if any action is to be taken against the licensed premises or registered club. If any person involved in the matter wishes to appeal the decision then the matter will be heard before the Full Bench of the Licensing Court.

Licensing Prosecutors advise police daily throughout NSW on all aspects of the legislation used in the licensing jurisdiction and assist police in developing strategies in the management of alcohol-related crime within their LAC's. Licensing Prosecutors are also involved in a variety of formal and informal training activities in the management of alcohol-related crime. This training includes:

- An eight-day course, Management of Alcohol-Related Crime (MARC), is conducted on an occasional basis. This course is primarily available for licensing police rather than general duties police. It is expected that licensing police will disseminate this training to other police. The course is based on the concepts of intelligence-led policing and evidence-based policing. The content includes: skills for gathering information on what, where, when alcohol-related problems are occurring, the roles for police and other agencies in addressing these problems, setting objectives, auditing licensed premises, legislation and how to enforce the law, closures, briefs of evidence, how to determine what strategies are likely to achieve identified objectives, and evaluating results.
- Three-day licensing workshops are conducted specially for general duty police.
- Short presentations are given on the licensing jurisdiction to general duty police at training days.

- Presentations to the Liquor Industry at Liquor Consultative Committees and Liquor Licensing Accords meeting.
- Various presentations to police who are undergoing their initial training on their power under the different Acts used in the licensing area.

Summary and comment

There is a range of sections of the Police Service, a range of staff, both Police Officers and civilians, delivering a variety of both proactive and reactive strategies that address alcohol-related problems. Although only some sections and staff have specific expertise and roles in addressing alcohol-related problems, all may be required to perform such roles or at least provide assistance. The positions and roles of the police within a Local Area Command may depend on resources, the priorities of the Police Service, and needs. The positions, by necessity, are involved in proactive and reactive policing. Some police key informants expressed concern that licensing issues were not always given sufficient priority. Some police and non-police key informants noted that licensing had traditionally been a high-risk area for corruption and that this may have contributed, in some cases, to a reduction in the importance placed on having designated licensing police. Calls to increase the number of licensing police might need to include mechanisms for minimising possible corruption in this role.

B: Issues & responses

This section includes a discussion of some of the types of contributions made by police to the prevention and management of alcohol-related problems in NSW. Given the limited time available for this study, four problem areas were addressed: licensed premises, drink driving, public drinking and intoxication, underage drinking. This section also includes a brief discussion of educational activities, special populations, a presentation of some case studies, and a consideration of opportunities for, and barriers to, good practice.

Licensed premises

Rationale for focusing on licensed premises

Licensed premises have been found to be a major site of alcohol-related problems. (77-80) For example, research suggests that 40-50% of drink-driving offences occur after drinking at licensed premises, (81) and 60% of street offences (assault, offensive behaviour, offensive language, malicious damage, domestic violence, noise complaints and drink-driving) attended by police occur in or near licensed premises. (14)

Risk factors and prevention at licensed premises

A number of risk factors have been found to contribute to the likelihood of a licensed venue being associated with alcohol-related violence. (79) These include cheap drinks, mostly male clientele, boring music, overcrowding, and high levels of intoxication. (82) Given these risk factors, there is a multitude of preventive measures that the licensed premises could adopt. These include:

- Transport options: for example, minibus or courtesy scheme,
- Server training (39, 51, 83, 84)
- Security measures, for example, security plan, staff training / registration, closed circuit TV, metal detection
- Crowd control, for example, limited number of patrons

- Ensuring a sufficient ratio of staff to patrons.
- Promotion of low alcohol drinks and food
- Replacing glass containers with plastic containers.

Police roles in addressing these risk factors are presented below.

Existing controls on licensed premises

To understand the role of police, the umbrella of regulatory mechanisms for licensed premises, within which police operate, need to be recognised. These include regulatory/enforcement agencies, legislation, liquor licences, and codes of practice and are briefly described below.

Regulatory/enforcement agencies

Wilson has identified a range of regulatory / enforcement agencies involved with licensing laws and responsible service of alcohol in NSW, apart from police. (39) A brief description of these follows. Further details are provided in Appendix 2.

1. NSW Department of Gaming and Racing

The Department of Gaming and Racing (DGR) is responsible for the proper conduct and balanced development, in the public interest, of the liquor, gaming, racing and charity industries in NSW. The DGR is the principal regulatory body, responsible for legislative development and regulation and industry compliance. (85)

At the time of writing, the DGR had five divisions, including a Compliance Division, headed by the Director, Compliance (who is also the Director of Liquor and Gaming). The Compliance Division is responsible for routine and special investigations of liquor licenses, licensed premises and registered clubs, to ensure the integrity of licensees and clubs, and to determine overall compliance with the law. The Division also undertakes probity assessments of licence and club applicants, examines applications to the Liquor Licensing Board, and provides support to the Board in the administration of disturbance complaints against licensed and club premises. (85)

Special Inspectors of the DGR undertake inspections of licensed premises and registered clubs in response to complaints or other matters referred to the DGR, or

as part of an inspection program. (86) Although the structure of government departments, including the DGR, may change with time, the general functions of the DGR described above are likely to remain.

2. Liquor Administration Board

The Liquor Administration Board consists of four Licensing Magistrates responsible for administering the Liquor Act 1982 and Registered Clubs Act 1976 and accompanying regulations. Functions include determination of applications relating to licensed premises and registered clubs, (87) and resolving complaints of undue disturbance of the neighbourhood of licensed premises and registered clubs.^e

3. Licensing Court of NSW

The Licensing Court of NSW has statewide jurisdiction and deals specifically with applications under the Liquor Act 1982 for the grant of new licences, transfer of licences, breaches, complaints and disciplinary proceedings against licensees.

4. Other

Local consent authorities, such as local councils, also have a role in the operation of the Liquor Act and Registered Clubs Act. For example, they can object to a liquor licence application based upon concerns that the amenity of the neighbourhood would be disturbed if the application were approved.

From this overview, it is clear that police are working with a range of other agencies, each with their own specific powers, and each with their own responsibilities and agendas, relating to alcohol. In particular, the Department of Gaming and Racing has significant responsibilities and powers in liquor licensing. This means that effective intersectoral collaboration is essential for achieving the goal of efficiently and effectively preventing and managing alcohol-related problems. Common goals and effective communication are particularly important.

^e Source: <http://www.dgr.nsw.gov.au/>

Legislation: The Liquor Act and Registered Clubs Act

A brief overview of legislation relating to licensed premises is provided below. These are the Liquor Act 1982 and subsequent amendments (1999, 2000), and the Registered Clubs Act 1976 (also amended in 2000).

The New South Wales *Liquor Act* regulates the sale of liquor, the collection of government revenue from gaming device operations, and the licensing of premises and persons authorised to sell liquor. (39) The *Registered Clubs Act* provides for incorporated non-profit entities to apply to the Licensing Court to hold a certificate of registration. This certificate enables clubs to sell liquor to members and their guests under certain conditions, and permits clubs to operate gaming devices. In sum, the Liquor Act regulates the sale and supply of liquor generally, and the conduct of privately owned licensed premises. The Registered Clubs Act regulates the conduct of clubs. (39)

Harm minimisation is an explicit and primary objective of this legislation. For example, the Licensing Court is required to refuse applications for a liquor licence or a variation of trading hours, unless it is satisfied that responsible service practices are in place and will remain in place. (88)

Features of these Acts include:

- Requirements relating to responsible service of alcohol: (39)
 - No one should sell or supply alcohol to anyone aged less than 18 years
 - Licensees should not allow intoxication, or any indecent, violent or quarrelsome conduct on their premises
 - No one should sell or supply alcohol to anyone who is intoxicated
- Signage: various signs relating to the Liquor Act regulations and the conditions of the licence must be displayed. For example, the sign below must be displayed in a visible position where alcohol is being sold. One police key informant noted that signage that displays the licensees' obligations (for example, trading hours) makes auditing of the licensed premise easier for police.

Liquor Act, 1982

IT IS AN OFFENCE TO SELL
OR SUPPLY TO OR TO
OBTAIN LIQUOR ON
BEHALF OF A PERSON
UNDER THE AGE OF 18
YEARS.

- Trading hours are set under the Act, and vary with the type of licence and day of the week/year. These hours can be changed if approved by the Court.
- Under Section 104 of the Liquor Act and Section 17AA of the Registered Clubs Act, it is the licensee's responsibility to ensure the conduct of the premises and its patrons does not disturb the quiet and good order of the neighbourhood.

The Minister of Gaming and Racing is responsible for the Liquor Act and the Registered Clubs Act. The Department of Gaming and Racing website contains information on these acts, (88) their subsequent amendments, (89, 90) and implications for licensees. (91-93)

Police are responsible for the issue of infringement notices for offences under those acts.

Liquor licences

There are several types of liquor licence, including hotelier's licence, off-licences (for alcohol consumed off the premises), on-licences (for alcohol consumed on the premises), caterer's licences, nightclub licences, and dine-or-drink authorities. (88) The general requirements for liquor licences are listed below:

- A licensee can only trade during the hours and subject to any other restrictions and conditions imposed under the Liquor Act, or by the Licensing Court of NSW, or the Liquor Administration Board.
- It is the licensee's responsibility to ensure the conduct of the premises and its patrons does not disturb the quiet and good order of the neighbourhood (Section 104 Liquor Act 1982).

- Public entertainment approval must be obtained from the local consent authority before entertainment can be conducted.
- All licensees must complete a Board-approved licensee course (unless the Court is convinced that the licensee has sufficient and relevant experience). Applicants must also complete a Board-approved responsible service of alcohol (RSA) course (this is usually a module within all Board-approved licensee courses).

Breaches of licence conditions can result in suspension or cancellation of the licence, or disqualification of the licensee from holding any liquor licence. (39)

To get a licence:

- A development application is submitted to the local council, with information relating to the building code and trading hours
- Council should forward the development application to the police station for comment
- The applicant lodges a licence application to court
- The police are asked to do probity checks on the applicant/s
- The court issues the licence, so the Principal Registrar or Magistrate set the conditions.

Codes of practice

In addition to legislation and liquor licences, there are various codes of practice for self-regulation of various industries:

- Individual licensed premises can have a 'house policy', which might include, for example, a policy relating to the responsible service of alcohol
- Industry Code of Practice, supported by numerous industry associations including the Australian Associated Brewers, Australian Hotels Association, Liquor Merchants Association of Australia, Registered Clubs Association of NSW and others
- NSW Liquor Industry Code of Practice on responsible promotion of liquor products
- Australian Hotels Association Code of Practice

- Australian Liquor Stores Association Code of Practice.

These codes of practice have been described elsewhere by Wilson. (39) The value of codes of practice has been questioned. For example, after reviewing the literature, Rydon and colleagues noted that few bar managers actively discourage intoxication, (94) and that there is little support for self-regulation as a harm minimisation strategy. (79) Rydon and Stockwell have argued, in fact, for approaches in which police are key players in the regulation of licensed premises:

‘Strict enforcement of the liquor laws, mandatory training requirements and the placing of conditions on licences which prohibit easily monitored irresponsible trading practices are supported by empirical data as being the most effective approaches to minimising alcohol-related harm. The available data indicate that the greater the level of deterrence, the more significant the shift towards responsible behaviour by owners of licensed premises and their staff. Effective enforcement and regulation of licensed premises needs to create the perception that there will be a swift and certain application of sanctions.’ (p. 225) (79)

Summary

Liquor licensing legislation is both extensive and complicated. It incorporates the government’s policy of harm minimisation, thus providing a supportive framework for police, in collaboration with other agencies, to prevent and manage alcohol problems associated with licensed premises. This framework is important but by itself can be limited. It remains a large and important challenge for the Police Service to ensure that there are sufficient police with the appropriate levels of knowledge and skills, to:

- gather and use intelligence on both current and likely problems
- ensure that harm minimisation requirements are adhered to
- provide education to other police, to licensees, and to the community
- audit licensed premises (to determine their adherence to legislation)
- design, implement and monitor a range of other strategies, including law enforcement and prosecution, to reduce alcohol-related problems.

To help achieve the above, both formal education programs, such as the MARC course and informal information sharing strategies, are vital. It is also important to note that while codes of practice also exist, research suggests that police enforcement of liquor legislation and licensing regulations is more effective than self-regulation.

Proactive strategies

As stated above, there are a number of specific risk factors for alcohol-related problems in and around licensed premises. The police have a variety of mechanisms for working with licensees and others to address those risk factors. These include collaborative committees or working groups (Liquor Consultative Committees, Alcohol Impact Committees, Accords and management of special events), involvement in licence applications, and monitoring licensed premises and are described below.

Liquor Consultative Committees, Alcohol Impact Committees and Accords

Liquor consultative committees (LCCs) are established so that industry and police can discuss problems and identify and implement solutions. One police key informant stated that they tend to not be consultative. Rather, they tend to be forums in which the police tell licensees what to do.

Alcohol Impact Committees (AICs) include police, licensees, community, health and any other stakeholders. It is up to the Local Area Commander whether or not an LCC or AIC is established within an area. LCCs and AICs can result in liquor accords (below).

A liquor accord (or ‘accord’) is a voluntary set of principles or standards that are agreed to between stakeholders who are committed to minimising harm associated with alcohol used in, or sold by, licensed premises. Accords have tended to vary, but there is a move to have them standardised. Accords are a means of promoting the management of licensed premises without necessarily resorting to law enforcement against licensees. Accords can be formal or informal. Similar agreements are called memoranda of understanding, liquor agreements, or codes of practice. (92) The basic principles of an accord, and the outcomes that most try to achieve, as described by the Department of Gaming and Racing, (92) are reproduced below:

- a commitment by management all licensees and clubs to abide by the principles of the accord
- a commitment to comply with the liquor laws
- a commitment to serve and promote alcohol responsibly
- a commitment to promote responsible drinking
- a commitment to require responsible behaviour from patrons
- a commitment to reduce alcohol related harm
- a commitment to prevent underage drinking
- a commitment to provide courteous and properly trained staff
- a commitment to being a good neighbour by improving safety and security – for patrons and the neighbourhood
- a commitment to co-operate with the police and the community to improve local outcomes.

