

Alcohol and Other Drugs: A Reference Guide



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Local Government
Association of NSW



Shires Association
of NSW

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FOREWORD

Alcohol and other drug problems cause considerable harm to Australian society. All spheres of government need to respond to this issue.

The purpose of this reference guide is to provide councils, regardless of their current level of involvement with community drug and alcohol issues, with a practical resource. This resource will provide ideas and information as well as highlight the resources available and the strategies to assist councils to tackle these issues at the local level.

Councils are encouraged to use this guide. It is acknowledged that councils vary in terms of the needs of their communities and their capacity to meet these needs. However councils are encouraged to support and work with their communities however they can and to use this reference guide in a way which is most relevant and achievable for them.

The Guide draws on existing legislation, policies and programs to give Local Government the tools it needs to address alcohol and drug related problems in its communities. It builds upon the *National Drug Strategy 2004-2009*, the *National Alcohol Strategy 2006-2009*, the NSW Government responses to the *NSW Drug Summit 1999* and the *NSW Summit on Alcohol Abuse 2003*.

Rural and regional communities face unique alcohol and drug related challenges. It is recognised that particular responses are required for Aboriginal communities and that mainstream approaches and programs need to be culturally appropriate.

While responding to alcohol and drug related problems are not necessarily the responsibility of Local Government, dealing with social and public health concerns on behalf of their communities are.

We commend this guide as a useful resource for all councils in NSW.

Cr Genia McCaffery, President Local Government Association of New South Wales

Cr Bruce Miller, President Shires Association of New South Wales

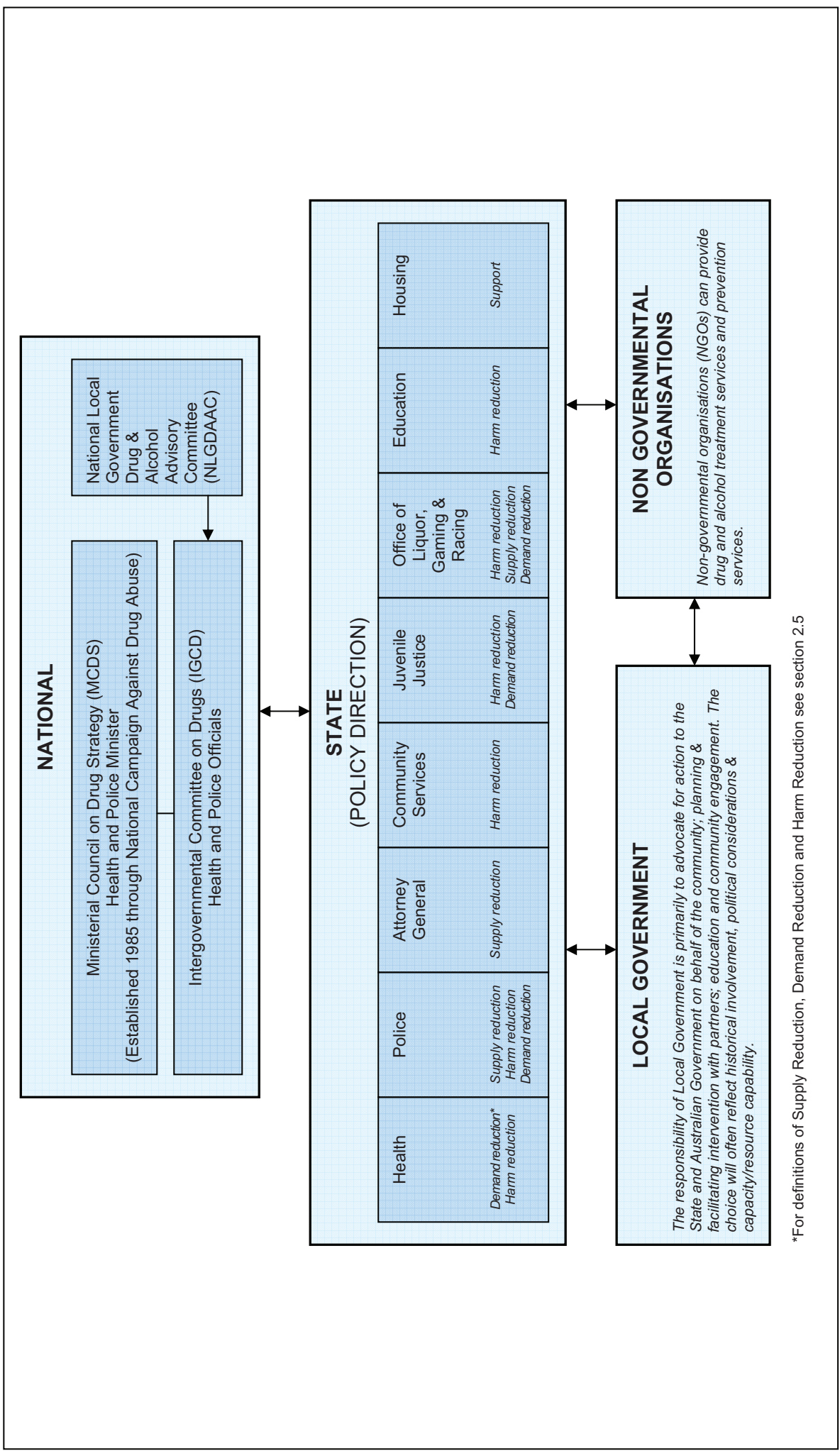
ALCOHOL & OTHER DRUG ISSUES (AOD) A REFERENCE GUIDE

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ROLES AND RELATIONSHIPS



Section 1: Introduction

Section 1 provides an introduction to the content of the Reference Guide, its structure and the benefits to councils.



The Local Government and Shires Associations of NSW developed and adopted a comprehensive alcohol & other drugs policy during the mid 1990s.

Communities, whether urban, rural or remote confront many of the same issues and problems associated with the misuse of alcohol and other drugs. This misuse encompasses both legal and illegal drugs. The magnitude of the problems associated with legal drugs, particularly alcohol and tobacco, are considerable.

It is recognised that alcohol and other drug misuse is not just an issue of legality. If any inroads are to be gained then the issue must also be seen as a health problem. Alcohol and other drug misuse is a community problem requiring a *whole of government* and community response. Local Government is part of this response.

The 'Alcohol and Other Drugs – A Reference Guide' is a project funded under the NSW Government's Drug Budget. NSW Health and the Local Government and Shires Associations of NSW (the Associations) are working in partnership to enhance councils' response to drug and alcohol issues in their communities.

1.1 Why is this reference guide useful?

It is pleasing to note that the National Drug Strategic Framework (NDSF) 2004-2009 highlights the role of Local Government. As a sphere of government, it has experience and authority in public health, planning and enforcement. It has links with other spheres of government, with the business and industry sectors and with the community.

The Guide provides councils with a matrix of *reference* information on alcohol and other drug misuse. It is expected that this guide will assist councillors and staff in enhancing their understanding and development of responses to drug and alcohol issues in their communities.

In 2005 the Associations commissioned GML Social Research to investigate the information and educational needs of councils in NSW on drug and alcohol misuse. Of particular concern to many councils was use of alcohol and cannabis within their respective communities. Councils also indicated interest in receiving information on approaches to more effectively engage with their communities to combat the consequences of this use.

Councils conveyed they would be receptive to alcohol and other drug information which reflects the locality as well as the key functions of councils such as land use planning, the provision of community facilities and local services, crime prevention, social planning and public health and safety initiatives.

The Guide covers the role of Local Government; roles of other central agencies at the state and national levels; relationships of importance to councils; ways of improving existing efforts and services and the importance of integrating alcohol and other drug issues management into other core business areas of councils. These processes will assist councils in their efforts to develop/ implement some realistic responses to local drug and alcohol issues.

Throughout the Guide there is an emphasis on assisting councils to manage substance problems at the local level. This can be achieved through networking with Community Drug Action Teams (CDATs), and/or partnering with service providers, non-government organisations (NGOs), community based groups and in some cases local businesses through operating Liquor Accords.

Specific resources for particular population groups have not been addressed in the Guide. Information on strategies and programs for these groups can be found within the core websites cited within the information resources in section 8 of the Guide.

1.2 Who is the Reference Guide written for?

The Reference Guide is a key information resource for council staff. However, it is anticipated that the Guide will be particularly helpful for Mayors, Councillors, and General Managers of councils.

Community groups, organisations and agencies may also find the Guide a useful resource in undertaking their activities.

1.3 The structure of the Reference Guide

The Guide has been designed with the intent of being easily updated, as changes may be required from time to time.

While Local Government is not the lead agency in response to alcohol and other drug related harm in the community, its efforts still need to fit in with other local initiatives and be consistent with state and national activities.

Therefore the structure and content of the Guide has been designed to take into account the identified state and national strategic priorities for tackling drug and alcohol misuse in the community.

Section 2: Background

Section 2 provides information on the role of councils and relevant central state agencies with respect to responding to alcohol and other drug issues through:

- **Supply Reduction (SR) strategies** to disrupt the production and supply of illicit drugs, and the control and regulation of licit substances;
- **Demand Reduction (DR) strategies** to prevent the uptake and continuation of harmful drug use;
- **Harm Reduction (HR) strategies** to reduce drug-related harm to individuals and communities.



2.1 The Role of Councils

The content of this guide is based on the understanding that a range of State Government agencies take the lead in responding to alcohol and drug related harm in the community.

However, it is recognised that councils are often the first port of call in responding to the range of needs and concerns of the local community including the occurrence of alcohol and other drug misuse. Through an intimate knowledge of the needs of people within their local communities councils are able to provide leadership and at the same time play an important *complimentary* role to other spheres of government.

This complimentary role of councils will vary according to the needs of their local communities with respect to both supply and harm reduction strategies and might include:

- Utilising Community Drug Action Teams (CDATs) and other community and non-government organisations to provide the local community with access to information about patterns of drug and alcohol use within their community
- Ensuring alcohol and other drug related issues are considered as part of the legitimate planning process
- Ensuring integration of alcohol and other drug issues in Social Planning and Crime Prevention Planning

- Reviewing Community Impact Statements prior to approval of licensed premises
- Implementing effective community issues management, particularly in relation to contentious facilities and services such as methadone clinics and needle and syringe programs.

Many councils already demonstrate commitment to responding to alcohol and other drug issues in their communities through the establishment of Alcohol Free Zones, involvement in Liquor Accords, safer urban planning and crime prevention and community sharps management.

2.2 The Role of Local Government

Statutory *service responsibilities* of Local Government are set out in Chapter 6 of the Local Government Act. This specifies the minimum services required from each council.

Service functions include:

- Community services
- Recreation and leisure services
- Cultural and educational services
- Infrastructure
- Health and safety services
- Domestic waste and re-cycling.

Regulatory functions include:

- Issuing of approvals and licenses for a variety of activities related to:
 - Water supply
 - Sewerage
 - Management of waste
 - Public roads
 - Structures or places of entertainment
 - Use of community land
- Issuing of fines for a broad range of offences such as parking, dumping of rubbish and public disturbance.

Twenty-first century Local Government undertakes a wide range of roles and activities. Essentially, the role of councils is to advocate for their communities; develop policy; provide services and act as a regulator empowered to make orders and enforce controls within the community.

Councils are at the front line for responding to the broad range of needs of local communities. Therefore it is useful to distinguish between the policy making role of councils, its service functions and its regulatory functions.

Alcohol and other drug misuse in the community can have wide reaching effects, some of which need to be managed by councils. Policies and approaches to respond and manage the availability of alcohol and the effects of illicit drugs are best seen as a shared responsibility between State Government, Local Government and community organisations and groups.

Local Government does not play a role in the direct provision of drug and alcohol treatment services. Rather its role is one that supports and compliments State Government programs and implements additional responses at the local level. A key example of this approach is the working partnership between councils and the NSW Department of Health in respect to the operation of Needle Syringe Programs (NSPs).

Local Government has the following key roles in the management and prevention of alcohol and other drug related harms through:

- Public space management (improving safety and public amenity)
- Co-enforcement (working closely with other regulatory and enforcement agencies to provide a consistent approach)
- Safety and crime prevention (e.g. safety plans, safe playgrounds, adequate lighting)
- Supporting and providing structures at the local level to best reach the community to help protect their health and welfare
- Supporting fellow councils by sharing good practice and innovative ideas
- Identification of different partnerships that help to reinforce the wellbeing of the community.

2.3 The Role of State Government

NSW State Plan Rights, Respect & Responsibility R1 & R3 relate to reducing crime & anti social behaviour.

State Government is responsible for implementing a whole of government response to alcohol and other drug related issues through the key relevant agencies listed below. Together, these agencies provide support, leadership and co-ordination for many projects and services that increase the State

Liquor Accords are a key component of the NSW State Plan to reduce alcohol-related anti-social behaviour by promoting Respect & Responsibility in licensed venues.

More specifically, under Delivering Better Services, **S3** targets improving health through reduced smoking, illicit drug use and risky drinking.

www.nsw.gov.au/StatePlan

Government's capacity to respond to alcohol and other drug misuse within the community in an effective and co-ordinated way.

The State Plan: *A New Direction for NSW*, released in November 2006, sets clear priorities for government action.

In this plan five areas of activity have been identified:

- Rights, Respect & Responsibility (R);
- Delivering Better Services (S);
- Fairness & Opportunity (F);
- Growing Prosperity across NSW (P) and
- Environment for Living (E)

This plan will further strengthen a co-ordinated agency and council response to dealing with alcohol and other drug issues.

2.3.1. NSW Department of Health

The 8 Area Health Services are:

Greater Southern
Greater Western
Hunter & New England
North Coast
North Sydney & Central Coast
South Eastern Sydney & Central Coast
Sydney South West
Sydney West

The NSW Department of Health (DoH) is responsible for ensuring that the people of NSW are provided with the best possible health care. The department monitors the performance of the public health system and supports the statutory role of the Minister for Health.

The Mental Health, Drug and Alcohol Office (MHDAO) is responsible for the development and implementation of drug and alcohol policies across the health system in NSW. These policies affect the design and delivery of drug treatment services across the state.

There are eight 8 Area Health Services (AHS) in NSW that provide a range of health services to residents of the state. Their primary purpose is to provide care and treatment services and to promote, protect and maintain the health of the community.

Area health services are responsible for the provision of publicly funded alcohol and other drug treatment, prevention and education programs.

2.3.2 NSW Department of Local Government

The Local Government Act 1993 outlines the provisions related to matters concerning alcohol consumption in public places and the role of Local Government.

The Act provides for the signage of parks and reserves where council has the control and management to regulate consumption of alcohol and for the establishment and operation of Alcohol Free Zones.

The Department of Local Government (DLG) is involved, with other agencies in the collaborative development of information resources to assist councils and communities to increase their capacity to respond to various alcohol related issues.

This assistance has targeted control of alcohol consumption in public places through legislative provisions and the issuing of Ministerial Guidelines on Alcohol Free Zones.

The Department has issued Social/Community Planning and Reporting Guidelines as part of the social justice agenda. These Guidelines marry with the Attorney General's Crime Prevention Plans, and encourage other initiatives that respond to irresponsible alcohol consumption. These Guidelines also encourage integrated planning and service delivery at the local level.

Note: The DLG Integrated Planning & Reporting initiative will also be relevant to the alcohol & other drugs area.

Various other policy statements and guidelines have been issued addressing Dance Parties, Major and Special Events Planning, and Implementation and Establishment of Closed Circuit Television (CCTV) in public places.

2.3.3 NSW Department of Community Services

The **“Getting It Together Scheme”** (GITS) provides direct support and brokerage to vulnerable young people who are not using conventional services.

The Cabramatta Anti Drug Strategy co-ordinated by DoCs involves a whole of government approach including Local Government – Fairfield Council.

The Methadone Safety Campaign established jointly between DoCs & NSW Health, aims to keep children safe from accidentally ingesting methadone or parents inappropriately giving methadone to their children.

Pamphlets and brochures are available at:
www.community.nsw.gov.au/DOCS/STANDARD/PC_101577.html

The primary role of the Department is to enhance the safety and well being of children, young people and their families through services that support and strengthen families.

A significant number of child protection reports to the Department of Community Services (DoCs) involve alcohol and other drug issues. Harm reduction strategies are important in helping families and keeping children and young people safe from harm involving substance misuse or other types of incidents involving the accidental ingestion of dangerous substances.

DoCs also provides regional programs targeting families affected by drug use such as young people at risk of substance abuse, Aboriginal families and communities, drug using parents and parents in drug treatment.

The number of reports about children at risk of harm as a result of their parents drug use has increased from just over 19,000 in 2004/05 to 22, 500 in 2005/06. In response to this increase the Department has established a *Drug and Alcohol Expertise Unit* to give frontline caseworkers access to expert training and advice to help them make the tough calls about the impact the parent/s drug use is having on their children.

2.3.4 NSW Office of Liquor, Gaming and Racing

OLGR has established, supported and developed more than 134 Liquor Accords across NSW
www.olgr.nsw.gov.au

See the OLGR website for more news and updates as well as popular links such as Community Impact Statement (CIS) activities.

The NSW Office of Liquor, Gaming and Racing (OLGR) is part of the Department of the Arts, Sport and Recreation. It is responsible for the regulation and balanced development, in the community interest, of the gaming, racing, liquor and charity industries in NSW. Under that vision, it has ‘four key result areas’ aimed at minimisation of liquor and gambling related harm and promotion of responsible conduct. The four key result areas are:

- Liquor
- Gaming
- Racing
- Charities

OLGR conducts education programs, provides ongoing monitoring and takes compliance action where appropriate to ensure these industries operate in the public interest and with the highest level of integrity. The OLGR also works in partnership with industry and other stakeholders such as councils to develop policies and strategies to minimise the potential for harm associated with alcohol and gaming activities.

2.3.5 NSW Attorney General's Department

In 2005/06 the Attorney General's Department assisted 34 councils to develop crime prevention plans and funded 38 crime prevention projects.

The Bureau of Crime Statistics & Research (BOCSAR) provides very useful data at a local level (drug related crime statistics, drink driving, alcohol related violence & vandalism).

To see the report "Liquor Outlet Concentrations and Alcohol Related Neighbourhood Problems" visit: www.bocsar.nsw.gov.au

The primary role of the Attorney General's (AG) Department through its Crime Prevention Division (CPD) is to develop and implement harm reduction strategies through its crime prevention initiatives.

The CPD works in partnership with the community, other government agencies, businesses, Local Government and other organisations. The Division supports councils to develop crime prevention plans and provides grants to enable them to implement them locally. These plans contain strategies to combat alcohol and other drug related anti social behaviour and criminal activity.

2.3.6 NSW Police

An important and well established NSW Police initiative is the "**Alcohol Linking Program**". See: www.police.nsw.gov.au

Safer By Design Programs involve working with councils to apply Crime Reduction Through Environmental Design (CEPTED) principles to Development Applications.

NSW Police Headquarters State Crime Command, Drug and Alcohol Co-ordination Unit is responsible for all policies, programs and liaison on alcohol and other drug matters.

The role of NSW Police is to contribute together with other central agencies and councils to reduce the effects of alcohol and other drug related crime within the community primarily through a cooperative approach involving other departments, non-government organisations, community organisations and Local Government.

NSW Police deal with alcohol related crime in the context of intelligence based policing. Specialist officers who deal with alcohol related crime are known as Licensing Officers. They are responsible for ensuring the proper conduct of licensed venues and clubs, the sale and supply of alcohol, harm reduction, and alcohol related crime and safety.

Crime Prevention Officers work closely with their communities to deliver local solutions to local issues. They co-ordinate the NSW Police's crime prevention and reduction activities with those of other government, welfare, councils and the business and community sectors at the local level.