Intended outcomes:

- reduced alcohol-related violence
- reduced underage drinking
- reduced anti-social behaviour, crime and improved local neighbourhoods
- increased compliance with the liquor laws
- improved safety for patrons and local communities
- improved relationships between police, venue operators, councils and residents
- improved business opportunities
- improved image of the liquor industry.

Many accords in New South Wales are based upon the Kings Cross Accord, which was implemented in 1998 and has recently been evaluated. (47) The Kings Cross Accord was based upon accords in Geelong, Victoria, (95) and Fremantle, Western Australia, (96) which were themselves preceded by the Surfers Paradise Safety Action Project. (97)

After reviewing three Australian accords, including the Geelong accord and the Surfers Paradise project, Lang and Rumbold identified that sustainability is perhaps the most important issue for accords. (98) Other critical factors identified by Lang and Rumbold are:

- the community covered by the accord must be relatively isolated from external influences
- the initiative must come from, and be resourced by, the local community
- the licensees must 'own' the accord
- there must be close cooperation between the licensees and the police
- the accord must not threaten the economic viability of the licensed premises.

Lang and Rumbold's final conclusion, however, was that enforcement, while difficult to achieve, is the single most important factor relating to responsible service practices, with or without an accord. (98)

Similarly, the evaluators of the Fremantle Accord concluded that they are only viable if all key players are involved, only as strong as the commitment of those involved, and that there was little objective evidence that the Fremantle Accord had created a safer Fremantle. (96) The evaluators noted that accords can be threatened by the inherent competitiveness of the retail liquor industry, so such voluntary agreements need to be complemented by mandatory training of bar staff and enforcement of the Liquor Act. That is, it is unlikely that accords can work on their own; a 'carrot and stick' approach is required.

A more recent review by Stockwell adds to the debate:

'There can be no doubt that the accord approach can be an effective harm reduction strategy, at least in the short-term and when there is an energetic monitoring presence. Interesting issues are raised regarding the legality of what are effectively price fixing agreements. Another important issue is the extent to which the approach encourages or discourages police and licensing authorities to focus on the 'difficult' matters of service to intoxication and to underage drinkers – or whether the alliance forged becomes a 'gentlemen's agreement' to turn a blind eye.' (p. 13) (99)

Police key informants had mixed opinions about accords. None were overly optimistic:

‘They’re just feel good things that formalise the Liquor Act’

Specific problems with accords identified by key informants included:

- Lack of resources
- Lack of guidelines
- Lack of documentation and evaluation.

Managing special events

A number of large special events have, in the past, resulted in significant alcohol-related problems. Such events have included New Years Eve celebrations and major sporting events. Police and others involved in planning these events became aware that preventive planning is essential for such events to be viable.

The Byron Bay community claims to have been the forerunner in managing special events (see Box 3 below), providing a model for other problem events such as New Years Eve celebrations in The Rocks and Bondi Beach. (100) Their model includes a collaborative approach, with all relevant individuals and organisations meeting to identify likely problems and possible solutions. Apart from police, participants can include local council, health agencies, licensees, local businesses, residents, and others likely to be affected or with a role in problem prevention.

Box 3: Byron Bay New Years Eve party

Police worked with a community group to transform New Year’s eve celebrations that had been subject to ‘devastation and trashing of the town’ and ‘young people fighting with police, jumping off buildings, smashing windows etc.’ In addition to those short-term problems, there were economic costs in the longer term when the event affected tourism in the area. Strategies such as providing food and entertainment and replacing cars with alcohol-free buses resulted in ‘a huge success for the community - with locals returning to the streets with no cars, drunks or anti social behaviour and no crime.’ (p. 5) (101) These strategies were reportedly incorporated into strategies used to combat similar social problems experienced in Bondi, New South Wales.

A guide to planning major and special events was prepared by the NSW Department of Local Councils in cooperation with NSW Police, NSW Environment Protection

Authority and NSW Department of Urban Affairs and Planning. (102) As outlined in the guide, special events may require special approvals from councils, police, and the Environment Protection Authority. As part of this process, social, economic and/or environmental impact statements might be required of event organisers.

If alcohol is to be sold at the event outside existing licensed premises, a temporary functions licence is required. (103) The licence application is provided to council and local police for comment. However, a police key informant noted that there are no guidelines for NSW police to use in determining the adequacy of the application.

Police role in licence applications

It is a requirement of all licence applicants to provide a copy of their liquor licence application to the local police. Prior to the application, police, particularly licensing police, can assist applicants for liquor licences to complete their application. This can provide an opportunity for the police officer to suggest and promote a range of harm minimisation measures that are likely to increase the chances of the application being approved.

After an application is made, it is the role of police to conduct probity checks on applicants. Police key informants noted that probity checks, which include tracing the criminal history and known criminal associations of applicants, can entail a substantial amount of work.

Monitoring licensed premises

Research has consistently demonstrated that self-regulation of licensed premises is not sufficient for compliance with liquor legislation. (104-106) Monitoring and enforcement of liquor laws and conditions has been found to be necessary and effective for reducing alcohol-related harm. (104, 106-108) The police have sufficient powers to monitor licensed premises. Police may: (38)

- at any reasonable time, enter and examine any part of licensed /club premises and may take account of all liquor on premises and make examination and inquiry to ascertain if provisions of the Liquor/RC Act are being complied with
- require the licensee/secretary (or any person having them in their possession) to produce any registers, books, records or documents relating to the business

- make copies of, or take extracts from, entries in the registers, books, records or other documents
- seize any registers, books, records or other document relating to the business, if they consider it necessary to obtain evidence of the commission of an offence
- require any person to answer any question relating to such registers, books etcetera.

In sum, self-regulation has not been found to be sufficient for adherence to conditions of licences. Monitoring of adherence is an important problem identification and prevention role that can be played by police. It also provides an opportunity for building relations between police and licensees.

Some police key informants suggested that police do not perform these audits with sufficient frequency. However, it is not yet clear what level of auditing is most effective. It was also suggested that not enough police are fully familiar with all the relevant legislation, let alone the specific requirements of any particular liquor licence. Consequently, police may not always feel confident to implement strategies such as conducting audits of licensed premises. Some key informants recommended that licence conditions should be placed in highly visible positions outside the premises, so that police can quickly know exactly what to look for when conducting an audit.

Another factor that could contribute to limitations on the number of police implementing strategies to audit and monitor licensed premises could relate to the lack of community pressure to do so. McKnight has noted that ‘enforcement agencies are unlikely to divert limited resources to alcohol law enforcement in the absence of a strong community mandate’. (p. 228) (109) He argued that incorporation of server interventions into broader alcohol and traffic safety programs is one way to create community-level support for such activity.

A non-police key informant, on the other hand, noted that building relations between police and licensees (who are a part of the community and in some places prominent members of it) could facilitate corruption. If so, this suggests that some form of monitoring of, and systems relating to, police-licensee relations are advisable.

Summary and comment

Multiple mechanisms exist for cooperative planning and working, as well as monitoring and enforcement. While there is a preference for cooperative approaches, monitoring and enforcement by police appear necessary for the prevention of alcohol-related problems in and around licensed premises.

Further, it is noted that other approaches to the prevention of intoxication-related problems are required to support the efforts of licensed premises and police. Police key informants noted that some members of the public are not aware that it is illegal to serve alcohol to a person who is intoxicated, and that publicans often raise this as an issue. Greater community education regarding liquor legislation and patron responsibility has been recommended.

Responsive activities

Police act in a responsive manner, either to breaches of liquor licenses that could result in alcohol-related problems, or to alcohol-related problems per se. These responsive activities are described below. However, research on responding to alcohol-related incidents was not found. One non-police key informant noted that there is a dearth of research relating to responsive activities such as methods for deescalating alcohol-related situations.

Responding to suspicion of breaches of the Act

Police have the power to enter licensed or registered club premises at any time on reasonable suspicion that a breach of the Liquor Act has been or is being committed. When exercising this power, police may seize any registers, books, records or other documents relating to the business conducted on the premises, if this is considered necessary to obtain evidence of the commission of an offence. Police can also require any person to answer any questions relating to the registers, books, records or other documents or any other relevant matter.

Quiet & good order complaints

A complaint against licensed premises or a registered club can be made to the Liquor Administration Board if the quiet and good order of the neighbourhood has been unduly disturbed as a result of the manner in which the business of the licensed

premises/registered club is conducted; and/or the behaviour of persons after they have left the licensed premises/registered club. (91) Complaints can be made by residents (at least three are required), police officers, council officers, Liquor and Gaming officers, or others who can convince the Board that they are financially or otherwise affected by the disturbance. The complaint will include statements from police who can support the complaint, statements from residents or members of the general public, a copy of the liquor incident register or forms (if available) and other supportive evidence. The licensee is forwarded a copy of the complaint, and the parties involved are asked to attend a conference. Within Sydney, conferences are held at the Board's Sydney Office. In country areas, conferences are held at the nearest Licensing Court Registry or at a Local Court. A licensing magistrate hears the complaint. Often the hearing will be adjourned to give the licensee an opportunity to address the complaint. If reasonable measures have not been taken and the complaints are still pressed, the Board can impose, vary or revoke conditions of licence, issue a warning, or take no action. The types of conditions that can be imposed include:

- noise abatement directions
- prohibition of the sale or supply of liquor before 10am and after 11pm
- reducing the hours for takeaway liquor sales
- prohibiting the admission of patrons after a certain time
- restricting certain entertainment
- requiring the licensee/secretary and staff to undertake an approved course in the Responsible Service of Alcohol
- prohibiting certain liquor promotions and other activities that appeal to young people, or activities that are likely to result in the excessive consumption of liquor on the premises. (38, 39, 91)

Temporary closure of a licensed premise

Enforcement agencies can temporarily close licensed premises when those premises are operating in a manner that threatens public safety, and the environment (*Liquor Act 1982 s. 104A; s105; Registered Clubs Act, 1976, s17AAB*). This is for up to 72 hours if approved by a Justice, or longer if approved by the Licensing Court.

If there is, or is likely to be, a breach of the peace in the neighbourhood of a licensed premise, an application can be made to a Magistrate or Licensing Magistrate for a breach of peace closure (*Liquor Act s. 105*). The duration of the closure is specified by the Magistrate.

Complaint against a licensee

A complaint can be made against a licensee under section 67(1) of the Liquor Act if the licensee has been convicted of any offence, has breached a condition of licence, or continuation of the licence is not in the public interest. (38) This latter cause for complaint can be because:

- the licensee/manager has engaged in conduct or activities that are likely to encourage misuse or abuse of liquor
- intoxicated persons have frequently been on the licensed premises or have frequently been seen to leave the premises
- the licensee is not a fit and proper person or
- the licence has not been exercised in the public interest.

If a complaint is made against a licensee, police need to prepare a breach report, including a short covering report, statements from all witnesses, P87A licence history form, and other documents.

General policing

General duties police and licensing police can issue fines to licensees or patrons of licensed premises. (39) Some examples are provided below.

Patrons:

- Individuals who, after being asked, fail to leave a licensed venue when they are drunk, disorderly or violent (*Liquor Act 1982 s 103(3)*)
- Minor using false evidence of age (*Liquor Act 1982 s 113*)
- Unaccompanied minor enters or remains in authorised area (*s.116A(2)*)

Licensees:

- Sell or supply alcohol to minor (*Liquor Act 1982 s 114(1)*)

- Keep licensed premises open for sale or supply of liquor, or sell or supply liquor, outside trading hours (Liquor Act 1982 s 119 (1))
- Permit intoxication or indecent, violent or quarrelsome conduct on licensed premises (Liquor Act 1982 s 125 (1)(b))
- Sell or supply liquor to a person who is intoxicated on licensed premises (Liquor Act 1982 s 125 (3))
- Fail to display sign (S.91(1))

Further, as indicated above (Introduction), police respond to a range of other alcohol-related problems, including assault. The NSW police-training course on the management of alcohol-related crime (MARC) notes the importance of interpersonal skills to prevent escalation of aggressive incidents. (38)

Summary and comment

Licensed premises are a major source of alcohol-related problems. Research has identified a number of modifiable risk factors for these problems. The police have a significant legislative base, as well as numerous voluntary and cooperative mechanisms, to use to prevent problems and to deal with problems as they arise. However, knowledge of legislation and effective strategies, and commitment to a proactive approach, varies within the Police Service. Further, time for prevention is often lacking, as responding to problems is given priority over proactive strategies, and resources are limited. To achieve a sustainable reduction in alcohol-related harm requires recognition that a change of focus to proactive licensing measures will affect available resources in the short term, and a commitment to that change of focus for the long-term gains it will deliver.

Drink-driving

Driving while under the influence of alcohol ('drink-driving') is a well-established risk for road crashes and a major source of injury and death in the population. While other enforcement methods to address drink-driving exist, (110, 111) random breath testing (RBT) is used in NSW and has been established as an effective strategy for addressing this problem. (112-120) These studies have identified that the factors that contribute to the sustained success of RBT include:

- an apparent and real risk of detection:
 - highly visible
 - conducted often
 - well publicised
 - rigorously enforced to ensure credibility
 - all potential offenders (not just high risk offenders) are targeted
- a change in police culture to accept the low arrest rate
- community readiness to change and community acceptance of the strategy.

For example, an evaluation of RBT in South Australia demonstrated that RBT with extensive publicity was more successful than RBT alone. (121) Key informants noted that extensive publicity is not currently done in NSW.

It has been argued that the deterrence component of a drunk-driving program can be more effective if police can be induced to devote more time to arresting alcohol-impaired drivers. It was suggested that a reduction in the punitiveness of routine drink-driving sanctions might induce the police to make more arrests. (122)

Public drinking and intoxication

Care of intoxicated persons

Intoxicated people are at risk of injury, and can be both victims and perpetrators of crime. For example, drinking has been found to be a risk factor not only for driving injuries, but also for pedestrian fatalities. (123) Also, it is preferable to not have intoxicated people in situations in which they are vulnerable to injury, to being victims of crime, or where they can cause harm to others.

Legislation

The *Intoxicated Person Act* (1979, amended 2001) allows a police officer to detain an intoxicated person (due to intake of alcohol or other drugs) if the person is found in a public place and is:

- behaving in a disorderly manner;

- behaving in a manner likely to cause harm to himself/herself or another person or damage to property;
- in need of physical protection because the person is intoxicated.

Police use the Intoxicated Persons Act to help intoxicated people access appropriate medical treatment and support services, and to reduce the likelihood of the intoxicated person (IP) coming to harm such as through injury, assault, or robbery. Police assess the immediate medical needs of the IP and obtain medical assistance if required. If the IP is violent, the police may detain them in a police cell but if deemed appropriate, police will attempt to find a responsible person (as defined in the Act) to take responsibility for the IP. If a responsible person cannot be found, police may take the IP to the IP's place of residence (depending on the circumstances) or take the IP to an 'authorised place of detention'. The intoxicated person must be released as soon as the person ceases to be intoxicated.

Before recent amendments, intoxicated persons were taken to 'proclaimed places', which included all police stations, 26 specially designated places, and two Juvenile Justice Centres. Parliament passed amendments to the Intoxicated Persons Act in June 2000, and proclaimed in March 2001. These amendments:

- ensure that police retain the power to detain intoxicated persons where there is no other alternative
- ensure that detention of intoxicated persons in police cells is a matter of last resort
- extend the police power to detain those affected by drugs as well as alcohol
- remove powers of detention from all persons involved in providing services other than police officers or authorised Corrective Services and Juvenile Justice personnel
- ensure that detention in a juvenile justice centre is a matter of last resort
- ensure that the only 'authorised places of detention' are police stations and the 2 Juvenile Justice Centres.

These changes mean that previous Proclaimed Places, as they were set up prior to the amendments, will no longer exist and the authority to detain a person found drug or alcohol affected in a public place remains solely with the police. The previous

Proclaimed Places will gradually be 'converted' to Supported Accommodation Assistance Program (SAAP) services over the next 5 years.

To address these changes, the NSW Cabinet has endorsed a protocol for providing a comprehensive range of services to better meet the needs of drug/alcohol-affected people who are homeless or at risk of homelessness. It also identifies the role and responsibilities of the key government agencies (Department of Community Services, NSW Health, and the Police Service) that will develop local arrangements and agreements, under the protocol. This protocol should improve the coordination and support for intoxicated people and streamline the response to the immediate needs of intoxicated people found in a public place and who are considered at risk. The protocol:

- clarifies the roles and responsibilities of the Department of Community Services (DoCS), NSW Police Service and NSW Health
- sets out liaison and referral procedures
- agrees that local written protocols or agreements will be developed between DoCS Area Managers, Mental Health, Drug and Alcohol Coordinators and Local Area Commanders (or designated officers)
- establishes monitoring arrangements.

The protocol and the subsequent local protocols should assist Police in better managing the immediate needs of intoxicated or drug affected people in a public place by providing immediate crisis accommodation and support. Existing Proclaimed Places will continue for some time to be the services for Police referrals.

Although previous Proclaimed Places are to be incorporated in SAAP services it is not clear how many, if any, places will be available for police to take intoxicated persons. This suggests that police will continue to have few options for intoxicated persons, at least in the short-to-medium term.

Police activity

Key informants noted that there are a number of issues relating to intoxicated persons. These include:

- Safe handling of intoxicated persons – for example, avoiding aggression and violence
- Lack of places to take intoxicated people, especially those who are acting violently.

Alcohol-free zones

Legislation

Under the Local Government Act 1993, police, community groups or residents can apply for a public area to be an alcohol-free zone where there is evidence of irresponsible consumption of alcohol. Alcohol-free zones can be established for a maximum of 3 years. Under Section 642 of the Local Government Act 1993, it is the duty of a police officer or an enforcement officer who finds a person drinking alcohol in an alcohol-free zone to warn the person that drinking alcohol in the zone is prohibited and that alcohol in the person's possession may be confiscated if the person attempts to drink any of it in the zone. A person who has received this warning but continues drinking alcohol in the zone, is guilty of an offence, with a maximum penalty: 0.2 penalty unit (one penalty unit is currently equal to \$110).

Police activity

In Sydney, alcohol-free zones apply within a number of suburban areas. (38) One police key informant noted that the fine that can be imposed for breaching an alcohol-free zone is very small, less than the cost of issuing and processing it, so it is a small deterrent for a significant cost to the Police Service. Some key informants offered the view that alcohol-free zones are simply a tool for dispersing people who drink alcohol in particular public places. One police key informant noted that alcohol-free zones “*illustrate the competing demands made on police. One element of the 'community' want 'clean streets'/no visible street drinking and associated disorder. Another element of the community want to occupy a fair share of public space. Police have to manage this.*”

Summary and comment

In sum, intoxicated people in public places can be a nuisance and a danger to the community. They are also at risk of injury and vulnerable to being victims of crime.

However, there are limitations to the ability of police to manage this problem relating to limited resources. Further, concerns have been raised by some sections of the community about police harassment of particular groups when police have picked up or moved on intoxicated people from public areas. In managing problems relating to intoxicated people in public areas, balancing individual and community rights, safety, and amenity is difficult.

Some police key informants expressed a need for a simple but effective consequence that could be given for public drunkenness. Some suggested a ticket (fine) for public drunkenness as a cost-effective consequence.

Under-aged drinking

Consumption of alcohol by young people aged less than 18 years is not uncommon. Alcohol use in the previous month was reported by 28% of 12-13 year olds and 69% of 16-17 year olds in the last national secondary school survey. (124) Apart from legal implications (some of which are discussed below), some health and social problems are associated with alcohol consumption by minors. Earlier use of alcohol has been associated with adverse consequences, such as later problematic alcohol use. (125) Young people aged 14-19 years are disproportionately involved in alcohol-related crimes both as perpetrators (Figure below) (126) and as victims. (127) While alcohol use is somewhat normative, delay of use among youth and effective management of problematic use are important police roles.

Juveniles aged less than 19 years are subject to different legislation and legal processes than adults. Police need to be aware of the legislation, the powers they do and do not have, and how to deal with young people, particularly if intoxicated and aggressive, in a manner that does not escalate a situation. Brief comments on a selection of issues that arose during the consultations for this project are presented below. The police role in alcohol education is discussed in a later section of this report (page 65).

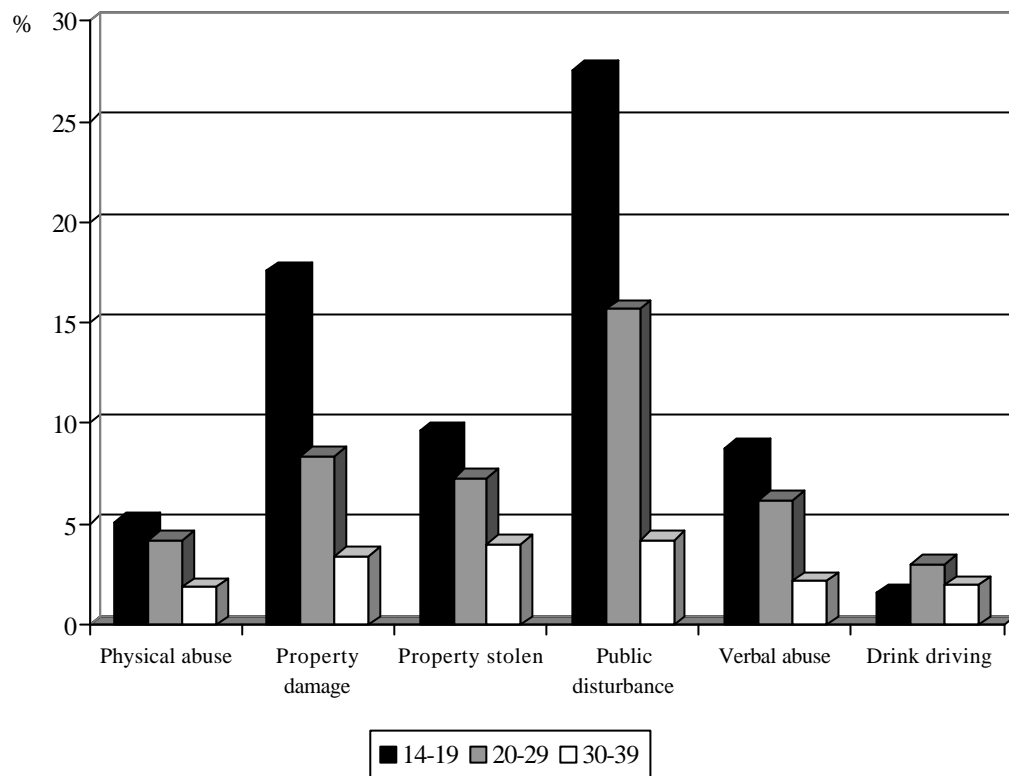


Figure 3 Offences by age group

Source: Makkai T. Alcohol and disorder in the Australian Community: Part II - Perpetrators (Trends & Issues in Crime and Criminal Justice No. 77). Canberra: Australian Institute of Criminology, 1998.

Police powers: How do they differ for young people relative to adults?

- Children under 10 years of age cannot commit offences. Children between the ages of 10 and 14 years can commit offences but the prosecution must not only show that the child committed the act in circumstances that would involve an adult in criminal liability, but also that the child knew that what they were doing was seriously wrong.
- Evidence of an admission made during a police interview with a child under the age of 18 years will not generally be admissible unless the child's parent, carer or lawyer was present.

- Under the Young Offenders Act 1997, four options exist for police dealing with young offenders: warning, caution, conference or court.^f The choice depends on the seriousness of the offence, the degree of violence involved, the harm caused to the victim, the attitude of the young person to the offence and whether the young person admits to the offence.

Minor in possession of alcohol

Police can confiscate alcohol if the person is a minor, not under supervision, and there is no reasonable excuse for the minor to be in possession of the alcohol. If it is open, it is disposed of at the scene. If sealed, it is returned to the station, to be auctioned. An innovative intervention was conducted in Wollongong: alcohol was confiscated and a letter sent to parents to contact the Youth Liaison Officer. The aim was to get the young person and/or their parent to an information session. Non-attendance resulted in a fine for underage possession of alcohol. This strategy has not been formally evaluated.

Minors drinking in public spaces

It is an offence for young people aged under 18 years to drink alcohol in a public place without a responsible adult, such as a parent or guardian. Police have powers to take the alcohol away from young people if they suspect the person is under 18, and not under the supervision of a responsible adult and does not have a reasonable excuse. If police approach a young person in a public place who is drinking or in possession of alcohol the young person must give their name and address if asked to do so. If an under-aged person is found intoxicated in a public place and behaving in a disorderly, disruptive or violent way, the police can detain the person under the Intoxicated Person Act or take them home.^g

Police key informants stated that this is usually dealt with by so called 'Move on Legislation' (Summary Offences Act, 1988 s.28F). There have been concerns about

^f Source: <http://www.police.nsw.gov.au/Campaigns/detail.cfm?ObjectID=195&SectionID=legislation>
Downloaded 7/3/01

^g Source: <http://www.lawstuff.org.au/Page.asp?PageID=121&Section=When&State=nsw> Downloaded 7/3/01

dispersement strategies in relation to young people. Such strategies can simply move young people away from supervision, further alienating those individuals from society. Malone's research with young people has indicated that moving young people to marginal spaces can increase the likelihood of young people being exposed to, and identifying with, individuals involved in street-based drug markets who also operate in these less visible zones. (128) If this occurs, dispersement strategies would have negative impacts on young people. Police key informants suggested that it was preferable to talk to young people drinking in public places, for example, to discuss the need to keep the noise down so they do not bother residents, rather than to just move them on.

Examples of good practice relating to this issue concur with the strategy of engaging young people in discussion about their behaviour and attitudes. One key informant stated that in his LAC, underage youths caught in possession of, or consuming, alcohol have their details taken and are given a three day timeframe in which their parents must contact the local police. If the parents do not contact police in that time, the police contact the offender's parents and a warning is issued to the young person. This process gives the young person time to reflect on their behaviour and discuss the situation with their parents.

False identification

Fraudulently obtained or amended proof-of-age cards or drivers' licences are frequently identified by licensed venues' security staff and police. Under Section 152A of the Liquor Act, police and others authorised to check proof-of-age (for example, licensees, security staff and bar staff) have the power to confiscate 'Proof of Age' cards, but not drivers' licences. There is currently a maximum penalty of 20 penalty units (\$2,200) for possession of fake or altered drivers' licences. A minimum penalty exists (\$550) which can be dealt with by the issuing of an infringement notice. Discussions with police key informants suggested that there is variation in knowledge of the powers and sanctions in regard to confiscation of drivers' licences.

In some LACs, police and licensed venue security staff have arrangements in place to share information concerning fake or altered drivers' licences and Proof of Age cards. In one such example, with the support of the local Commander, security staff are encouraged to confiscate any ID reasonably suspected of being false or altered. The

confiscated item(s) are then forwarded to the Youth Liaison Officer to be dealt with. This arrangement gives police the necessary time and information to investigate the status of the licence.

Summary and comment

Young people aged 14-19 years are disproportionately involved in alcohol-related crimes and to be victims of alcohol-related harm. Accordingly, police need to be aware of the different legislation relating to young people, and trained in effective approaches for managing youth issues and young people.

Education

Police can be involved in the provision of information in an opportunistic manner (for example, answering individual inquiries from parents, licensees and others) or proactively offering information (for example, offering advice to an individual at the scene of an alcohol-related incident). Police are also asked to contribute to school drug education and can initiate or be involved in a range of community education activities. Community and school-based education activities are discussed below. Key informants noted that there are no guidelines and little (or no) training in the provision of drug education. This issue is discussed under 'school education' below, where it appears to be an area of some concern.