2.3.7 NSW Department of Education and Training

www.det.nsw.edu.au

The alcohol and other drugs focus for the Department of Education and Training (DET) is that of *harm reduction*. DET works closely with parents, students, employers, and the community to provide the education and training services they require. Part of this role is dedicated to providing support for alcohol and drug education in schools.

This support is provided through drug education consultants, who assist schools with planning, implementing and evaluating drug education, policy advice, curriculum support materials, and up to date information on resources.

School resources focus on the broader concept of drug education, providing factual information, and suggested teaching and learning approaches to a range of substances. These include the drugs most likely to be used by the student population such as medications, tobacco, alcohol and cannabis.

DET also works closely with councils on specific projects. One such project was the Safe Partying project in 2002 conducted by Wagga Wagga City Council. The Responsible Service of Alcohol Training (RSA) program is offered by TAFE NSW in conjunction with the Office of Liquor, Gaming & Racing.

2.3.8 NSW Department of Housing

Examples of the Partnership where Local Government plays a significant role:

Service delivery: City of Sydney Council Homelessness Outreach Support Service;

The Hunter Sign Post Assessment & Referral Service Advisory Committee;

Planning initiatives such as the Inner City Homelessness Action Plan involving a number of agencies.

The Department provides housing assistance, usually in the form of long-term housing assistance either through public or community managed housing to those who are on low incomes and need housing assistance. Individuals and families who are in crisis with alcohol and other drugs, who are homeless and mentally ill, or single parent families are offered priority housing.

The Partnership Against Homelessness assists individuals who are homeless or at risk of becoming homeless. Alcohol and other drug related problems are prevalent among homeless people.

The Partnership works closely with Local Government, non government agencies and the community as well as bringing together a number of central government agencies.

2.3.9 NSW Department of Lands

Food & Beverages Outlets on Crown Reserves – Policy Position, Dept. of Lands, Dec 2004

The NSW Department of Lands is responsible for land knowledge, heritage and management of all Crown land and State parks in NSW.

The establishment of food and beverage outlets on crown reserves is a matter with which councils as reserve trust managers are involved. The idea is to ensure that use of Crown land where there should be wide public access, is not restricted to over 18 year olds, and that licensed premises where appropriate on Crown reserves, maintain wide public access.

Councils also work closely with the Department of Lands in relation to the licence conditions to control licensed premises or registered clubs on Crown land.

2.3.10 Motor Accidents Authority

The primary role of the Motor Accidents Authority (MAA) as it relates to Local Government in the alcohol and other drugs area is the provision of Local

Government project grants as part of *Local Government Road Safety Program* administered by the Institute for Public Works and Engineering Australia (IPWEA). These grants are provided for projects promoting drink drive messages and reduction in drink driving.

2.3.11 NSW Roads and Traffic Authority

RTA, IPWEA and LGSA are represented on the grant selection committee.

The Road and Traffic Accident (RTA) together with councils, police, community groups and the MAA have established the Local Government Road Safety program. These programs target the local driving population within respective Local Government Areas (LGAs) and are intended to address the needs of drivers in specific communities in order to reduce drink driving and drink walking.

2.4 State Policy and Initiatives

For more information about projects & activities across NSW visit the NSW Premiers Department web page: www.nsw.gov.au

For more specific programs visit the NSW Health Department web page: www.health.nsw.gov.au

Australian Alcohol Guidelines
Alcohol resources & publications
Links & contacts

www.drugs.health.gov.au

Info about drugs
Tips for Parents
Youth web site
Links, contacts, getting help.

Implementation of actions arising from the NSW Drug Summit 1999 Government Plan of Action and the NSW Summit on Alcohol Abuse 2003 have been primary focus for the NSW Government. Lead agencies such as the NSW Health Department have initiated a number of key priority areas concerning illicit drugs and alcohol including:

- Drugs and Community Action Strategy
- Community Drug Information Strategy
- Alcohol advertising reform
- Other legislative initiatives concerning illicit drug manufacture, drug driving, hydroponic cannabis, reform of the Inebriates Act
- Development of peer drug education strategies
- Campaigns to warn young people of the dangers associated with the use of speed, ecstasy and GHB (gamma hydroxybutyrate)
- *Amphetamine, Ecstasy and Cocaine. A prevention and treatment plan 2005 – 2009*
- Tobacco control and prevention programs

Other state government agencies such as NSW Police have also implemented a range of programs through the Drug and Alcohol Co-ordination Unit. Non government organisations (NGOs) make a significant contribution to alcohol and other drug treatment and education services in NSW and in many cases partner with the government in services provision.

2.5 National Policy and Initiatives

www.nationaldrugstrategy.gov.au

www.alcohol.gov.au

The Ministerial Council on Drug Strategy (MCDS) is responsible for the implementation of the National Drug Strategies and actions arising from these strategies.

The principle underpinning the Australian response to licit and illicit drugs is *harm minimisation*. Harm minimisation focuses on both licit and illicit drugs through the prevention of anticipated harm and reducing actual harm. Harm minimisation involves a balance between demand reduction, supply reduction and harm reduction strategies.

Supply reduction strategies aim to disrupt the production and supply of illicit drugs and the control and regulation of licit substances;

Demand reduction strategies aim to prevent the uptake of harmful drug use, and range from abstinence through to treatment to reduce use and dependency;

Harm reduction strategies aim to reduce drug related harms to individuals and communities.

It is appropriate that activities at both the state and local level are consistent with the accepted national frameworks but vary according to local needs and requirements.

Activity at the national level includes the following:

- The National Alcohol Strategy 2006 – 2009. This strategy is built on four identified priority areas – intoxication, public safety and amenity, health impacts and cultural place and availability.
- The National Drug Strategy 2006 – 2009. This strategy aims to prevent and reduce the use of harmful drugs. It adopts a comprehensive approach to drugs encompassing both legal (alcohol, tobacco and pharmaceuticals) and illegal drugs.
- The National Cannabis Strategy 2006 – 2009. The focus of this strategy is on the supply, use and harm caused by cannabis.
- The National Illicit Drug Strategy (NIDS) – this program funds a large number of Non Government Organisation programs.
- The Illicit Drug Diversion Initiative (IDDI) – this funds the MERIT (Magistrates Early Referral into Treatment) Program in NSW.
- The Community Partnerships Initiative – this encourages community ownership of and participation in activities which address illicit drug use issues at a local level. This initiative is of particular relevance to councils in terms of accessing a potential source of funding for local community projects. The Partnership strategy funded a total of 224 community based organisations during the 2005/06 financial year for a range of drug and alcohol projects.

Section 3: Priorities for Local Councils

Section 3 highlights the general impact of alcohol and other drug misuse in NSW and the priority considerations for councils when addressing alcohol and other drug issues within their local communities.



National Alcohol Strategy 2006 – 2009. Toward A Safer Drinking Culture

The priorities identified by councils during the 2005 consultation phase of the Local Government Drug Information Project focussed on alcohol and closely parallel those of the National Alcohol Strategy (2006 – 2009):

- Reduce the incidence of intoxication among drinkers
- Enhance public safety and amenity at times and places where alcohol is consumed
- Improve health outcomes among individuals and communities affected by alcohol
- Facilitate safer and healthier drinking cultures by developing community understanding about alcohol and its properties and through regulation of its availability.

Local Government is well placed to *help* reduce alcohol and other drug related harm in a way that is tailored to the specific needs of their local communities.

Local alcohol and other drug strategies, crime prevention activities and public health plans strongly affirm the role of Local Government in facilitating and supporting efforts.

3.1 The impact of alcohol and other drug use in the community

'The health of the people of New South Wales. Report of the Chief Health Officer.' 2006 NSW Health

For more information on tobacco control strategies visit the Action on Smoking & Health (ASH) website: www.ashaust.org.au/lv3/Lv3informationLG.htm

Drug and alcohol misuse has a significant impact on the Australian community.

Tobacco

Tobacco use has the greatest impact on morbidity and mortality, predominantly through its long-term use. Lung cancer still remains the leading cause of death from cancer in NSW and is largely preventable. 22.5% of cancer deaths in men are caused by lung cancer, whilst the rate for women is 14.8%. Tobacco also contributes significantly to ischaemic heart and chronic obstructive pulmonary disease. Importantly, smoking rates have declined over the last 20 years in NSW.

For examples of Council Non Smoking Policies see:

Mosman Council – Management of Smoking in Public Places

Gosford Council – No Smoking Policy – Public Places & Council Owned Land

Shoalhaven Council – Smoke Free Outdoor Sporting Facilities & Playgrounds Policy.

Alcohol

Alcohol misuse has both short and long term impacts. Short-term impacts are related to patterns of risky drinking. Risky alcohol consumption occurs predominantly in younger men (16-24 years), with males overall engaging in more risky drinking than women in NSW. However the rate of young women engaging in risky drinking is increasing. Short-term impacts include injury from road trauma, assaults, domestic violence, and suicide, criminal and anti social behaviour.

Excessive alcohol consumption is associated with cirrhosis of the liver, mental illness, some types of cancer, pancreatitis and foetal alcohol syndrome. At a personal level, excessive consumption can impact upon interpersonal relationships, employment and productivity and may lead to dependence.

Alcohol and other drug misuse becomes evident to Local Government and their respective communities through:

- social costs – accidents, injury, violence & crime
- the health & welfare of the local community
- costs associated with public space management
- relationships with local business and services
- lost labour and productivity
- safety
- reputation of the local area

Several Local Government Areas (LGAs) have been shown to have significant rates of hospitalisation due to alcohol and are among the areas with the lowest socioeconomic status as well as being categorised as remote or very remote in relation to access to services.

Illicit Drugs

Marijuana/cannabis is the most commonly used illicit drug in Australia. According to the 2004 National Drug Strategy Household Survey, some 33% of Australians have used this drug at least once in their life. The next most commonly used drugs were methamphetamines, including 'ice' (9.1%), ecstasy (7.5%), hallucinogens (7.5%) and pain killers/analgesics (5.5%). Males are more likely than females to have used an illegal drug in the previous 12 months. The most common age bracket for recent drug use (previous 12 months) is 18-29 years.

Australian Institute of Health and Welfare (AIHW)

2003-04 Alcohol and Other Drug Treatment Services National Minimum Data Set (NMDS) 2003 -04.

Note: "closed treatment episodes" excludes people on methadone or buprenorphine.

In NSW alcohol (43%) was the most common principal drug of concern in *closed treatment episodes* (treatment episode with a definite starting and finishing date) at government funded and other drug treatment agencies, followed by cannabis (20%) and opioids at 20%. Nationally, alcohol (37%) and cannabis (23%) were the most common principal drugs of concern in closed treatment episodes followed by opioids (21%) (with heroin accounting for 17%) and amphetamines (11%). (AIHW, 2007)

The rate of ambulance attendances for heroin drug overdose in NSW was at its highest in 1988-89 and lowest in 2004-05. Attendances declined more steeply in metropolitan areas than in inner regional areas in 2000 –2004. In 2004 - 2005 the rate of ambulance attendances for drug overdose was highest in inner regional areas and lowest in outer regional and remote areas. The decline in heroin use over the last 5 years may have contributed to this fall.

At risk populations

Some segments of the community are at greater harm from drug and alcohol misuse.

Aboriginal and Torres Strait Islander Peoples

Aboriginal and Torres Strait Islanders suffer a much greater burden of ill health and premature death than any other groups of Australians. Aboriginal and Torres Strait Islander peoples continue to be significantly disadvantaged across the lifespan. More Aboriginal and Torres Strait Islander peoples abstain from alcohol than non-indigenous Australians. However, those who do drink are more likely to drink at levels that pose significant risks for the short and long term (2001 National Drug Strategy Household Survey). Aboriginal and Torres Strait Islander people are slightly more likely to use illicit drugs (cannabis) than non-Indigenous people. Misuse of volatile substances (petrol) tends to occur more often in Indigenous communities, but this may occur only sporadically over time and in 'waves'. Furthermore it tends to occur in conjunction with use of other drugs.

Young people

Young people form a particular at risk population. Risk occurs in the context of experimentation with drugs and alcohol, peer pressure and social contexts. Alcohol misuse can result in injury, road trauma, accidental death and this is particularly true for young males. Drug use can result in dependency, unfinished schooling, loss of employment opportunity and social dislocation.

Building safe and resilient young people is an important activity in reducing the rates of injury, premature death and dependency upon drugs.

3.1.1 The health and welfare of the community

Social Determinants Of Drug Use. Technical Report 228. Catherine Spooner and Kate Hetherington. NDARC. 2004.

www.ndarc.med.unsw.edu.au/ndarcweb.nsf/page/home

www.health.nsw.gov.au

Harmful drug and alcohol use is a complex interplay between individual and environmental factors. The cause of uptake of harmful behaviours rests both within the individual and within their social context. Individual factors such as predisposition, personality, self-esteem, coping styles, and level of social support/integration are as important influences on harmful drug use as the environmental context. However, it is only in recent years, social and health researchers and practitioners have begun to explore the impact of the social determinants on health as a way of comprehending the health and wellbeing.

The social determinants are the environmental or societal factors that influence the health outcomes (mortality and morbidity) of populations. For example, these include the economic environment, the physical environment and socio-cultural environment. The table below sets out some, but not all of the broad protective and risk factors:

Risk and protective factors for drug use

Domain	Risk Factors	Protective Factors
Individual	Genetic Disposition Victim of child abuse Personality disorder Family disruption & dependence problems Poor performance at school Social deprivation Depression & suicidal behaviour	Good coping skills Self-efficacy Risk perception Optimism Health related behaviours Ability to resist peer pressures General health behaviour

Domain	Risk Factors	Protective Factors
Environmental	Drug availability Poverty Social change Peer pressure Occupation Cultural norms, attitudes Drug policies	Economic situation Situational control Social support Social integration Positive life events.

Source – WHO Alcohol and Public Policy Group, 2004, p.23

The importance that councils play in this context is great – as councils can influence directly some of the social determinants that impact upon drug and alcohol use through their planning powers, policy development and program delivery. For example, councils through integrating alcohol and other drugs issues into their crime prevention, community services and facilities planning activities can ensure appropriate responses are achieved.

3.1.2 Costs associated with management of localities

Figures for Queensland show that in that state alone Local Government spends \$62M each year on public safety and order initiatives. Of the \$240M spent by Local Government cleaning public space, a significant slice would be attributed to alcohol related litter and bodily fluid spills. (AC Neilson Pty Ltd LGAQ 2004)

The costs for councils in responding to alcohol and other drug related issues within their communities are significant. However, the investment in implementing a range of actions to ensure a safe local environment provides for greater dividends in the long term.

Some of the potential costs are outlined below.

3.1.3 Lost labour & productivity

www.alcoholandwork.org.au

The impact of alcohol problems upon workplaces is significant. These costs are associated with absenteeism, reduced work performance, work injuries and deaths.

Although knowledge about the use of alcohol whilst at work, out of work hours (but affecting work) and work sanctioned social events is limited it can be assumed that these factors would also contribute to problems of work performance.

3.1.4 Social costs - accidents, injury, violence & crime

Harmful use of alcohol and other substances is often associated with criminal activity in the form of assaults and violence perpetrated against another person/s and vandalism against property. Anti social behaviour causing public disorder through unruly and reckless acts and body fluid spills are highly visible and have a negative impact on the local community. Road accidents and drownings are also commonly associated with harmful alcohol use.

3.1.5 Reputation of the local area

Councils can effectively address alcohol and other drug problems in their communities resulting in a change in perception of the area and its reputation.

An example where council is working together with the NSW Police Force to achieve improvements is the Fairfield LGA.

The anti social behaviour resulting from alcohol and other drug misuse is highly visible in the community and can contribute to the development of a negative view of the local area. This in turn will affect not only existing businesses, but also the potential for the area to attract other new businesses, residents and services. The resulting economic impact may also have a broader and compounding impact upon the local community.

In a number of areas changes in drug use patterns have increased the community exposure to the impacts of drug use. Street dealing, drug use and careless discarding of needles and syringes have further contributed to the negative reputation of some Local Government Areas.

3.2 Safeguarding Localities

Business Zone Development Control Plans can be amended by including matters relevant to the design and operation of licensed venues from the *"Alcohol and Licensed Premises: Best Practice in Policing"* manual.

Efforts of councils to safeguard the public space of their local communities are driven by a number of factors. These are:

- Drug dealing
- Fear of assaults & verbal abuse
- Fear associated with drug using, dealing and crime
- Homelessness & vagrancy
- Dealing with intoxicated people
- Littering of streets, parks and beaches with injecting equipment, waste products and packaging associated with drug use including alcohol & tobacco
- The propensity for accidents, property damage and public disorder
- Cleaning streets & footpaths of body fluids
- Conflict between land users, affecting residents and visitors in mixed use areas in the inner city

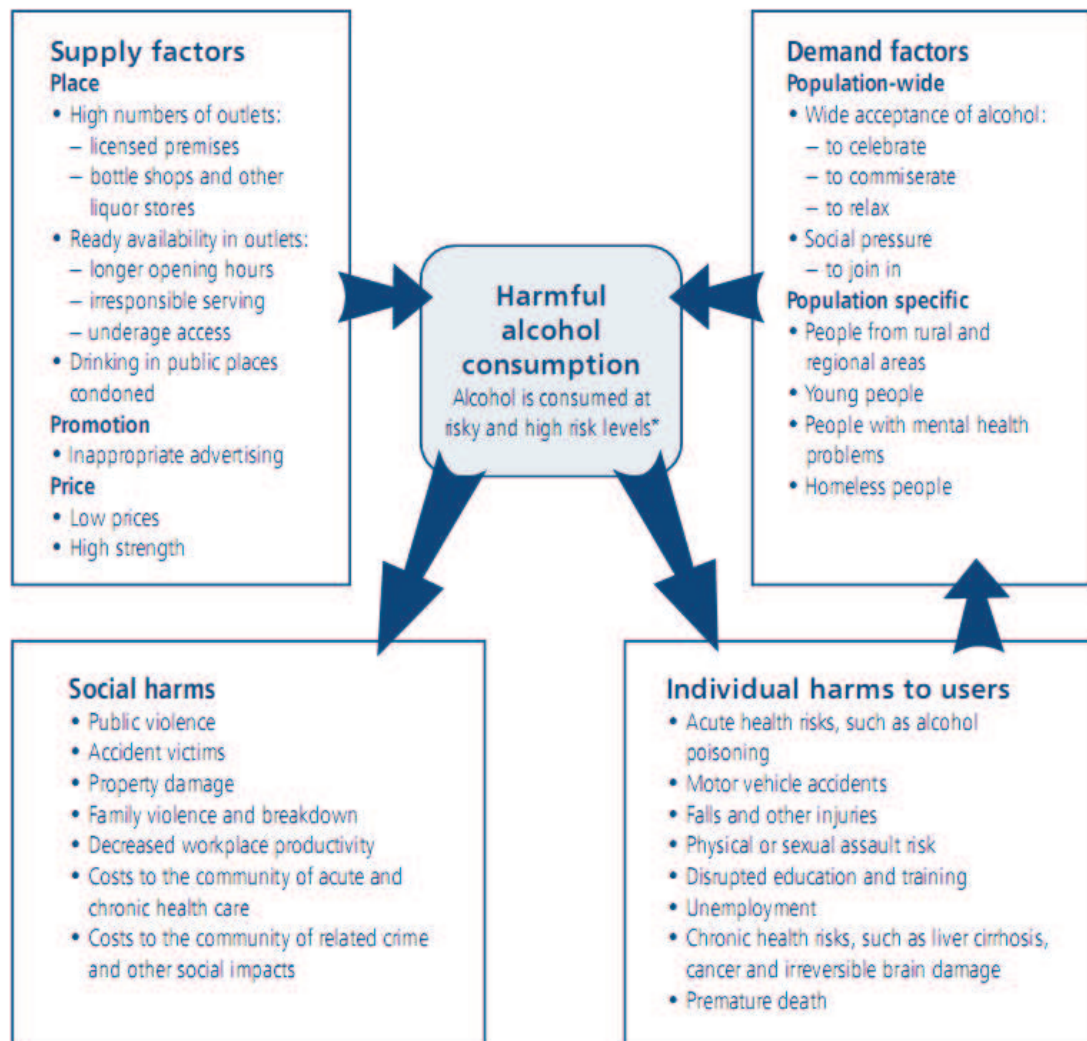
The following pages outline key legislation and actions that can ensure the proper safeguarding of public spaces and venues.