Community awareness activities

Community education activities include:

- presentations for community groups such as Lions Clubs, Rotary Clubs
- involvement in promoting specific ideas, for example, nominated driver schemes, parent contract schemes, party awareness initiatives for parents (see Rose Bay case study in Box 4 below)
- other promotions, for example, a drug and alcohol stand at the Easter show at which people pour what they think is a standard drink, the person with the most accurate guess wins a prize. A police key informant reported that this activity was popular and effective in demonstrating the size of a standard drink.

Some police key informants argued that more could be done in this area. For example, it was argued that an information campaign was needed to empower the community,

to explain why it is not a good idea to ‘turn a blind eye’ to crime. Comparison was made with the Road and Traffic Authority’s media campaigns (for example, the effect of speed and fatigue on driving).

Box 4: Dance Party, Rose Bay

Police in Rose Bay noted that there were very few social venues for young people in the area, so young people tended to congregate in public parks or have private parties. Both of these options were problematic. Underage drinking and noise in public parks became a nuisance issue for local residents. Private parties were also problematic, with insufficient supervision and uninvited guests (‘gate crashers’) resulting in alcohol-related violence and injury. (129) (130)

In response to this situation, the Rose Bay police developed a campaign, called ‘Dance Party’. The campaign was developed in collaboration with a local community safety council – including local council, police, and community members. The campaign encouraged parents to have parties at home, but to supervise them. A5-size fridge magnets were distributed through schools, which asked parents to consider the following issues when their children are planning a party:

- Alcohol
- Informing police
- Fire safety

On the back of the magnet, parents were asked whether they had a plan for the following issues:

- supervision (adult:youth ratio)
- alcohol use by minors
- transport home
- gate-crashers – entry by invitation only was recommended, advertising the party over the internet was not recommended
- property theft.

School and other drug education

Police are often asked to contribute to drug education courses in schools, at TAFE, and in other training programs such as those run by the Armed Forces. The role of police in school-based drug education is a contentious issue. There are Department of Education guidelines relating to the use of external people in drug education, and Police Service guidelines regarding their involvement in school-based drug education, but neither appear to be well known to teachers or police.

The Department of Education 'Controversial issues in schools' memorandum (73/47157.9.2.83) and published principles of drug education (131) include, for example the requirement that external people only be brought in to augment an existing program, that teachers check the appropriateness and accuracy of the content of presentations by external presenters, and that teachers be present when external presenters are conducting presentations to students. Police key informants reported that Police Service guidelines (a copy of the guidelines could not be found) stipulate that police are not to conduct any programs in schools unless they have had appropriate training to do so. The training course that was approved for this purpose is no longer conducted. The problems, according to police key informants, include:

- Police are (sometimes) expected to address the total drug education needs of the school, often without information on the specific needs of the school community. This has a number of associated problems:
 - It assumes a 'one-size-fits-all' approach, thus not catering for the different needs of different schools.
 - It can place unrealistic expectations on police to prevent and solve the school's alcohol problems.
 - Police are not trained to provide a comprehensive alcohol education program. In terms of content, they are not trained in, nor most appropriate, to present the health effects of drugs. In terms of presentation, they are not trained in the interactive style of education that is necessary for effective drug education. (132, 133)
- Teachers have (reportedly) not always been present during presentations by police, which is contrary to Department of Education policy. Teachers who do not attend a presentation cannot monitor the appropriateness and quality of that presentation.

In sum, while there is pressure from schools for police to be involved in school-based drug education, there are difficulties with this practice. Given literature questioning the value of school-based drug education, (134-139) and any evidence of outcomes from police involvement in school education, (140) the value of this practice should be considered.

Populations

The Australian community comprises a diverse range of individuals and groups. Groups within the community include women and families, people from diverse cultural and linguistic backgrounds, people with mental health problems, youth, rural/urban populations, and Aboriginal people. Police need to be informed about, and sensitive to, issues that might be pertinent with different groups within the community to maximize the effectiveness of their plans and activities with all members of the community. It is beyond the resources of this study to cover the issues relating to all groups. A brief note on rural/urban populations and Aboriginal people is provided below.

Rural, suburban and urban populations

As identified above (page 14), alcohol-related incidents have been found to be more prevalent in rural areas relative to metropolitan areas. Rural, suburban and urban areas have different issues and require different strategies. For example, while it might be viable for police to drive an intoxicated person home in a small town, this is not feasible in metropolitan centres, where people might travel 20km or more for a night out.

Some police key informants thought that accords can be easier to implement in small towns, where everyone knows everyone, the population is less transient than in the city, and the number of licensees is small, so it is possible to include all the licensees under the one accord.

Aboriginal people

Alcohol-related problems are a particular concern for Aboriginal people.^h National household surveys have found that, while a smaller proportion of urban Aboriginal people drink alcohol (62%) compared to the general population living in urban areas (73%), those who do drink alcohol are much more likely to have consumption patterns that place their health at higher risk (51% compared with 22% of drinkers in

^h It is noted that the term 'Aboriginal peoples and Torres Strait Islanders' is favoured, particularly in the national context. The shorter term 'Aboriginal people' is used here mainly for the sake of brevity. It is acknowledged that people of Torres Strait Island descent live in NSW, and are included in the discussion of 'Aboriginal people'.

the general urban community). Overall, 32% of urban Aboriginal people were found to be higher risk drinkers, compared with 16% in the general community. (141)

Hunter has reported that the most common reason for arrest of Aboriginal people in 1994 was alcohol-related: The most recent arrest of 23% of males and 7% of females had been charges for drink-driving or drinking in public. (142) Further, Aboriginal people are 15 times more likely to be prosecuted for offensive language and offensive conduct charges than non-Aboriginal people. (143) An analysis of these arrests has identified that, in the majority of cases, alcohol was a contributing factor to the offence. (144) Such arrest rates are of concern, given that being arrested has been found to adversely affect the employment prospects of Aboriginal people, (142) and that Aboriginal people are already over-represented among the unemployed and in the criminal justice system. Further, alcohol-related arrests contribute to high rates of incarceration of Aboriginal people, which have also had seriously detrimental outcomes. (71, 145)

Of concern are reports of inappropriate policing and over-policing of Aboriginal people, thereby contributing to their higher exposure to the criminal justice system. (146-148) Under-policing in cases of domestic violence within Aboriginal communities has also been reported. (146)

One non-police key informant noted that: *“Drunkenness laws have provided (and continue to provide) police with a vital tool in controlling Aboriginal communities. At the same time, alcohol is vitally part of the degradation and high levels of crime in these communities. It provides a classic case where problem-oriented approaches (ie not crime, not public order policing) must take priority.”*

The NSW Police Service is currently involved in a number of initiatives with Aboriginal communities that aim to address alcohol-related problems. These include Night Patrols and Education Camps. Information on these initiatives, as provided by the NSW Police Service, is provided below.

Night Patrols

Walgett, a rural town in central New South Wales, was experiencing problems with public drinking and associated violence, particularly as licensed premises closed. The NSW Police Service provided a minibus so that a team of Aboriginal

people could pick up intoxicated Aboriginal people from wherever they have been drinking (for example, hotels or in the street) and drive them home. If the team considered there was a danger of domestic violence as a result of the intoxication they might take the person to a proclaimed place to sober up. (149) The patrol has aimed to reduce:

- i. the amount of alcohol related violence, street disturbance and crime involving Aboriginal people
- ii. the number of Aboriginal people charged with street offences
- iii. the number of Aboriginal people held in police custody.’ (p. 8) (149)

An unpublished evaluation found that the Night Patrol was effective when it was operating in that it reduced street drinking and associated violence and did not appear to increase domestic violence. (149) However, the service was found to be very difficult to keep running on a regular basis. It was difficult to attract and maintain volunteer staff for a range of reasons. These included the unattractive hours (evenings on nights that everyone is out) and that drivers sometimes suffered verbal abuse from passengers. There was not a lot of incentive for drivers, even when there was some reimbursement. It was also hard to maintain consistent community interest in running the project.

In May 1999, night patrols were run in Redfern, Brewarrina, Bourke, Walgett, Mount Druitt, Kempsey, Dareton, Narrandera, and Foster.

Education Camps

In 1999, the Police Service had sponsored Education Camps in the Richmond, Far South Coast, Brisbane Waters, New England and Barwon Local Area Commands. The Camps aim to provide a forum to educate young Aboriginal people about harm minimisation principles in a culturally appropriate way, and involve participation by Aboriginal Elders and Police Aboriginal Community Liaison Officers. Information about the effectiveness of the camps could not be obtained during the time available for this report. The future involvement of NSW Police in the camps is being reviewed.

The issue of the role of police in the prevention and management of alcohol problems with Aboriginal people is important and warrants further research and attention. A

number of structures exist, which can be involved in such efforts, including the Aboriginal Justice Advisory Committee (NSW Attorney General's Department), the Police Aboriginal Council, the Police Service Aboriginal Coordination Unit, and Aboriginal Community Liaison Officers.

Examples of collaborative and innovative projects

A search of research databases identified some published literature on alcohol problem prevention interventions involving police in the UK, (150) the US, (108, 120, 151, 152) New Zealand, (153)) and Australia. (98, 105, 154) It was beyond the scope of this study to identify and review such research articles.

Within each LAC in New South Wales, a range of innovative projects has been trialled. Most of these have not been well documented. Some have been described above, throughout this report. A selection of other demonstration projects is described below. The selection was somewhat fortuitous in that it includes interventions that happened to be identified during the course of this project and for which information from those involved could be obtained. Some were initiated by police, others were initiated by others but required police involvement. It is likely that there are many other interventions that are not included here.

Drink Link, Wagga Wagga

Issues that needed to be addressed	<p>The problem/s</p> <p>(1) Young people (whether under 18 years or over 18 years), teachers and parents lacked knowledge of the laws governing the sale, consumption and supply of alcohol.</p> <p>(2) Little information was being given to the general public on the laws governing alcohol.</p> <p>(3) Increasing alcohol-related street offences at closing time of licensed premises.</p> <p>(4) Lack of transport options to take home patrons of licensed premises.</p>	<p>Source of information about the problem</p> <p>Anecdotal evidence</p> <p>Anecdotal evidence</p> <p>Police observations</p> <p>Police observations</p>
Objectives	<p>Objective/s</p> <p>Phases I and II To give information regarding the law governing the sale, consumption and supply of alcohol to young people, teachers and parents of Wagga.</p> <p>Phase III To reduce alcohol-related crime associated with licensed premises that trade late on Saturday night/Sunday morning</p> <p>Phase IV To give information to community regarding the potential consequences and legal punishments of alcohol-related crime</p>	<p>Measure of success and/or performance indicators</p> <p>Phase I Number of brochures given to students, teachers and parents</p> <p>Phase II Number of wallet-sized cards distributed to students. Number of posters distributed to schools and licensed premises. Number of wine bottle paper bags distributed to licensed premises</p> <p>Phase III Reduction in street offences and PCA offences over a 12-month period.</p> <p>Phase IV Number of hours of airing of TV commercials</p>

Brief description	<p>Phase I Two brochures were developed that gave information on the laws governing the sale, consumption and supply of alcohol. One brochure was aimed at students while the other was suitable for parents and teachers.</p> <p>Phase II Wallet-sized cards were developed (an ‘under 18’s card for students and an ‘over 18’s card for distribution by licensed premises). Posters were developed for distribution to high schools and licensed premises. Wine-bottle paper bags (containing information) were developed, suitable for distribution to licensed premises.</p> <p>Phase III A bus service was established to take patrons to and from their homes on Saturday nights and Sunday mornings from late closing licensed premises.</p> <p>Phase IV Four 30 second TV commercials were developed regarding alcohol-related problems, particularly as they relate to young people.</p>
Results	<p>Phase I Every student in Years 10, 11 and 12 in the 15 participating schools of the Riverina area received a brochure. Every teacher at each of the schools received a brochure and all members of parents and citizens groups received a brochure. Each of these groups (students, teachers and parents) received instruction on the brochures by 2 members of the Wagga Wagga Drink Link Project Team.</p> <p>Phase II Every student in Years 10, 11 and 12 in the 15 participating schools received a wallet-sized card. All 15 participating schools received posters. All licensed premises in the Riverina area received posters and wine-bottle paper bags.</p> <p>Phase III Over a 12 month period, 27% reduction in PCA offences and 8% reduction in street offences. 100-150 people use the bus service each Saturday night/Sunday morning. Continued financial support from 15 licensed premises that either trade late or are on the bus routes.</p> <p>Phase IV The alcohol-related crime commercials are aired as free ‘Community Service Announcements’ across the complete Prime Network (covering most of regional NSW, ACT and in some areas of QLD) for an indefinite period of time.</p>

Source: Sergeant Garry Bowden, Officer in Charge – Licensing, Wagga Wagga, Local Area Command.

Choose Don't Lose campaign

Brief description	<p>The Drink Drive Prevention Team, a coalition of Bankstown, Canterbury, the City of Sydney, Leichhardt, Marrickville and South Sydney Councils, with Endeavour Region Police and Central Sydney Area Health Services, received grants from the RTA to conduct public awareness & education campaigns through local print media, licensed venues and RBT sites over each Christmas/New Year period since 1997.</p> <p>Over thirty licensed venues annually promote the campaign through strategic display of campaign messages, promotion of alternative forms of transport, distribution of 'standard drinks' wallet cards and use of campaign coasters with drink-driving related 'trivia' quizzes and puzzles.</p> <p>Wallet cards containing standard drinks information, transport contact numbers, campaign message and calendars are distributed by Highway Patrol police officers at Random Breath Test sites across the target area throughout December.</p> <p>Quarter page campaign messages were placed in four local community newspapers in the two weeks preceding Christmas 1997 -99.</p>	
Issues that needed to be addressed	<p>The problem</p> <p>30 - 39 year old drivers had the highest rate of alcohol-related convictions and incidents; men outnumbering women by approximately 8 to 1. Most incidents occurred after drinking at a hotel or club, or a private residence</p>	<p>What was measured to identify the problem?</p> <p>1995/8 Midwest District Police traffic data</p> <p>1998 RTA incident data – morbidity & mortality for the region covered by the councils of Bankstown, Canterbury, the City of Sydney, Leichhardt, Marrickville and South Sydney</p>

Process		Measure of success and/or performance indicators
	<p>The two major components to the campaign targeted pubs and clubs & Random Breath Test (RBT) sites.</p>	<p style="text-align: center;">Process Evaluation</p> <p><u><i>Pubs & Clubs</i></u></p> <p>A semi-structured questionnaire was developed by Quadrant research, in conjunction with the DDPT Evaluation committeeⁱ. Ten licensed premises^j were chosen at random & interviews conducted with the managers.</p> <p><u><i>RBT sites</i></u></p> <p>Both City East and Endeavour regions were involved with the campaign. Semi-structured interviews were conducted with three RBT Police Officers from the City-East region and four from the Endeavour region, as well as two RBT Supervising officers from Endeavour region and one from the City East region.</p>

ⁱ The Evaluation committee comprised: Alex Voukelatos, CSAHS, Health Promotion Unit; Ingrid Peschar, CSAHS, Drug & Alcohol Service; Len Woodman, RSO, City of Sydney Council.

^j The term ‘licensed premises’ is understood in the context of this project description as ‘pubs or clubs’.

Objectives	<p>The project's aim was to reduce the target group's incidence of road use while impaired by alcohol, through:</p> <ul style="list-style-type: none"> ▪ Increasing knowledge in the local target group of legal alcohol limits ▪ Promoting awareness of potential consequences of being caught drink driving ▪ Promoting awareness of alternative strategies to drink driving ▪ Promoting and supporting responsible service of alcohol 	<p>Impact Evaluation</p> <p>There were four key components to the impact evaluation:</p> <ul style="list-style-type: none"> - Reach of the campaign - The perceived campaign message - Behaviour relating to drink-driving - Analysis of available RBT data. <p>The first three components were addressed by a structured questionnaire. This was administered face-to-face with male patrons, aged between 30-39, in the licensed premises randomly selected. Two hundred questionnaires were completed during the campaign period, between 7 PM and 9 PM.</p> <p>Data from Police RBT sites was also obtained and analysed in order to look at patterns in drink-driving offences over time.</p>
-------------------	--	---

Results	<p>An independent, private Research Company, Quadrant Research, conducted the evaluation of the pubs & clubs. The Drink-Drive Prevention Team (DDPT) conducted the evaluation of the RBT element.</p> <p>The 1998 ‘Choose, don’t Lose’ campaign was widely accepted by managers of licensed premises involved in the campaign, and by RBT Police. The high quality of the resources, and flexibility in the implementation of the campaign were the main factors contributing to this acceptance. However, the slogan ‘Choose, don’t lose’ was, perhaps, not as clear as it needed to be. In any case, managers interviewed felt that the intended message got through to the target group. It is very difficult to indicate with confidence the impact of this campaign on the reduction of drink-driving offences. However, the impact of this campaign on the target group is clear. Recall of the campaign in participating pubs & clubs was good, and the perceived meaning(s) of the campaign slogan was consistent with the intended meanings.</p> <p>Licensed Venues</p> <p>Managers were more than willing to use the resources, especially the coasters and posters. The reason for the managers’ positive view of the resources was the variety of high quality resources available. The quality of the resources made them easy to use, interesting to look at and relevant for the issue of drink-driving.</p> <p>In particular, the fact that the posters were available in a variety of sizes and the variety of quizzes on the reverse of drink coasters was very well received by managers and patrons. The use of drink-driving related quizzes is an excellent strategy that was perhaps slightly under-utilised in this campaign. The quizzes drew people’s attention to them, without using expensive, colourful images.</p> <p>Campaign slogan</p> <p>Spontaneous recall of the ‘Choose, don’t lose’ slogan was comparable to higher profile RTA mass-media campaigns, such as the ‘Jessica, go to bed!’ campaign, the ‘Drink-drive it’s a crime’ slogan, and the ‘If you drink drive, you’re a bloody idiot’ campaign from Victoria. This is perhaps a little surprising considering the amount of money that goes into such mass media campaigns compared to the relatively small amount of funding available to the ‘Choose, don’t Lose’ campaign. This indicates that when focussing at a local area, a lot can be achieved with even a small-scale campaign.</p> <p>RBT sites</p> <p>Police officers involved with the campaign commented that they felt the cards were an effective strategy, and that the public was positive about the resource. There was little evidence that the cards were discarded by the public.</p>
----------------	--

Source: A collaboration in central Sydney of the NSW Police Service, Local Government Councils, Drug and Alcohol Service, and the Health Promotion Unit, formed the Drink Drive Prevention Team (DDPT). (155)

Operation Drinksafe

Brief description	<p>An innovative model of “Operation Drinksafe” derived from alcohol brief intervention strategies has been extensively trialled and evaluated on the NSW North Coast. This model combines a brief personalised risk assessment and feedback using the Alcohol Use Disorders Identification Test (AUDIT) with breathalyser testing and education on drink/driving.</p> <p>The north coast Operation Drinksafe program was a partnership between NSW Health and Northern Rivers Police. The intervention involved a Health Promotion Officer and a Police Officer working together to promote responsible drinking and driving to patrons of licensed premises.</p> <p>The north coast model of Operation Drinksafe is described in detail in the best practice resource</p> <p><i>Drinkcheck: A manual for alcohol brief intervention in health and community settings.(2000)</i></p> <p>(written by Northern Rivers Health Service for NSW Health)</p>	
Issues that needed to be addressed	<p>The problem/s</p> <p>Excessive drink-driving and road accidents caused by alcohol</p> <p>Alcohol related violence and other street offences around licensed premises.</p>	<p>What was measured to identify the problem?</p> <p>LAC alcohol related road accident statistics, RBT reports; reported incidents of violence in and around hotels and clubs; Northern Rivers Health Service hospital admissions for alcohol related injury etc.</p>

Objectives	Objectives <ul style="list-style-type: none"> • To promote responsible drinking behaviour by patrons • To increase understanding of the relationship of alcohol consumed and blood alcohol concentration (BAC) • To increase knowledge of hazardous and harmful misuse of alcohol for men and women 	Measure of success and/or performance indicators <ul style="list-style-type: none"> • Number of licensed premises and patrons participating in Operation Drinksafe • Clearer understanding of drinking pattern of drinkers in licensed premises on NSW North Coast • Follow-up study of patrons conducted 12 month after their initial participation in the program • Extent of dissemination and uptake of this model of Operation Drinksafe in other parts of Australia • Numbers of other services requesting and using resources specifically designed for the program. • Research and evaluation of program published in peer reviewed international journals
Results	<p>Over an 18 month period 187 presentations of Operation Drinksafe took place in hotels and clubs from Tweed Heads to Coffs Harbour. 6,500 patrons participated voluntarily in the intervention.</p> <p>A follow-up survey was conducted 12 months later with patrons selected randomly from the original participants. 1211 patrons were followed up. The results indicated that almost half (46%) the participants had reduced their alcohol consumption since the intervention. The mean AUDIT score reduced by 15%, weekly alcohol consumption by 13% and frequency of binge drinking by 19%. Those previously drinking at harmful levels reduced the most (AUDIT 29%, consumption 22% and binge frequency 37%).</p> <p>These finding indicate that alcohol brief intervention strategies can be used successfully in hotels and clubs to encourage patrons to drink more responsibly, make educated choices in relation to alcohol and health and to understand the relationship between alcohol consumption and BAC levels for driving</p> <p>This model of Operation Drinksafe has been piloted in Manly, Dulwich Hill, Tweed Heads and across the northern region of Western Australia.</p>	

Source: Reyna Dight, Co-ordinator Alcohol Projects, Northern Rivers Area Health Service, Health Promotion Unit. Results have been published elsewhere. (156, 157)

Barriers and opportunities

Barriers to best practice

Police key informants identified that the following factors make planning and involvement in specific alcohol initiatives difficult:

- Shift work can make attendance at meetings difficult.
- Where the rotation of police through different jobs occurred, it is a barrier to following through with long-term projects.
- Reacting to incidents is an important part of police work and an expectation of the community. This means that responding to problems often takes precedence over preventive activities.
- Addressing alcohol-related problems adequately requires education and training and opportunities are limited. Some of the topics that were mentioned as being important but where few opportunities existed included legislation, police powers, licensee requirements, what works in preventing alcohol-related crime, the delivery of school-based drug education, and project planning. Police key informants noted that most police would not be familiar with the Liquor Act, let alone be up to date with changes or have a good understanding of implications for police practice.
- It is difficult for police to keep up to date with changes in the legislation. The Department of Gaming and Racing regularly produces a bulletin with a variety of useful information about a range of issues including legislative changes, but police key informants noted that these bulletins are for public information, so they do not give the details and interpretations required by police. Police key informants also noted that while amendments are available on the internet, many police do not have access to it.
- Addressing alcohol problems is not necessarily given a high priority in all sections of the Service. There are many reasons for this including limited research in the link between crime and alcohol and the large amount of attention given to illicit drugs by the media.

- Alcohol is a legal drug and hence may not be seen by many police and members of the community as a particular problem.
- There can be a “catch-22” situation if Licensing Officers are successful. It could be that if Licensing Officers introduced a set of interventions that reduced alcohol problems it could be seen by some as a being a situation of “problem solved” resulting in less attention being given to the problem. While this is understandable, it could result in reduced focus on alcohol-related problems with a resultant increase in alcohol-related problems at some later stage.
- It was suggested that not all police were familiar with evidence-based policing and may not see the benefits of putting theory put into practice. This was seen as a barrier to support for proactive policing.
- Although there is a lot of talk about proactive, intelligence-driven policing, there is reluctance to support prevention strategies that are not able to demonstrate benefits until the longer term.
- Members of the public do not always understand the limitations of the police role and there are often expectations that police will immediately be on hand to solve all crime problems. There tends to be calls for ‘more police’, rather than for a shift to the prevention of problems through proactive policing.
- Police do not always have access to the latest technology, particularly computers, required for information dissemination.

These barriers, identified by police and other key informants, remain to be tested.

Opportunities and support for best practice

New Licensing Council

In response to a perception that the Police Service was dealing with licensing issues in an ad hoc manner, a State Licensing Council has been established. The members include Licensing representatives from the 11 Regions, Water Police, Licensing Prosecutors, Crime Agencies, and the Drug Programs Coordination Team. The goals include:

- Promoting uniformity and best practice across the state
- Improving education for licensing police

- Establishing communication channels through which all licensing police can receive up-to-the-minute court decisions, policy changes and so on.
- Promoting recognition of the licensing police position, to ensure local area commands have dedicated full-time licensing police and support appropriate training for those positions.

Police preference for prevention

Police deal with the consequences of alcohol problems such as violence. For that reason, police have a stake in preventing problems. Some police key informants noted that many police prefer to prevent alcohol-related problems than to constantly react to them. This constitutes a good ‘selling point’ for preventive activities.

Demonstration projects in proactive policing

Demonstration projects exist that can provide some inspiration and ideas to police (see case studies). However, few are well documented or evaluated, and dissemination is even less common.

New crime management models

To some degree at least, police have adopted new crime-management models that feature intelligence-led, collaborative approaches. New positions such as the Intelligence Officers in each LAC, and production of area-level intelligence on crime (ACE report), provide infrastructure and support for proactive policing.

Community support

There is community support for many of the initiatives in which police are involved. However, as can be seen in Table 5, this support appears to be for initiatives directed towards problem drinkers and trouble spots, rather than for initiatives that might affect the general community.

Table 5 Community support for alcohol initiatives

Initiative	% support
More severe penalties for drink drivers	93
Stricter enforcement of the law against serving intoxicated people	92
Serving only low alcohol drinks at sporting events/venues	76
Increasing number of alcohol-free zones	71
Raising the legal drinking age	56
Reducing trading hours for all pubs and clubs	38
Increasing the price of alcohol	35
Reducing number of outlets that sell alcohol	35

Source: Commonwealth Department of Health and Family Services. National Drug Strategy Household Survey Report, 1996.

Conclusions

Within the time available for this report (33 days), all of the relevant literature and all of the police activity relating to alcohol harms could not possibly be covered. It is likely that there is a wealth of information that could still be incorporated. In particular, it is noted that traffic police were not consulted for this report. This was purely due to time limitations. However, from the literature that could be read, the police key informant interviews, and consultations with other key informants, the following conclusions are offered.

- Policing methods are in a process of change, becoming more proactive, information-based and collaborative. Such changes have supported a movement towards police involvement in the prevention of alcohol-related problems, and management of alcohol-related problems with a harm minimisation focus.
- More is being done than many might realise. However, innovative programs are dependent upon a small number of individuals with the vision, skills and commitment to initiate projects or cooperate with other initiatives. Further, there is little evaluation and dissemination of police efforts in this area.
- There appears to be potential for a greater shift from reactive to proactive strategies. This requires workforce development such as policies that promote police involvement in alcohol harm reduction, training of new and existing police in the relevant legislation, health promotion / crime prevention methods, keeping

police up to date with legislative changes and new ideas for preventing and managing alcohol problems in their specific local area commands, and support for innovation.

While this report has probably raised more questions than answers, a couple of conclusions appear reasonable, on the basis of the literature and the consultations:

- that monitoring and enforcement of liquor regulations is an effective strategy for reducing alcohol-related problems
- that intoxicated people in public areas are a risk to themselves and to others, however police have few viable options for addressing this problem
- that random breath testing has demonstrated efficacy under certain conditions, but there were concerns that these conditions have been relaxed.
- that police are likely to have little impact upon alcohol problems by their role in school-based drug education
- that Aboriginal people are disproportionately affected by alcohol-related harms, including harms relating to exposure to the criminal justice system.