3.3 Public Drunkenness - How do councils respond?

Through working together with local business and industry as well as local community groups and involvement in co-enforcement activities, councils in NSW are already involved in minimising the impacts of public drunkenness within their local communities.

There are a variety of measures that councils can take to protect the community against anti social behaviour resulting from public drunkenness. These measures range from robust public space management through to organising local information and education programs and campaigns. They are addressed in the following pages.

Figure 1: Major contributors to harm from alcohol consumption



Source: Dibley G, PDF Management Services *Local government reducing harm from alcohol consumption*. Issues Paper no. 2 September 2007, Prevention Research Quarterly, Drug Information Clearinghouse, Australian Drug Foundation, page 3.

3.4 Regulation of Licensed Premises

Licensed premises in NSW are regulated under the *Liquor Act 2007*, while registered clubs are regulated under the *Registered Clubs Act 1976*. This legislation is administered by the NSW Office of Liquor, Gaming and Racing.

Police have primary responsibility for enforcing laws associated with licensed premises. They are assisted by special inspectors from the Office of Liquor, Gaming and Racing.

The Liquor Act 2007 No 90 is the key Act which regulates provision and management of liquor licensing in NSW.

Councils can play an important role in influencing the design, conditions and practices of licensed premises to reduce alcohol related street violence, vandalism and anti-social behaviour.

Councils have a role in establishment of new premises and their advice is sometimes sought by the regulatory bodies to comment on licences for existing premises. Where behavioural problems have occurred in some of these premises councils may take the opportunity to recommend that additional conditions be attached to the license.

Responsibility for determining applications, offences and disciplinary matters under the NSW liquor laws rests with the **Casino, Liquor and Gaming Control Authority (the Authority)**.

The "Alcohol Linking Program" has enabled, through the collection and linking of alcohol related crime data, the identification of trouble "hot spots" within LGAs. This is effective in reducing alcohol related crime.

The Casino, Liquor and Gaming Control Authority is responsible for performing casino, liquor and gaming machine regulatory and other decision-making functions on behalf of government. It also has similar responsibilities for registered clubs.

The Authority assumed these roles from the Casino Control Authority, Licensing Court of NSW and Liquor Administration Board on 1 July 2008. It is constituted by the Casino, Liquor and Gaming Control Authority Act 2007.

The **NSW Office of Liquor, Gaming & Racing (OLGR)** in the Department of the Arts, Sport and Recreation supports the Authority in its day-to-day operations.

Under the Act councils have a range of options to provide input into the decisions of the Authority regarding operation of licensed premises within their LGA.

3.5 Council input into Liquor Licensing processes in NSW

NSW Environmental Planning and Assessment Act (1979): www.legislation.nsw.gov.au

Councils in NSW have a direct role as a consent authority as well as an advocacy role in the granting and operation of liquor licences.

As a **consent authority**, Council is responsible for determination of a Development Application (DA) for premises which may also require a liquor licence granted under the *Liquor Act 2007*. Under the *NSW Environment and Planning Act 1979*, Council is able to require completion of a Social Impact Assessment (SIA) as part of a DA where a liquor license may be required. The scope of the SIA can be determined by Council in line with its understanding of the local context.

As an **advocate**, Council is identified by the NSW Office of Liquor, Gaming & Racing (OLGR) as having a key role in the process for application of new licences and management of existing licenses. In 2007 OLGR introduced a range of legal reforms designed to improve the liquor laws. A key difference in the new laws was the creation of the position of Director Liquor and Gaming. The Director has a range of powers enabling them to act on complaints made by Council and impose conditions which address problems experienced by the local community resulting from existing licensed premises.

3.5.1 Development Approval and Social Impact Assessments under the NSW Environmental Planning and Assessment Act 1979

Reference to Council as the consent authority is made throughout the Liquor Act regarding compliance of venues with the Local Government Act. These requirements differ in relation to the type and duration of the licence.

Where a Development Approval (DA) is required under the *NSW Environmental and Planning and Assessment Act 1979*, Council can request that a Social Impact Assessment (SIA) be prepared as part of the approval process. Council has the latitude to set the parameters of the SIA, thereby ensuring that the context and character of the community is considered in the process. An SIA conducted at this stage can provide Council with a direct avenue of influence on how alcohol is served at a proposed site.

There is significant overlap between the Planning Act.

For example in some instances the DA approval process for a particular site is undertaken in parallel with a CIS for a liquor licence. Councils therefore need to be mindful of the strong interrelationship between the two.

To maximise the benefit of the SIA as part of the DA process, Council needs to clearly state the issues that the SIA should address. At a minimum this includes:

- The impact on a particular group(s) within the community;
- The impact on the character or amenity of the locality;
- The potential for anti-social behaviour;
- The cumulative impact the development may have.

Where mitigation measures are agreed as part of the SIA, these should be included as conditions of consent for the proposed development. Any conditions of consent imposed by Council are considered by the Authority in its determination of a liquor license application.

A number of Councils in NSW have also developed policies which address issues relating to licensed premises including local SIA policies and crime prevention plans. These provide additional direction to applicants as well as clear guidelines for Council staff to ensure that the social and community impacts of the proposal are consistently considered as part of the assessment of all applications.

3.5.2 Council's role in the liquor laws

The conditions where a category A or B CIS is required and the information which must be provided to the Authority by the applicant in completion of each are detailed in the Liquor Regulation 2008:

www.legislation.nsw.gov.au

Office of Liquor, Gaming and Racing website: www.olgr.nsw.gov.au

Casino, Liquor & Gaming Control Authority: www.olgr.nsw.gov.au/liquor_CLAGCA.asp

The liquor laws provide Council with two broad avenues of influence in liquor licensing matters including:

- For new licensed premises and/or new liquor licences
- Regarding the operation of existing premises

Applications for new premises and/or new liquor licences

OLGR lists a number of liquor license types that an applicant can apply for. Most of these require that the applicant consults with Council as part of preparation of a Community Impact Statement (CIS). Application for the remaining types of license requires the applicant to notify Council after lodging an application with the Casino, Liquor & Gaming Control Authority (the Authority).

All liquor licensing applications are determined by the Casino, Liquor & Gaming Control Authority. Where a CIS is required, the Authority cannot grant a licence, authorisation or approval unless it is satisfied that the overall social impact will not be detrimental to the well being of the local or broader community. Councils may wish to consider this issue when consulted by potential applicants.

New Applications where a Community Impact Statement (CIS) is required

A CIS is prepared by a potential applicant. The CIS is a summary of consultation between the applicant and the local community about issues and concerns raised regarding a proposed application. Dependent on the type of license an applicant will be required to prepare, a Category A CIS or a Category B CIS.

A **Category A** CIS is required for:

- A packaged liquor licence limited to the sale or supply of alcohol by taking orders over the telephone, fax, mail order or through a website;
- The removal of the above licence to other premises;
- An extended trading authorisation for an on-premises licence if the authorisation will allow the sale of liquor on a Sunday between 5am and 10am or between 10pm and midnight (not including sales to the residents of the licensed premises and their guests);

- A primary service authorisation under section 24(3) of the *Liquor Act* – eg. where a restaurant wants to sell liquor without meals; and
- Any other application for which the Authority requires a category A CIS on a case by- case basis.

A **Category B** CIS is required for:

- A hotel licence;
- A club licence;
- A packaged liquor licence (other than a licence limited to the sale or supply of liquor by taking orders over the telephone, facsimile, mail order or through an internet site);
- An on-premises licence for a public entertainment venue other than a cinema or a theatre;
- An extended trading authorisation for each of the above licences;
- An application to remove each of the above licences to other premises;
- An extended trading authorisation for an On-premises licence if the authorisation will allow the sale of liquor at any time between midnight and 5am;
- An extended trading authorisation for a Producer/wholesaler licence if the authorisation will allow the sale of liquor by retail between midnight and 5am (not including sales to the residents of the licensed premises and their guests); and
- Any other application for which the Authority requires a category B CIS on a case by case basis.

The key difference between the Category A and B CIS is the extent of consultation which is required by the applicant. A Category B CIS requires slightly more consultation than a Category A CIS. In the preparation of both a Category A or B CIS there are several points where the applicant is required to contact Council.

The Applicant must contact Council:

- On commencement of the CIS to request feedback from Council on the proposal. The feedback provided by Council is expected to be included as part of the CIS. The applicant is expected to explain in the CIS how they intend to resolve any negative impacts identified.
- Within two days of lodging the application with the Authority.

Council can then view the final application, including the CIS and social data profile, once it has been lodged with the Authority on its web site. Applications are exhibited for 30 days following lodgement and comments will be accepted by the Authority throughout that period.

The Application Noticeboard web address is:

www.olgr.nsw.gov.au/application_noticeboard.asp

This means that if an applicant misrepresents Council in the CIS, Council can put their correct views in a submission to the Authority (online by clicking on the application number on the noticeboard).

Social profile data to assist councils

OLGR will maintain social profile data for local government areas across the state. This data will include relevant crime, health, licensing and population statistics. It will be assessed by the Authority when considering liquor licensing applications.

Reports outlining this data will be progressively made available to councils and the public during early 2009 (via www.olgr.nsw.gov.au) to assist councils in

considering their response to liquor licensing proposals (at the CIS stage) and applications.

For the ***Introduction to Community Impact Statement Process*** information sheet and the ***Community Impact Statement Tool Kit***, visit: www.olgr.nsw.gov.au/liquor_CIS_home.asp

New Applications where a CIS is NOT required

New licenses **where a CIS is not required** include:

- On premises - Restaurant (other than where alcohol is served without meals)
- Producer / wholesaler - brewer, distiller winemaker, wholesaler,
- Limited licence - functions held by non-profit organisations, as well as special events and trade fairs.