Recommendations

On the basis of the literature reviewed and consultations conducted, the following recommendations are proposed.

1. Recording of existing practice through an audit of police activity in the prevention and management of alcohol problems is required. The audit could include a description of projects (see Box 5 below), including projects from other jurisdictions, to maximise the variety of good-practice projects from which police could learn.
2. Identification and dissemination of good practice. This could include the identification of good practice, poor practice, and innovative ideas that should be properly trialled. It could also include a study of the role of operational police in responding to incidents, using qualitative methods such as observation, individual interviews, and group discussions. For example, what strategies are most and least effective for diffusing problems?

3. Development and implementation of a workforce development program, including training, policies, and information updates to increase the amount and quality of police activity that can reduce alcohol-related problems.
4. Support for demonstration projects with rigorous evaluation and dissemination of findings.
5. Further research into the role of police in the prevention and management of alcohol problems among groups that are disproportionately affected by alcohol problems and police intervention. In particular, priority could be given to investigating this issue among Aboriginal people.
6. Increased collaboration with other agencies. There is a great deal of appropriate collaboration but there remain opportunities to increase this in order to develop partnerships where resources, information and ideas can be shared to increase effectiveness and efficiency.

Box 5: Audit questions

For the audit of police interventions, a standard format, with questions such as those presented below is recommended:

1. What was the problem that the intervention aimed to address? How was it identified?
2. What resources did the project have in terms of people and money? What specific objectives did the intervention have? That is, what clear and measurable change was expected as a result of the intervention?
3. What strategies were used to achieve the objectives? Why were they chosen? What evidence was used to indicate that these strategies were likely to achieve the objectives?
4. What is known about the success of the intervention? Did it achieve the objectives?
5. What factors facilitated and/or hindered the success of the project? In particular, what local factors were important?
6. What are the recommendations for others wanting to address the same problem?

Appendix 1: Police positions within a Local Area Command

Each Local Area Command includes the following police positions. This is not a complete list of all positions, but gives an outline of most of the main positions in Local Area Commands.^k

Commander

Rank: Superintendent.

The Commander manages the LAC, providing leadership and motivation. They also ensure staff have adequate supervision, training and career development opportunities and encourage community and staff participation in local initiatives.

Manager

Public Servant

The Command Manager is responsible for administration and support functions, including financial, human and other resource management.

Duty Officer

The Duty Officer coordinates and supervises operational activities during their shift. They delegate tasks and control major incidents, performing both mobile and station duties.

Crime Manager

The Crime Manager directs and coordinates all major investigations. They supervise the interviewing and charging of offenders and the preparation of evidence for court.

Investigator

Rank: Constable to Sergeant (Detective)

These officers lead investigations into serious criminal activities and identify "problem areas".

Shift Supervisor

Rank: Sergeant

Shift Supervisors work closely with the Duty Officer to assess shift requirements. They also allocate tasks to officers and monitor their work load and safety.

Custody Manager

Rank: Senior Constable to Sergeant

The Custody Manager is responsible for monitoring the well being of anyone being interviewed and those people in the police station prior to charging.

Station Officer

Rank: Constable to Senior Constable

Station Officers oversee the Custody Officers to ensure the safety, welfare and security of prisoners in police custody. They organise the charging and transfer of prisoners to other locations and handle general inquiries.

^k Source: This information was copied from <http://www.police.nsw.gov.au/lac/detail.cfm?ObjectID=107&SectionID=lac> 28/11/2000

Custody Officer

Rank: Constable to Senior Constable

These officers are responsible for the safety and well being of all prisoners within the cell complex of the Police Station.

Beat Supervisor

An LAC's boundaries are broken down into 'beat areas'. The beat Supervisor coaches officers to solve problems within their beats and ensures they keep the community informed of police initiatives in their area.

Beat Constable

A beat Constable patrols "beat areas" his or her area and works with the public to reduce street crime and criminal activity. They identify offenders and problem areas and give information to the Intelligence Officer.

Highway Patrol Supervisor

Rank: Senior Constable to Sergeant

The Highway Patrol Supervisor attends major traffic incidents and supervises road safety activities such as patrolling clearways, radar speed operations, random breath testing and VIP escorts.

This officer develops plans to maintain free flow of traffic within the LAC.

Highway Patrol Constable

Rank: Constable to Senior Constable

HWP Officers are responsible for road safety by assisting the free and safe movement of people and traffic. They also provide support in emergency and special situations to General Duty Police.

Supervisor Traffic Services

Rank: Senior Constable/Sergeant

This officer is responsible for all motor traffic accident records and participates in traffic management committees within the community. They are also responsible for road safety and identifying and monitoring problem areas.

General Duties Constable

Rank: Constable to Senior Constable

This officer responds to incidents in your area such as; road accidents, break and enters, domestic violence, noise complaints, lost children and criminal activities.

Sector Supervisor

Rank: Constable to Sergeant

The Sector Supervisor is in charge of a specific area of the LAC.

Duties include supervising staff, coordinating police activities and maintaining close contact with the community.

Education and Development Officer

Rank: Constable to Sergeant

This officer liaises with the Local Area Commander and Police Academy staff as the coordinator of training and development programs. They provide guidance, encouragement and assistance to police in their studies.

Intelligence Officer

Rank: Constable to Senior Constable

This officer collates information and monitors crime trends. The intelligence gathered helps police target problem areas.

Appendix 2: Regulatory/enforcement agencies

Details of regulatory / enforcement agencies involved with licensing laws and responsible service of alcohol, *apart from police*, are presented below.

NSW Department of Gaming and Racing

The Department of Gaming and Racing (DGR) is responsible for the proper conduct and balanced development, in the public interest, of the gaming, racing, liquor and charity industries in New South Wales. (85) The Compliance Division of DGR:

- is responsible for routine and special investigations of licensees, licensed premises and registered clubs to ensure the integrity of licensees, and to determine compliance with the law.
- undertakes the probity assessment of applicants for liquor and gaming related licences.
- examines applications to the Licensing Court of NSW and the Liquor Administration Board
- provides support to the Liquor Administration Board in the administration of noise/disturbance complaints against licensed and club premises.
- deals with complaints in relation to alleged breaches of the Registered Clubs Act and the Liquor Act.

The Director of Compliance, who is also Director of Liquor and Gaming (a statutory position under the Liquor and Registered Clubs Acts):

- conducts prosecutions and investigations under the Liquor and Registered Clubs Acts
- has the authority to object to an application for the grant or transfer of a licence and is empowered to bring disciplinary action before the Licensing Court against clubs, their management and licensees.¹

Director of Liquor and Gaming

The Director of Liquor and Gaming is a statutory officer located within the Department of Gaming and Racing, and appointed by the Governor with powers, responsibilities and

¹ Source: <http://www.dgr.nsw.gov.au/> Downloaded 7 March 2001

obligations under the Liquor Act 1982 and the Registered Clubs Act 1976. (158) The Director's role is to:

- investigate all liquor and gaming licence applicants and their associates to establish their fitness to hold licences;
- investigate club secretary applicants to establish their fitness to hold the position;
- initiate prosecution and disciplinary action in the Licensing Court and superior courts;
- take objections against licence applications on probity and other public interest and statutory grounds;
- investigate licence holders, registered clubs and their associates regarding abuses of licences, illicit activity or misconduct in licensed venues;
- investigate complaints from the public, industry, members of registered clubs and Government agencies about the operation of licensed premises and registered clubs;
- conduct major investigations of serious mismanagement in registered clubs and breaches of the Liquor and Registered Clubs Acts;
- monitor industry compliance for the responsible service of alcohol and the responsible conduct of gambling; and
- liaise with other agencies, including the NSW Police Service, and with the liquor and gaming industries on compliance, public interest and liquor and gambling harm minimisation issues.

Special inspectors (Gaming and Racing)

Special inspectors are officers of the Department of Gaming and Racing appointed by the Minister under section 109, Liquor Act. Special inspectors undertake inspections and other enforcement functions under delegation from the Director of Liquor and Gaming. (86) Inspection of licensed venues can result from:

- complaints received from the public or other licensed venues
- investigating matters referred to the Department of Gaming and Racing
- inspection programs to determine compliance
- allegations concerning the suitability of licensees and secretary managers
- liquor and gambling harm minimisation enforcement programs

- covert inspections of licensed venues.

Liquor Administration Board

The Liquor Administration Board consists of four Licensing Magistrates responsible for administering the Liquor Act 1982 and Registered Clubs Act 1976 and appurtenant regulations. Specific powers and functions include:

- determination of various applications relating to licensed premises and registered clubs
- keeping under constant review the standard of licensed premises and registered clubs
- receiving submissions or reports from any person in respect of the operation of the Acts
- resolving complaints of undue disturbance of the neighbourhood of licensed premises and registered clubs.

In addition, the Board is vested with numerous ancillary powers relating to general control over licensed premises and registered clubs.

Licensing Court of NSW

The Licensing Court of NSW has state wide jurisdiction and deals specifically with:

- applications under the Liquor Act 1982 for the grant of new licences, transfer of licences, and certificates of registration under the Registered Clubs Act 1976
- breaches, complaints and disciplinary proceedings against licensees.

Appendix 3: Police and Community Youth Clubs (PCYCs)

The NSW police service has a number of preventive programs, one of which is called 'community policing'.^m Within the community policing program are the Police & Community Youth Clubs (PCYC), a service run jointly by the NSW Police Service and local communities. The PCYC is a registered charity and company that is supported by the NSW Police Service. In most cases, the Police Service allocates two officers to each of the 54 clubs throughout the state. Officers are also located at PCYC Head Office to provide administrative and supervisory support. The stated aims of PCYCs are to:

- enhance personal and community safety,
- improve police/community relations (particularly with young people),
- provide opportunities to improve the quality of life for young people.ⁿ

Each Club's activities and services vary according to local needs, club facilities, resources and community support. They generally include:

- educational programs dealing with community issues (for example, alcohol use, road safety, personal safety and crime prevention)
- sporting and recreational activities conducted outside school hours and during school holidays
- initiatives dealing with such community problems as alcohol misuse, truancy, vandalism and unemployment.

Police attached to the PCYC have a primary responsibility in developing and delivering a range of programs that focus on youth crime issues identified by Local Area Command Crime Management Unit and a secondary responsibility for crime prevention through the provision of services to young people at risk of offending or victimisation. One key informant considered that the PCYC network provides one of the best avenues for the police to work with other agencies and the community in developing crime prevention programs aimed at reducing the involvement of young people in the criminal justice system.

^m Source: <http://www.police.nsw.gov.au/prevention/community.cfm> Downloaded 29/11/00

ⁿ Source: <http://www.police.nsw.gov.au/prevention/detail.cfm?ObjectID=121&SectionID=community> Downloaded 29/11/00

References

1. Higgins, K., Cooper-Stanbury, M. & Williams, P. (2000) *Statistics on drug use in Australia 1998 (Drug Statistics Series AIHW Catalogue No. PHE 16)* (Canberra, Australian Institute of Health and Welfare).
2. Holman, C. D., Armstrong, B., Arias, L. *et al.* (1990) *The quantification of drug caused morbidity and mortality in Australia 1988* (Canberra, Australian Government Publishing Service).
3. English, D., Holman, C. D., Milne, E. *et al.* (1995) *The quantification of drug caused morbidity and mortality in Australia 1995* (Canberra, Australian Government Publishing Service).
4. Ridolfo, B. & Stevenson, C (2001) *The quantification of drug-caused mortality and morbidity in Australia, 1998 (Drug Statistics Series no. 7) AIHW cat. no. PHE 29* (Canberra, Australian Institute of Health and Welfare).
5. Rehm, J. & Fischer, B. (1997) Measuring harm: Implications for alcohol epidemiology, in: Plant, M., Single, E. & Stockwell, T. (Eds.) *Alcohol: Minimising the harm*, pp. 248-61 (London, Free Association Books).
6. Devlin, N. J., Scuffham, P. A. & Bunt, L. J. (1997) The social costs of alcohol abuse in New Zealand, *Addiction*, 92, 1491-1505.
7. American Psychiatric Association (1994) *Diagnostic and statistical manual of mental disorders* (Washington, DC, Author).
8. Degenhardt, L., Hall, W., Teesson, M. & Lynskey, M. (2000) *Alcohol use disorders in Australia: Findings from the National Survey of Mental Health & Wellbeing (NDARC Technical Report 97)* (Sydney, National Drug and Alcohol Research Centre).
9. Ministerial Council on Drug Strategy (1998) *National drug strategic framework 1998-99 to 2002-03. Building partnerships: A strategy to reduce the harm caused by drugs in our community* (Canberra, Commonwealth of Australia).
10. Bryant, M. & Williams, P. (2000) *Alcohol and other drug-related violence and non-reporting (Trends & Issues in Crime and Criminal Justice No. 171)* (Canberra, Australian Institute of Criminology).