An applicant for these types of license is required to notify Council within two days of lodging the application with the Authority. Council can then view the final application which has been lodged on the Authority's web site and provide comment directly to the Authority.

Resolving problems relating to existing premises

In the past few years councils have had difficulty resolving problems associated with existing licensed premises. The recent reforms to the liquor laws are designed to improve the way these issues are resolved.

Council can take action to resolve problems associated with licensed venues that have an adverse impact on local neighbourhoods by:

- Making a Disturbance Complaint,
- Making a request to the Director of Liquor and Gaming, or
- Taking Disciplinary complaint action to the Authority.

In each case the Director of Liquor and Gaming has a role in responding to the issues raised. The Director of Liquor and Gaming is a statutory officer located within the NSW Office of Liquor, Gaming and Racing. Under the *Liquor Act 2007* the Director can initiate investigations, make disciplinary complaints and take prosecution action. The Director is therefore potentially an effective avenue for Council to resolve problems associated with existing licensed premises.

OLGR information sheet: ***Director of Liquor and Gaming***
www.olgr.nsw.gov.au/pdfs/L_FS_DLG.pdf

Prior to commencing any complaint action OLGR requests that councils attempt to resolve the issue directly with the licensee. If the issue cannot be resolved, councils can use the following processes to seek resolution of a problem relating to an existing licensed premises:

Disturbance Complaint

Council along with other individuals and groups within the community can make a Disturbance Complaint to the Director of Liquor and Gaming about a disturbance regarding:

- The conduct of licensed premises, and/or
- The behaviour of patrons after leaving the premises.

Complaints must be made using the ***complaint form***:
www.olgr.nsw.gov.au/pdfs/noise_complaints.pdf

OLGR information sheet: ***Disturbance Complaints***
www.olgr.nsw.gov.au/pdfs/L_FS_DC.pdf

The Director of Liquor and Gaming will then convene a conference to obtain further information from the complainant and give the licensee an opportunity to respond. If required the Director then has the ability to:

- Issue a warning
- Impose temporary or permanent conditions on a liquor license

Request to the Director of Liquor and Gaming

Where there are problems associated with a licensed venue Council can make a direct request to the Director of Liquor and Gaming to:

- Impose conditions on a liquor licence
- Issue directions to the licensee

Conditions can be imposed by the Director only after the licensee has been given the opportunity to make submissions in response to the proposal.

Complaints must be made using the **complaint form**:

www.olgr.nsw.gov.au/pdfs/noise_complaints.pdf

Disciplinary complaint action

A disciplinary complaint can be made to the Authority by Council against a licensee or a manager. A disciplinary complaint should be made where there are serious problems associated with the operation of a licensed venue that cannot be addressed by other means. A disciplinary complaint can be taken to include:

- A breach of licence conditions
- Not complying with a direction given by the Authority
- Allowing activities which are likely to encourage abuse or misuse of alcohol
- Where acts of violence have occurred

Where a disciplinary complaint is determined, the Authority can impose sanctions including cancellation or suspension of the license, disqualification of the licensee and imposing penalties of up to \$110 000.

Disciplinary complaint action can be taken by formal correspondence to the Authority.

Disturbance Complaints information:

www.olgr.nsw.gov.au/liquor_disturbance_complaints.asp

OLGR Information Sheet: ***A Guide to the new liquor laws for local councils***: www.olgr.nsw.gov.au/pdfs/Councils_factsheet_June08.pdf

For More Information

Further information about OLGR and the liquor laws is available from:

web site: www.olgr.nsw.gov.au

telephone: 02 9995 0894

email : info@olgr.nsw.gov.au

OLGR have also established an electronic newsletter to which councils can subscribe. This newsletter is an important source of new information from OLGR.

To subscribe to the newsletter and automatically receive updates visit: www.olgr.nsw.gov.au/website_subscribe_info.asp

3.6 Liquor Accords – Responding to intoxication

The Liquor Accord Toolkit – produced by the Office of Liquor, Gaming and Racing – is an essential reference tool for new and existing accords across NSW.

For more information see:

www.olgr.nsw.gov.au/liquor_liqaccrds_tkit_resources.asp

NSW Police:
http://www.police.nsw.gov.au/community_issue/s/alcohol

NSW Local Government:
www.dlg.nsw.gov.au

“Local government is involved in more than 100 Liquor Accords throughout New South Wales...In the end, Liquor Accords are probably the most effective tool we can use to address such problems as antisocial behaviour and damage to private and public buildings”.

Genia McCaffery,
President, Local Government Association of NSW.

Liquor Accords are voluntary industry based partnerships working in local communities to introduce practical solutions to liquor-related problems. They reach agreements on ways to improve the operation of licensed venues so that entertainment venues and precincts are safe and enjoyable.

Most Liquor Accords include members from the local business community, councils, police, government departments and other community organisations.

Liquor Accords have the following benefits:

- They can improve serving practices and reduce violent incidents
- They help to bring about safer neighbourhoods without the need to resort to regulation or enforcement action
- They help reduce upsetting and disturbing behaviour
- They can contribute to increasing the safety and the perception of safety in the local area
- They can help improve compliance with liquor licensing legislation.

Every accord is different, focussing on the specific needs of the local area in which it operates. Examples of innovative and effective Liquor Accords operating across NSW include:

- **Glenn Innes** – contributed to a 25% reduction in vandalism, assaults & other street offences.
- **Lismore** – contributed to a 28% fall in crime within the CBD.
- **Albury** – developed the fail to leave patron education program ‘No Excuse’. The program has now been adopted by at least eight other Liquor Accords in other areas.
- The **Tomaree** Liquor Accord, the **Northern Beaches & Manly** Liquor Accords, **Dubbo**, **Walgett**, and the seven Liquor Accords across the **City of Sydney**, are all contributing to reducing the impact of anti social behaviour resulting from intoxication.

3.6.1 Alcohol Free Zones

The Department of Local Government has undertaken an evaluation to assess the effectiveness and impact of the Alcohol Free Zones provisions over the past 10 years. (Unreleased)

Ministerial Guidelines were issued in 1995 to provide councils with detailed procedures to be followed in the establishment of an Alcohol Free Zone.

Alcohol Free Zones operate in many Local Government areas. They were developed in answer to the need of the community to use public thoroughfares in safety and without interference. These zones are useful in assisting to disperse street drinkers before more serious crimes can be committed.

In NSW a council may prepare a proposal for the establishment of an Alcohol Free Zone, either on its own motion or on the application of one or more of the following people:

- A person who the council is satisfied is a representative of a bona fide community group active in the area
- A police officer or
- A person who the council is satisfied lives or works in the area.

The proposed Alcohol Free Zone may comprise:

- A public road or part of a public road and/or
- A public space that is a car park or part of a car park.

The 1995 Ministerial Guidelines identify that Alcohol Free Zones are most effective if they are part of a larger program directed at irresponsible drinking in which the local community is actively involved. Used in isolation they may only move the problem from one place to another.

www.dlq.nsw.gov.au/Files/Information/alcfree2.pdf

Refer: The Local Government Act 1993

Chapter 16, part 4 provides for signage of parks and reserves where council has control and management powers to regulate the consumption of alcohol and the establishment & operation of Alcohol Free Zones.

Councils must consult the community to decide if an Alcohol Free Zone is appropriate. If it does so, the council must declare that an Alcohol Free Zone has been established and specify the period for which the Alcohol Free Zone is to operate (a maximum of four years). This is done by notice published in a newspaper circulating in the area as a whole or in a part of the area that includes the Zone concerned.

The council may at the request of any person or body or of its own motion suspend or cancel the operation of an Alcohol Free Zone by publishing notice of the suspension or cancellation in a newspaper circulating in the area as a whole or in a part of the area that includes the zone concerned.

It is the role of NSW Police to enforce Alcohol Free Zones. However, the Commissioner of Police may give authorisation whereby council officers can enforce an Alcohol Free Zone.

Section 642 Confiscation of alcohol in alcohol-free zones – A Police officer or an enforcement officer (employee of a council authorised in writing by the Commissioner of Police) may seize any alcohol in the immediate possession of a person in an alcohol free zone. The previous requirement to issue a warning has been removed. The seized alcohol can be disposed of by immediately tipping it out or in accordance with directions given by the Commissioner of Police or council.

A Police officer or authorised council enforcement officer may use their discretion to issue a warning to a person who is drinking in an alcohol free zone, for example, where the person may be unaware of the zone.

It should also be noted that in circumstances where a person does not cooperate with a Police officer or authorised council enforcement officer, they can be charged with obstruction under section 660 of the *Local Government Act 1993*, which carries a maximum penalty of \$2,200.

3.7 Managing Community Sharps

Schedule 1 Part 3 of the Protection of the Environment Operations Act 1997 defines clinical waste and as this does not include syringes used in home administered injections, assigns responsibility for this type of waste to local councils.

The details of these definitions can be found in the *Environmental Guidelines, Assessment, Classification and Management of Liquid and Non Liquid Wastes* (EPA 1999)

Under the Local Government Act 1993 councils are responsible for public health and safety in public places.

Local Government plays an important role in ensuring the management and safe disposal of used needles, syringes and other sharps within the community.

The NSW Needle and Syringe Program (NSP) is a public health program that aims to reduce the spread of blood borne infections such as HIV and hepatitis C among people who inject drugs.

The NSW Needle and Syringe Program Policy and Guidelines for NSW (June 2006) state that:

- Area Health Services should consider other agencies and individuals that it is appropriate to notify prior to the establishment of a new NSP outlet or automatic dispensing machine.
- Area Health Services must notify police when planning to establish a new NSP outlet. Area Health Services should also consider notifying the local council and the local state Member of Parliament.

The maintenance of a partnership approach between health authorities and councils is essential. The joint guidelines developed emphasize that responsibility for sharps disposal be shared between a number of stakeholders including medical equipment manufacturers, health care services, Local Government, non-government organisations and local business, especially pharmacies.

The OH&S Regulation 2001 requires councils to take reasonable precautions to safeguard employees & the public against needle stick injuries.

Refer: NSW Department of Health

Needle Syringe Program Policy & Guidelines for NSW - June 2006

The NSW Department of Health and the Local Government & Shires Associations of NSW have developed and distributed Community Sharps Management Guidelines for NSW Councils (2004).

Apart from allaying the concerns of the community about such programs there are a number of other factors, that together will assist councils to contribute to effective sharps disposal in their local communities:

- Promoting safe disposal - through education of NSP users using stickers and posters
- Educating and raising awareness on safe disposal to community groups and local businesses. These should aim to provide factual information on infection risk as well as safe disposal and available disposal services and facilities.
- Community sharps disposal bins – information on the location of public disposal bins should be made readily available. The NSP and councils together should decide the placement of disposal bins.
- Disposal in household garbage should be avoided. Councils and waste contractors have a responsibility to protect their staff.
- Disposal in recycling bins – needles, syringes and sharps containers are not recyclable. The presence of these materials in kerbside recycling also poses significant OH&S issues for council staff.
- Collection of discarded needles and syringes – the NSP outlets will conduct clean up of these locations on demand.

3.8 Managing Existing Services – Methadone

In NSW guidelines for the establishment and management of methadone clinics is outlined in the NSW Health Department (2006) New South Wales Opioid Treatment Program: Clinical Guidelines for Methadone and Buprenorphine Treatment for Opioid Dependence. Sydney: State Health Publication Number (MHDAO)060160

www.health.nsw.gov.au/policies/gl/2006/GL2006_019.html

The main treatment services for people with alcohol and drug problems are outpatient counselling services, withdrawal (detoxification) units, residential rehabilitation and opioid treatment (methadone) clinics.

Opioid treatment can be provided through community pharmacies, public clinics (usually on hospital grounds) and private clinics.

In some areas the location of opioid treatment clinics has caused community resistance and other problems.

Councils need to liaise with Area Health Services if problems arise.

3.9 Clandestine laboratories – What is the role of council?

In November 2006 the NSW Police, in consultation with the Local Government and Shires Associations of NSW provided advice through the *Local Government Weekly* for councils in relation to the operation of illicit labs in their localities. This advice also contained a summary of council's statutory powers.

There are an increasing number of illicit drug labs being discovered each year.

Active illegal clandestine laboratories may cause the following impacts in the locality:

- Public health hazards – from toxic chemicals & emissions
- Fire safety hazards - from explosive atmospheres & reactive chemicals/residues.
- Site contamination – waste materials & chemical residues
- Waterway contamination – discharge of chemicals & pollutants to waterways
- Personal injury and health impacts – reaction or injury from toxic chemicals.

Refer to the LGSA website link under Contaminated Sites to access information: www.lgsa.org.au/www/html/249-hazardous-materials-and-contaminated-sites.asp

Once the laboratory has been immobilised there remain certain activities and circumstances that may continue to pose risks. These are:

- Home renovations
- Ground disturbance
- Long term exposure to chemical residues

NSW Police may contact a council when a property that has been used as a clandestine drug laboratory is discovered in their locality. While the ultimate liability lies with the owner of the land, council may have some roles and responsibilities in respect to safeguarding the community, managing environmental hazards and ensuring safety of council staff. This may include regulatory enforcement or legal action in accordance with the appropriate legislation.

The **responsibilities and powers of councils** in this case are detailed in the following legislation:

- Local Government Act 1993 – Issue of Orders, (LG Act Clause 124; issue of Emergency Orders (LG Act Clause 137 (2))
- Public Health Act 1991
- Environmental Planning & Assessment Act 1979 – Giving of Orders (Section 121B)
- Protection of the Environment Operations Act 1997 – Issue of Clean Up/Prevention Notices (POEO Act Parts 4.2 and 4.3, Section 96 & Section 91) Issue of Penalty Infringement Notices (POEO Act Clause 222; Power to enter land (Section 111)
- (via EPA) Contaminated Land Management Act 1997 – Order to investigate or remediate land (Section 12)
- Occupational Health & Safety Act 2000 – (section 8)

The Associations' web site: www.lgsa.org.au

A further explanation of these powers and responsibilities can be found on the Associations' web site.

Section 4: Legislation & Planning Powers

Section 4 provides a summary of the relevant Acts and provisions relating to alcohol in particular, and to appropriate planning provisions.



Evidence shows that controlling alcohol availability can reduce the occurrence of alcohol problems and associated negative events in the community.

The legislative framework contained within the Local Government Act 1993 outlines the provisions related to matters concerning alcohol consumption in public places and the role of Local Government.

4.1 The Local Government Act 1993

Links to alcohol related legislation in NSW other than the Local Government Act 1993.

See:
www.alcoholinfo.nsw.gov.au/nsw_legislation

Registered Clubs Amendment Act 2003

Crimes (Sentencing Procedure) Act 1999

Summary Offences Act 1988

Intoxicated Persons Act 1979

Inebriates Act 1912

As drug use activity can occur in brothels; other legislation that may impact on or be of interest to the business of councils is:

Community Protection

Key provisions are:

S632 Acting contrary to notices erected by councils - provides for the signage of public places, such as parks and reserves to regulate consumption of alcohol. 632 (2A) prescribes that a notice must not prohibit the drinking of alcohol in areas that are public roads or car parks. However, under s644 (4) Alcohol Free Zones can be established in such areas.

S642 Confiscation of alcohol in Alcohol Free Zones - a police officer or enforcement officer may seize any alcohol and container in an Alcohol Free Zone.

S644 Proposal for establishment of Alcohol Free Zone - may be initiated by council motion or by application from specified people (community group, police officer, person who resides or works in the area); must comply with guidelines; the proposed zone may be a public road (or part) and/or a public place that is a car park (or part); and the proposed establishment of a zone must not exceed 4 years operation.

S644A Public consultation on proposal to establish Alcohol Free Zone - council must advertise proposal and invite comment from within the proposed area, give copy of proposal to local police station, and bordering, adjoining or adjacent liquor licensees and registered clubs; and consider submissions received in relation to the proposal. As per the Ministerial Guidelines (1995) some councils are also required to provide a copy of the proposal to the Anti Discrimination Board. Other councils may choose to do this.

(Closure of illegal Brothels) Bill 2003. A Bill to amend the Environmental Planning & Assessment Act 1979 to make provision with respect to the protection of the community from the operation of illegal brothels and for related purposes.

S644B Establishment of Alcohol Free Zones – after complying with s644 and s644A a council may, by resolution, adopt the proposal (with or without modifications) and establish an Alcohol Free Zone according to the terms of the resolution; a council must advertise that an Alcohol Free Zone has been established, and the period of operation (not exceeding 4 years). Alcohol Free Zones may be re-established for further periods not exceeding 4 years each.

S644C Operation of Alcohol Free Zone – operation is in accordance with the resolution of council; operation cannot begin earlier than 7 days after the first advertisement (see s644B) and requires correct signage as specified here and in the Ministerial Guidelines (1995).

S645 Suspension or cancellation – a council may, by request or own motion, suspend for a period or cancel operation of an Alcohol Free Zone and must advertise /give notice of this.

S646 Guidelines for Alcohol Free Zones – from time to time, the Minister may prepare, adopt or vary guidelines to be followed for establishment of, or suspension or cancellation of the operation of Alcohol Free Zones. Guidelines include a list of councils required to consult with and advise the Anti-Discrimination Board, and make it clear that other councils may also advise the Board.

S648 Other laws – these provisions supplement the provisions of the *Summary Offences Act 1998* and any other Act or law.

4.2 Liquor and Registered Clubs Acts

NSW Office of Liquor, Gaming & Racing:
www.olgr.nsw.gov.au

The sale of liquor and the operation of licensed premises and registered clubs in NSW are controlled by the *Liquor Act 2007* and *Registered Clubs Act 1976*. These Acts are administered by the NSW Office of Liquor, Gaming and Racing (OLGR). They set out the legislative framework including specifying types of liquor licences, certificates of registration for clubs, hours of operation, processes for obtaining or varying a licence/certificate, referrals to police and local government, consideration of objections to licences/certificates and licence/certificate cancellations.

The Acts govern the locations where alcohol can be sold, and to whom and how it can be supplied. The Acts have incorporated a primary objective of harm minimisation and require licensees, clubs and their staff to serve alcohol and operate their premises in a responsible manner. Proactive policing of licensed premises in collaboration with Local Government can assist in reducing alcohol related harms.

4.3 Environmental Planning & Assessment Act (1979)

S 79C of the Environmental Planning & Assessment Act (1979) requires councils to take into account any social or economic impacts on the locality, the public interest and public submissions

Councils have powers under the Environmental Planning and Assessment Act 1979 to prepare and administer Environmental Planning Instruments that control land use decisions. These include Local Environmental Plans and Development Control Plans that provide the legal framework for determining permissibility and establishing the relevant planning controls. Under these plans council has the power to:

when considering a development application.

Local Environment Plans (LEPs) are a key planning instrument used by councils to determine how land is used

Development Control Plans (DCPs) deal with particular parts of LEPs and must be taken into account when considering development applications.

Note: The draft State Environmental Planning Policy (Temporary Structures and Public Entertainment) determines the process in relation to the operation of places of public entertainment.

See:
www.planning.nsw.gov.au

or

www.legislation.nsw.gov.au

- Zone land
- Establish development standards to guide development
- Impose conditions

All Development Applications (DA) are considered under Section 79 of the Environmental Planning & Assessment Act 1979. This requires council to consider the DA in relation to the relevant environmental planning instruments; likely impacts of the development on the environmental (natural and built); social and economic impacts in the locality; the suitability of the site; any submissions received and the public interest.

Councils have power to impose conditions on a proposed development to control the operation of the proposed activity, where it is considered that it will adversely affect the amenity of the area. Such conditions may restrict the scale and intensity of use of the development, such as placing restrictions on hours of operation (see section 3.5.2 SIA Required by Council under the Environmental Planning and Assessment Act 1979).