11. Drug Programs Coordination Unit (2000) *Alcohol-related incidents across NSW: State and regional figures. Information Series Number 3, April 2000* (Sydney, NSW Police Service).
12. Briscoe, S. & Donnelly, N (2001) *Temporal and regional aspects of alcohol-related violence and disorder (Alcohol Studies Bulletin No 1)* (Sydney, NSW Bureau of Crime Statistics and Research).
13. Stevenson, R. (1996) *The impact of alcohol sales on violent crime, property destruction and public disorder* (Sydney, NSW Bureau of Crime Statistics and Research).
14. Ireland, C. & Thommeny, J. (1993) The crime cocktail: Licensed premises, alcohol and street offences, *Drug and Alcohol Review*, 12, 143-150.
15. Nicholas, R. & de Crespigny, C. (1994) *SA Police drug intervention strategies. Project Report* (Adelaide, Drug and Alcohol Services Council).
16. Williams, P. (2000) *Alcohol-related social disorder and rural youth: Part 1 - Victims (Trends & Issues in Crime and Criminal Justice No. 140)* (Canberra, Australian Institute of Criminology).
17. Adhikari, P. & Summerill, A. (2000) *1998 National Drug Strategy Household Survey Detailed findings (Drug Statistics Series Number 6)* (Canberra, Australian Institute of Health and Welfare).
18. Williams, P. (2000) *Alcohol-related social disorder and rural youth: Part 2 - Perpetrators (Trends & Issues in Crime and Criminal Justice No. 149)* (Canberra, Australian Institute of Criminology).
19. Kevin, M. (1997) *The Alcohol and Other Drug Screen with inmate receptions in NSW (Corrective Services Research Bulletin No. 19)* (Sydney, NSW Corrective Services).
20. Kevin, M. (1999) *Violent crime, alcohol and other drugs: A survey of inmates imprisoned for assault in New South Wales (Research Publication No. 39)* (Sydney, NSW Department of Corrective Services).
21. Carcach, C. (1997) *Youth as victims and offenders of homicide (Trends and Issues in Crime and Criminal Justice paper No. 73)* (Canberra, Australian Institute of Criminology).

22. James, M. & Carcach, C. (1997) *Homicide in Australia 1989-96 (Trends and Issues in Crime and Criminal Justice paper No. 13)* (Canberra, Australian Institute of Criminology).
23. Tai, Y. F., Saunders, J. B. & Celermajer, D. S. (1998) Collateral damage from alcohol abuse: The enormous costs to Australia, *Medical Journal of Australia*, 168, 6-7.
24. Victorian Community Against Violence (1991) *A profile of rapes reported to police in Victoria 1987-1990* (Melbourne, Author).
25. NSW Roads and Traffic Authority (1996) *Road traffic accidents in NSW - 1995* (Sydney, Author).
26. Australian Institute of Health and Welfare (1999) *1998 National Drug Strategy Household Survey. First Results (AIHW Cat. No. PHE 15)* (Canberra, Author).
27. Hansen, F. (1995) The National Campaign Against Drug Abuse: A law enforcement perspective, in: Dillon, P. (Ed.) *The National Drug Strategy: The first ten years and beyond: Proceedings from the eighth National Drug and Alcohol Research Centre Annual Symposium, held at the Landmark Hotel, Potts Point, November 1995 (National Drug and Alcohol Research Centre Monograph No. 27)*, pp. 180-2 (Sydney, National Drug and Alcohol Research Centre).
28. McCreddie, R. (1995) Law enforcement and the National Drug Strategy, in: Dillon, P. (Ed.) *The National Drug Strategy: The first ten years and beyond: Proceedings from the eighth National Drug and Alcohol Research Centre Annual Symposium, held at the Landmark Hotel, Potts Point, November 1995 (National Drug and Alcohol Research Centre Monograph No. 27)*, pp. 183-9 (Sydney, National Drug and Alcohol Research Centre).
29. Commonwealth Department of Health (1999) *National Drug Strategic Framework 1998-99 to 2002-03* (Canberra, Author).
30. Fowler, G., Allsop, S., Melville, D. & Wilkinson, C. (1999) *Drug harm minimisation education for police in Australia (National Drug Strategy Monograph Series No. 41)* (Canberra, Commonwealth of Australia).
31. Boni, N. (1995) *Perceptions of police and policing. A review of public and police surveys (Report Series No 126)* (Payneham SA, National Police Research Unit).
32. (1997) Police under fire over beach killing, *Sydney Morning Herald*, 30 June, page 3.

33. Connolly, E. (1999) Stopping someone dead, *Sydney Morning Herald*, 25 Sept, page 40.
34. New South Wales Royal Commission into the New South Wales Police Service (1997) *Royal Commission into the New South Wales Police Service. Final report.* (Sydney, Royal Commission into the New South Wales Police Service).
35. (1997) Police integrity (Editorial), *Sydney Morning Herald*, 24 October, page 14.
36. Maher, L., Dixon, D., Swift, W. & Nguyen, T. (1997) *Young Asian background people's perceptions and experiences of policing* (Sydney, University of New South Wales Faculty of Law).
37. NSW Police Service (1999) *NSW Police Service Annual Report 1998 - 1999* (Sydney, Author).
38. NSW Police Drug Programs Coordination Unit & NSW Police Education Services (1999) *Management of Alcohol Related Crime (MARC) Training Program Manual* (Sydney, NSW Police Service).
39. Wilson, A. (1999) *Responsible service of alcohol* (Sydney, Open Training and Education Network-Distance Education).
40. National Crime Prevention (1999) *Pathways to prevention: Developmental and early intervention approaches to crime in Australia* (Canberra, Attorney-General's Department).
41. Farrington, D. P. (1996) *Understanding and preventing youth crime* (York, York Publishing Services for the Joseph Rowntree Foundation).
42. Homel, R. (1988) *Policing and punishing the drinking driver: A study of general and specific deterrence* (New York, Springer-Verlag).
43. Ayres, I. & Braithwaite, J. (1992) *Responsive regulation: Transcending the deregulation debate* (New York, Oxford University Press).
44. Homel, R. (1994) *Flawed order: The administration of justice in a 'get tough' era. Inaugural Professional Lecture delivered at Griffith University June 2 1994* (Brisbane, Unpublished).
45. Clarke, R. (1997) *Situational crime prevention: Successful case studies* (Albany, NY, Harrow and Heston).

46. Clarke, R. & Homel, R. (1997) A revised classification of situational crime prevention techniques, in: Lab, S. P. (Ed.) *Crime prevention at a crossroads* (Cincinnati, Ohio, Anderson Publishing Company).
47. Spooner, C., Malone, K. & Rutter, S. (2001) *Key informant evaluation of the Kings Cross Accord* (Sydney, Unpublished report submitted to NSW Health).
48. Hirschi, T. (1969) *Causes of delinquency* (Berkeley, University of California Press).
49. Hope, T. (1995) Community crime prevention, in: Tonry, M. & Farrington, D. P. (Eds.) *Strategic approaches to crime prevention: Building a safer society*, pp. 21-90 (Chicago, University of Chicago Press).
50. Gottfredsen, D. C. (1986) An empirical test of school based, environmental and individual interventions to reduce the risk of delinquent behaviour, *Criminology*, 24, 705-31.
51. Holder, H. D. (2000) Community prevention of alcohol problems, *Addictive Behaviors*, 25, 843-59.
52. Tremblay, R. E. & Craig, W. M. (1995) Developmental crime prevention, in: Tonry, M. & Farrington, D. P. (Eds.) *Strategic approaches to crime prevention: Building a safer society*, pp. 151-236 (Chicago, University of Chicago Press).
53. Spooner, C., Hall, W. & Mattick, R. (2001) An overview of diversion strategies for Australian drug-related offenders, *Drug and Alcohol Review*, 20, 281-94.
54. Spooner, C. & Rutter, S. (2000) *The role of police in school drug education* (Sydney, Unpublished paper prepared for NSW Police).
55. Hawe, P., Degeling, D. & Hall, J. (1992) *Evaluating health promotion. A health worker's guide* (Sydney, MacLennan and Petty).
56. Green, L. W. & Kreuter, M. W. (1999) *Health promotion planning: An educational and ecological approach* (Mountain View, CA, Mayfield).
57. Keys Young (1994) *The incidence and prevalence of alcohol use and violence in the Australian community (Alcohol Misuse and Violence Report 1)* (Canberra, Australian Government Publishing Service).
58. Farrington, D. P. & Lambert, S. (1994) Differences between burglars and violent offenders, *Psychology Crime & Law*, 1, 107-116.

59. Brismar, B. & Bergman, B. (1998) The significance of alcohol for violence and accidents, *Alcoholism, Clinical & Experimental Research*, 22, 299S-306S.
60. Cherpitel, C. J. (1997) Alcohol and violence-related injuries in the emergency room, *Recent Developments in Alcoholism*, 13, 105-18.
61. Lipsey, M. W., Wilson, D. B., Cohen, M. A. & Derzon, J. H. (1997) Is there a causal relationship between alcohol use and violence? A synthesis of evidence, *Recent Developments in Alcoholism*, 13, 245-82.
62. Galanter, M. (1997) Recent developments in alcoholism, Vol. 13: Alcohol and violence: Epidemiology, neurobiology, psychology, family issues (New York, NY, USA: Plenum Press).
63. Zinberg, N. (1984) *Drug, set and setting: The basis for controlled intoxicant use* (New Haven, Yale University Press).
64. Holder, H. (1989) Prevention of alcohol-related problems, *Alcohol, Health and Research World*, 13, 339-42.
65. Merikangas, K. R. & Avenevoli, S. (2000) Implications of genetic epidemiology for the prevention of substance use disorders, *Addictive Behaviors*, 25, 807-820.
66. Graham, K. & et al (1998) Alcohol and aggression, *Addiction*, 93, 659-76.
67. Brereton, D. (1999) *Zero tolerance and the NYPD: Has it worked there and will it work here? Paper presented at the 3rd National Outlook Symposium on Crime in Australia, Mapping the Boundaries of Australia's Criminal Justice System, 22-23 March 1999* (Canberra, Australian Institute of Criminology. Downloaded from <http://www.aic.gov.au/conferences/outlook99/brereton.pdf> 3 July 2000).
68. Wilson, J. Q. & Kelling, G. L. (1982) Broken Windows: The police and neighbourhood safety, *Atlantic Monthly*, 29-38.
69. Sherman, L. W. (1997) Communities and crime prevention, in: Sherman, L. W., Gottfredson, D., MacKenzie, D. et al. (Eds.) *Preventing crime: What works, what doesn't, what's promising? A report to the United States Congress* (National Institute of Justice Downloaded from <http://www.ncjrs.org/works/> 12 Apr 2000).
70. Dixon, D. (1999) *Beyond zero tolerance. Paper presented at the 3rd National Outlook Symposium on Crime in Australia, Mapping the Boundaries of Australia's Criminal*

- Justice System, 22-23 March 1999* (Canberra, Australian Institute of Criminology. Downloaded from <http://www.aic.gov.au/conferences/outlook99/dixon.pdf> 3 July 2000).
71. Cunneen, C. (1999) *Zero tolerance policing: Implications for Indigenous People* (Sydney, Institute of Criminology Sydney University Law School. Downloaded from http://www.atsic.gov.au/issues/zero_tolerance/ztpintro.htm 7 Mar 2001).
 72. Etter, B. (1999) *Policing - Reflecting on the past: Projecting into the future. Paper presented at the History of Crime, Policing and Punishment Conference, 9-10 December 1999* (Canberra, Australian Institute of Criminology. Downloaded from <http://www.aic.gov.au/conferences/hcpp/etter.pdf> 3 July 2000).
 73. Chisholm, J. (2000) *Benefit-cost analysis and crime prevention (Trends & Issues in Crime and Criminal Justice No. 147)* (Canberra, Australian Institute of Criminology).
 74. Sherman, L. W. (1997) Policing for crime prevention, in: Sherman, L. W., Gottfredson, D., MacKenzie, D. *et al.* (Eds.) *Preventing crime: What works, what doesn't, what's promising? A report to the United States Congress* (National Institute of Justice Downloaded from <http://www.ncjrs.org/works/> 12 Apr 2000).
 75. Hyde, M. (1999) *Boundaries and policing. Paper presented at the 3rd National Outlook Symposium on Crime in Australia, Mapping the Boundaries of Australia's Criminal Justice System, 22-23 March 1999* (Canberra, Australian Institute of Criminology. Downloaded from <http://www.aic.gov.au/conferences/outlook99/hyde.pdf> 3 July 2000).
 76. Australasian Police Ministers' Council (1997) *Directions in Australasian Policing. July 1996-June 1999* (Marden, SA, Australasian Centre for Policing Research).
 77. Roncek, D. W. & Maier, P. A. (1991) Bars, blocks, and crimes revisited: Linking the theory of routine activities to the empiricism of "hot spots", *Criminology*, 29, 725-53.
 78. Graham, K. & Homel, R. (1997) Creating safer bars, in: Plant, M., Single, E. & Stockwell, T. (Eds.) *Alcohol: Minimising the harm*, pp. 171-92 (London, Free Association Books).
 79. Rydon, P. & Stockwell, T. (1997) Local regulation and enforcement strategies for licensed premises, in: Plant, M., Single, E. & Stockwell, T. (Eds.) *Alcohol: Minimising the harm*, pp. 211-29 (London, Free Association Books).

80. Teece, M. & Williams, P. (2000) *Alcohol-related assault: Time and place (Trends and Issues in Crime and Criminal Justice No. 169)* (Canberra, Australian Institute of Criminology).
81. O'Donnell, M. A. (1985) Research on drinking locations of alcohol-impaired drivers: Implications for prevention policies, *Journal of Public Health Policy*, 6, 510-25.
82. Homel, R., Tomsen, S. & Thommeny, J. (1992) Public drinking and violence: Not just an alcohol problem, *Journal of Drug Issues*, 22, 679-98.
83. McKnight, A. J. & Streff, F. M. (1992) The effect of enforcement upon service of alcohol to intoxicated patrons of bars and restaurants, in: Utzelmann, H., Berghaus, G. & Kroj, G. (Eds.) *Alcohol, drugs and traffic safety - T92 Band 3. Proceedings of the 12th International Conference on Alcohol, Drugs and Traffic Safety, Cologne, 28 September - 2 October 1992*, pp. 1296-1302 (Cologne, Verlag TUV Rheinland).
84. Holder, H. D. & Wagenaar, A. C. (1994) Mandated server training and reduced alcohol involved traffic crashes; a time series analysis of the Oregon experience, *Accident Analysis and Prevention*, 26, 89-97.
85. Department of Gaming and Racing (1998) *The Department of Gaming and Racing (Information Sheet)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 7/3/2001).
86. Department of Gaming and Racing (2000) *The role of Special Inspectors and Key Officials of the Department of Gaming and Racing (Information Sheet 5/00)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 7/3/2001).
87. Department of Gaming and Racing (1998) *Board Applications (Fact Sheet 6.3)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 7/3/2001).
88. Department of Gaming and Racing (2000) *Liquor licences in New South Wales (Fact Sheet 1)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 28/11/2000).
89. Department of Gaming and Racing (1999) Liquor Amendment Act 1999. Changes to the Liquor Act, *Legislation Bulletin*.
90. Department of Gaming and Racing (2000) Liquor and Registered Clubs Legislation Amendment Act 2000, *Legislation Bulletin*.
91. Department of Gaming and Racing (1999) *Complaints. Conduct of licensed premises and registered clubs (Fact Sheet 8)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 28/11/2000).

92. Department of Gaming and Racing (1999) *Liquor Accords* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 28/11/2000).
93. Department of Gaming and Racing (1998) *Responsible Service of Alcohol Program* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 28/11/2000).
94. Rydon, P., Stockwell, T., Lang, E. & Beel, A. (1996) Pseudo-drunk patron evaluation of bar-staff compliance with Western Australian liquor law, *Australian and New Zealand Journal of Public Health*, 20, 290-5.
95. Rumbold, G., Malpass, A., Lang, E., Cvetkovski, S. & Kelly, W. (1998) *An evaluation of the Geelong Local Industry Accord. Final Report* (Melbourne, Turning Point).
96. Hawks, D., Tydon, P., Stockwell, T. *et al.* (1999) *The evaluation of the Fremantle Police Licensee Accord: Impact on serving practices, harm and the wider community* (Perth, Curtin University of Technology, National Drug Research Institute).
97. Homel, R., Hauritz, M., Wortley, R., J., C. & Carvolth, R. (1994) *The impact of the Surfers Paradise Safety Action Project. Key findings of the evaluation* (Brisbane, Griffith University).
98. Lang, E. & Rumbold, E. (1997) The effectiveness of community-based interventions to reduce violence in and around licensed premises: A comparison of three Australian models, *Contemporary Drug Problems*, 24, 805-26.
99. Stockwell, T. R. (2000) Responsible beverage service: Lessons from server training and policy initiatives around the world, in: Elmeland, K. (Ed.) *Proceedings of the Nordic Council for Drug Research (NAD) thematic meeting. Community prevention of alcohol and drug problems in the Nordic countries (NAD Publication No. 38)*, pp. 113-25 (Stockholm, Nordic Council for Drug Research).
100. McGeough, P. & Sandham, S. (1996) Boozy Bondi, the place to be. Alcohol-free zones cut violence, *Sydney Morning Herald*, 2 Jan, page 2.
101. Downes, G. (1998) *Prevention of crime and violence at special events. Paper presented at the Partnerships in Crime Prevention Conference, 25-27 February 1998* (Canberra, Australian Institute of Criminology. Downloaded from <http://www.aic.gov.au/conferences/partnership/downes.pdf> 3 July 2000).

102. NSW Department of Local Government (1997) *Major and special events planning. A guide for promoters and councils* (Sydney, Author. Downloaded from <http://www.dlg.nsw.gov.au/97-65.pdf> 7 March 2001).
103. Department of Gaming and Racing (2000) *New South Wales Temporary Function licences (Fact Sheet 10)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 7/3/2001).
104. Rydon, P. (1994) Alternative policing strategies, in: Stockwell, T. (Ed.) *An examination of the appropriateness and efficacy of liquor-licensing laws across Australia (Alcohol Misuse and Violence Report 5)*, pp. 233-49 (Canberra, Australian Government Publishing Service).
105. Burns, L., Flaherty, B., Ireland, S. & Frances, M. (1995) Policing pubs: What happens to crime?, *Drug and Alcohol Review*, 14, 369-75.
106. Saltz, R. (1997) Prevention where alcohol is sold and consumed: Server intervention and responsible beverage service, in: Plant, M., Single, E. & Stockwell, T. (Eds.) *Alcohol: Minimising the harm*, pp. 72-84 (London, Free Association Books).
107. Jeffs, B. & Saunders, W. (1983) Minimizing alcohol related offences by enforcement of the existing licensing legislation, *British Journal of Addiction*, 78, 67-78.
108. Levy, D. T. & Miller, T. R. (1995) A cost-benefit-analysis of enforcement efforts to reduce serving intoxicated patrons, *Journal of Studies On Alcohol*, 56, 240-247.
109. McKnight, A. J. (1996) Server intervention to reduce alcohol-involved traffic crashes, *Alcohol, Health and Research World*, 20, 227-9.
110. Wagenaar, A. C., Zobeck, T. S., Williams, G. D. & Hingson, R. (1995) Methods used in studies of drink-drive control efforts - A metaanalysis of the literature from 1960 to 1991, *Accident Analysis and Prevention*, 27, 307-316.
111. Loxley, W. & Smith, L. (1991) Roadblock testing in Western Australia and the process of deterrence, *Australian Journal of Psychology*, 43, 101-6.
112. Stewart, K. & Sweedler, B. M. (1997) Driving under the influence of alcohol, in: Plant, M., Single, E. & Stockwell, T. (Eds.) *Alcohol: Minimising the harm*, pp. 126-42 (London, Free Association Books).
113. Homel, R. (1983) The impact of random breath testing in New South Wales, December, 1982 to February, 1983, *Medical Journal of Australia*, 1, 616-9.

114. Homel, R. (1986) *Policing the drinking driver: Random breath testing and the process of deterrence (Paper prepared for the Federal Office of Road Safety)* (Sydney, Unpublished).
115. Homel, R., Carseldine, D. & Kearns, I. (1988) Drink-driving countermeasures in Australia, *Alcohol, Drugs and Driving*, 4, 113-44.
116. Homel, R. (1988) Random breath testing in Australia: A complex deterrent, *Australian Drug and Alcohol Review*, 7, 231-41.
117. Homel, R. J. (1990) Random breath testing the Australian way, *Alcohol Health and Research World*, 14, 70-5.
118. Homel, R. (1993) Random breath testing in Australia: Getting it to work according to specifications, *Addiction*, 88 (Suppl.), 27S-33S.
119. Homel, R., McKay, P. & Henstridge, J. (1995) The impact on accidents of random breath testing in New South Wales: 1982-1992, in: Kloeden, C. N. & McLean, A. J. (Eds.) *Alcohol, Drugs and traffic safety Volume 2* (Australia, NHMRC Road Accident Research Unit).
120. Voas, R. B., Holder, H. D. & Gruenewald, P. J. (1997) The effect of drinking and driving interventions on alcohol involved traffic crashes within a comprehensive community trial, *Addiction*, 92, S221-S236.
121. McCaul, K. A. & McLean, A. J. (1990) Publicity, police resources and the effectiveness of random breath testing, *Medical Journal of Australia*, 152, 284-6.
122. Ross, H. L. (1988) Police discretion: A limit of law and law makers *35th International Congress on Alcohol and Drug Dependence, "Alcohol, Drugs and Traffic Safety", Volume II, Oslo, Norway: 31 Jul - 6 Aug, 1988*, pp. 8-12 (Oslo).
123. Ostrom, M. & Eriksson, A. (2001) Pedestrian fatalities and alcohol, *Accident Analysis and Prevention*, 33, 173-180.
124. Lechter, T. & White, V. (1999) *Australian secondary students' use of over-the-counter and illicit substances in 1996 (NDS Monograph series No. 33)* (Canberra, Commonwealth of Australia).
125. Fergusson, D., Lynskey, M. & Horwood, J. (1994) Childhood exposure to alcohol and adolescent drinking patterns, *Addiction*, 89, 1007-16.

126. Makkai, T. (1998) *Alcohol and disorder in the Australian Community: Part II - Perpetrators (Trends & Issues in Crime and Criminal Justice No. 77)* (Canberra, Australian Institute of Criminology).
127. Makkai, T. (1997) *Alcohol and disorder in the Australian Community: Part I - Victims (Trends & Issues in Crime and Criminal Justice No. 76)* (Canberra, Australian Institute of Criminology).
128. Malone, K. (2000) Dangerous youth: Youth geographies in a climate of fear, in: McLeod, J. & Malone, K. (Eds.) *Researching youth*, pp. 135-48 (Hobart, Australian Clearinghouse for Youth Studies).
129. (1998) Gatecrash teenagers go hi-tech (Internet party sites), *Sun-Herald*, 1 Nov, page 23.
130. Reardon, D. (1998) Police furious after party rampage SMH, *Sydney Morning Herald*, 10 March, page 5.
131. Ballard, R., Gillespie, A. & Irwin, R. (1994) *Principles for Drug Education in Schools* (Belconnen, ACT, University of Canberra Faculty of Education).
132. Tobler, N. S., Lessard, T., Marshall, D., Ochshorn, P. & Roona, M. (1999) Effectiveness of school-based drug prevention programs for marijuana use, *School Psychology International*, 20, 105-137.
133. Ennett, S. T., Tobler, N. S., Ringwalt, C. L. & Flewelling, R. L. (1994) How Effective Is Drug-Abuse Resistance Education - a Metaanalysis of Project Dare Outcome Evaluations, *American Journal of Public Health*, 84, 1394-1401.
134. Paglia, A. & Room, R (1998) *Preventing substance-use problems among youth: A literature review and recommendations (ARF Research Document Series No. 142)* (Toronto, Addiction Research Foundation).
135. Gorman, D. M. (1995) On the difference between statistical and practical significance in school-based drug abuse prevention, *Drugs-Education Prevention and Policy*, 2, 275-283.
136. Gorman, D. M. (1995) Are school-based resistance skills training-programs effective in preventing alcohol misuse, *Journal of Alcohol and Drug Education*, 41, 74-98.
137. Gorman, D. M. (1996) Do schoolbased social skills training programs prevent alcohol use among young people?, *Addiction Research*, 4, 191-210.

138. Gorman, D. M. (1998) The irrelevance of evidence in the development of school-based drug prevention policy, 1986-1996, *Evaluation Review*, 22, 118-146.
139. Wallace, S. K. & Staiger, P. K. (1998) Informing consent: should 'providers' inform 'purchasers' about the risks of drug education?, *Health Promotion International*, 13, 167-171.
140. Williams, M. & Keene, J. (1995) Drug prevention and the police in the UK: A review of recent research studies, *Drugs-Education Prevention and Policy*, 2, 225-241.
141. Commonwealth of Australia (1995) *National Drug Strategy Household Survey. Urban Aboriginal and Torres Strait Islander Supplement 1994* (Canberra, Australian Government Publishing Service,).
142. Hunter, B. & Borland, J. (1999) *The effect of arrest on indigenous employment prospects (Contemporary Issues in Crime and Justice No. 45)* (Sydney, NSW Bureau of Crime Statistics and Research).
143. Aboriginal Justice Advisory Committee (1999) *Policing public order. Offensive language & conduct, the impact on Aboriginal People* (Sydney, Author).
144. Jochelson, R. (1997) *Aborigines and Public Order Legislation in New South Wales (Crime and Justice Bulletin Number 34)* (Sydney, NSW Bureau of Crime Statistics and Research).
145. Hall, W., Hunter, E. & Spargo, R. (1994) Alcohol-use and incarceration in a police lockup among Aboriginals in the Kimberley Region of Western-Australia, *Australian and New Zealand Journal of Criminology*, 27, 57-73.
146. d'Abbs, P., Hunter, E., Reser, J. & Martin, D. (1994) *Alcohol-related violence in Aboriginal and Torres Strait Islander communities: A literature review (Alcohol Misuse and Violence Report 8)* (Canberra, Australian Government Publishing Service).
147. Gray, D., Drandich, M., Moore, L. *et al.* (1995) Aboriginal well-being and liquor-licensing legislation in Western-Australia, *Australian Journal of Public Health*, 19, 177-185.
148. Radford, A. J., Brice, G. A., Harris, R. *et al.* (1999) The 'Easy Street' Myth: Self harm among Aboriginal and non- Aboriginal female sole parents in urban state housing, *Australian and New Zealand Journal of Public Health*, 23, 77-85.

149. Drug Programs Coordination Unit (1997) *Harm minimisation and practical policing solutions* (Sydney, NSW Police Service).
150. Willner, P., Hart, K., Binmore, J., Cavendish, M. & Dunphy, E. (2000) Alcohol sales to underage adolescents: an unobtrusive observational field study and evaluation of a police intervention, *Addiction*, 95, 1373-1388.
151. Voas, R. B. (1997) Drinking and driving prevention in the community: Program planning and implementation, *Addiction*, 92, S201-S219.
152. Roeper, P. J., Voas, R. B., Padilla-Sanchez, L. & Esteban, R. (2000) A long-term community-wide intervention to reduce alcohol-related traffic injuries: Salinas, California, *Drugs-Education Prevention and Policy*, 7, 51-60.
153. Stewart, L. & Conway, K. (2000) Community action to reduce rural drink and drive crashes in New Zealand: Adapting approaches in dynamic environments, *Substance Use & Misuse*, 35, 141-155.
154. Gray, D., Siggers, S., Atkinson, D., Sputore, B. & Bourbon, D. (2000) Beating the grog: An evaluation of the Tennant Creek liquor licensing restrictions, *Australian and New Zealand Journal of Public Health*, 24, 39-44.
155. Peschar, I. (1999) *A Successful Coalition Approach to the Prevention of Drink Driving* (Downloaded from <http://www.rta.nsw.gov.au/safety/pescharp.pdf> 28/11/00).
156. Reilly, D., Van Beurden, E., Mitchell, E. *et al.* (1998) Alcohol education in licensed premises using brief intervention strategies, *Addiction*.
157. Van Beurden, E., Reilly, D., Dight, R., Mitchell, E. & Beard, J. (2000) Alcohol brief intervention in bars and taverns: A 12-month follow-up study of Operation Drinksafe in Australia, *Health Promotion International*, 15, 293-302.
158. Department of Gaming and Racing (2000) *The role of the Director of Liquor and Gaming (Information Sheet 16/00)* (Sydney, Author, Downloaded from www.dgr.nsw.gov.au 7/3/2001).