Additionally, councils can influence licensing authorities through provision of advice concerning the impact such licences would have on the local community. Councils are often asked their advice by authorities concerning changes in liquor licensing arrangements, especially in relation to applications for extended trading hours. Encouraging the involvement of the neighbourhood in planning processes and in an ongoing informal monitoring role can also be of value to councils when considering such matters.

Council has enforcement powers under the Environmental Planning and Assessment Act 1979 to control unauthorised work or activities. Where Development Consent has not been granted or conditions not complied with, council has powers to issue a Notice on the land owner to cease operations which is enforceable in the Land and Environment Court.

Section 5: How Should Councils Partner?

Section 5 emphasises the importance of garnering the interest and concerns of the local community in addressing alcohol and other drug issues at the local level and; highlights the ways in which councils can help their communities.



5.1 Engaging your community

See information about Community Drug Action Teams (CDATs):

www.communitybuilders.nsw.gov.au/drugs_action/

This website is intended as a tool for communities to connect on drug and alcohol issues and community action. This site is designed to support CDATs and councils undertake their work, and showcase projects and resources.

Alcohol and other drug problems within communities can best be addressed in and by those communities.

Strong partnerships between councils and different groups within the community will increase the capacity of the local community as a whole, to respond and prevent problem alcohol and other drug use as well as become more informed.

Councils can build a strong base for partnering with their local community by their *leadership* role in relation to issues identified as concerns in the local community. *Advocacy* through understanding and representing local community needs and concerns in forums is also an important measure in building an effective partnership with the community.

Councils together with Community Drug Action Teams can enhance their partnership with their local community through:

- Providing information aimed at raising community awareness about local programs and support services through regular inclusion of references to drug education and service availability material in appropriate council newsletters, council's website and at council venues.
- Understanding the local circumstances including what the local data is telling you about what is happening in your community with respect to drug use, such as types of drugs that are causing problems and the local factors that may be influencing these problems.
- Knowing the shared concerns and interests of your local community.
- Developing an inclusive local coalition of interested parties.
- Advocating for more consistent and longer term funding for local drug and alcohol projects and initiatives of relevance to councils.
- Helping the community promote the provision of high quality drug information and education in local schools.

- Encouraging the community to be an active partner in developing local community action plans and in forging partnerships with other groups within the community – sporting clubs, health professionals, licensees, police.
- Inviting community involvement in local planning decisions particularly in relation to the renewal of liquor licences and the amendment of existing licences.
- Seeking the views of the community in relation to the placement of syringe disposal units and methadone services.
- Providing the community with information about local drug information resources and drug service directories and offering training to help develop local expertise.
- Supporting neighbourhood activities aimed at developing the capacity of the community to respond to alcohol and other drug misuse in the community.
- Ensuring key drug information resources produced by external organisations are advertised and distributed in local libraries and made available through councils' community facilities.
- Inviting community views about council social and community plans and crime prevention plans.

5.2 How to keep your community informed

Drug Action
NSW Community Drug
Strategies Newsletter
NSW Health.

In 2006/07 \$197,000 was provided for 65 community projects such as drug and alcohol free events, local forums, knowledge and skill programs and development of local drug and alcohol resources.

Information for families & teenagers:

Family Matters: how to approach drug issues with your family:

www.communitybuilders.nsw.gov.au/drugs_action/familymatters.html

Drug Smart information card for young people:

www.communitybuilders.nsw.gov.au/drugs_action/drugsmrt2.html

www.druginfo.sl.nsw.gov.au

www.drinkwise.com.au

Community Drug Action Teams (CDATs) throughout NSW involve community volunteers who participate in projects to raise community awareness and reduce drug and alcohol related harm.

CDATs are community coalitions comprising government, Local Government, non-government and community members that deliver projects ranging from information resources and drug and alcohol free entertainment options through to improvements in service delivery in local communities.

CDATs can help councils to keep their communities informed through the provision of:

- Drug information sessions and education events
- Safe environments
- Alternative and prevention events and activities
- Liaising with media
- Developing information resources
- Conducting local research and collecting local statistics
- Run training programs for councils and the local community
- Facilitate community partnerships.

Communities can access drug and alcohol information through their local libraries that is targeted particularly for parents of young people, secondary school and TAFE college students. The collections are called '*drug info @ your library*'. This information is regularly updated and includes books and resources. Additional material such as stickers and posters can be taken away free of charge. Council libraries now have dedicated stands for these information resources.

5.3 Providing Community Facilities & Spaces

One strategy to prevent the uptake or increasing use of alcohol and other drugs is to provide drug free alternatives usually in the form of recreational activities particularly for young people. This approach is designed to address issues of self-esteem, promote self-responsibility and to provide young people a sense of achievement through their involvement in delivering the activities. Partnering with local services for young people is important in designing any of the above approaches.

Councils are able to make an important contribution to their local communities in this regard by providing access to community facilities and venue spaces to stage events and entertainment. Council facilities are also useful venues in which to conduct community education forums and consultations.

Access to community facilities and venue spaces helps to build the capacity of council funded youth services to address drug and alcohol use within a community setting. This in turn can lead to the establishment of 'Youth Councils' to encourage young people to actively participate in the design and delivery of information programs.

5.4 Partnerships with other Government & Non Government Organisations

Councils are a conduit to local non-government community based organisations, local residents and business as well as other spheres of government. Partnerships with these stakeholders are essential in order to facilitate consistency and collaboration in addressing alcohol and other drug related issues to achieve agreed results for the local community and for sharing resources.

By partnering with a range of government agencies and community organisations councils also achieve practical results from their social and community planning process.

Partnering can occur through council representation on central decision making bodies such as high level advisory committees, through community engagement projects with a shared funding base, community and business groups such as Liquor Accords, participation in community health events and programs such as the Healthy Local Government Grants Program.

Partnerships across several spheres of government and community, involve forming partnerships with a range of agencies including:

- Hospitals and General Practitioners
- Mental health agencies
- Regulatory and enforcement agencies
- Licensed premises and liquor outlets
- Human services agencies
- Liquor Accord & precinct groups
- Citizen, community & indigenous groups
- Non Government Organisations such as community based alcohol action networks and peak bodies.

5.5 Engaging Businesses in Your Local Community

An example of successful partnerships with local business and the community are the 137+ Liquor Accords across NSW that have introduced practical solutions to alcohol related problems.

High profile alcohol and other drug use in local communities have the potential to affect business trade within those communities. Local Government is affected through:

- The negative impact on the image of the local area resulting in loss of trade, income and decrease in tourism and employment opportunities.
- Having to deal with complaints from local traders, residents and visitors.

Involving local business in a consultative and participatory way will increase the effectiveness of the range of measures available to councils to control the impact of substance misuse within the community. Apart from local Liquor Accords councils can invite businesses to partake in decisions and discussions about such matters as installation of public safety and security measures, the impact of licensed premises on local business and high-risk licence applications.

Section 6: Local solutions - Working With the Community

Section 6 provides councils with information on how they can mobilise and work with their communities to respond to alcohol and other drug issues; highlights the importance of helping the community access accurate information about alcohol & other drugs; and highlights the role of councillors as leaders in their communities.



6.1 What approaches can be used?

It is important to share information across Local Government from practices that are innovative, well designed and executed.

Councils need to focus on key areas and identify realistic responses.

Councils can share activities with Community Drug Action Teams or encourage the involvement of local community projects and groups.

A key feature of community-based approaches are the partnerships that are forged between a diverse range of groups.

Community based approaches, combined with other environmental, educational measures and the use of local media are appropriate means of focussing attention on alcohol and other drug issues. These approaches are underpinned by the legislative and regulatory provisions associated with the role of Local Government that can also help to change the behaviour of the community in relation to alcohol and drug misuse.

Successful community based approaches possess the following elements:

- Ownership of the program by the group being targeted
- Involvement of other key stakeholders
- Recognition of local priorities
- Local participation in the delivery of the program
- Approach adapted for local circumstances
- Supporting community initiatives through strengthening networks and links
- A willingness to seize opportunities that will benefit the local community
- Providing sufficient time for meaningful community consultation and engagement
- Ensuring mechanisms are in place to deal with conflicting interest groups
- Information sharing
- Using local media to start people talking about the issues
- Using celebrity spokespeople sparingly and wisely; it has been shown that young people are often sceptical about their genuineness
- Honest and factual presentation of messages, being devoid of moral and fear tactics

- Acknowledgement of alternatives.

The best approach involves a mix of input from key community stakeholders, researchers, and community-based organisations that are expert in the provision of prevention, and understand the importance of harm reduction activities.

Councils are well placed to provide input or leadership in bringing community projects to life because of their detailed understanding of the local community.

6.2 Tips for Mobilising Your Community

Mobilising your community into taking action on a local level can be difficult especially if it feels a sense of disconnection with what council is trying to achieve in the local area. The following are useful tips for activating your local community:

- Start with small projects or actions and tackle the issues that get local people fired up.
- Link into existing networks.
- Get things started by asking the Community Drug Action Team in your area to do some local research to identify local concerns. Knowing the shared concerns and interests of your local community is valuable.
- Have a clear sense of what your community expects in outcomes.
- Build community programs that reflect these local concerns.
- Always look at the existing strengths, resources and information in your community, harness these and build on them. Then identify the gaps and determine what else needs to be done.
- Have a planned and coordinated approach to what you intend to do.
- Always provide an opportunity for all members of the community to have their say and to express their concerns when designing your community program.
- Encourage your local health service provider to help councils by giving professional advice to people about how drinking and using drugs is affecting their health, family life and community.
- Get the community involved in the CIS process.

6.3 How Can You Best Teach Your Community about the Facts?

Some specific strategies that complement direct action by local communities are:

Responsible Service of Alcohol (RSA) practices;

Restricted entry practices;

Lock outs;

Late night transport options;

Policing & regular inspections of licensed premises;

Community perceptions about drug use may not reflect the actual prevalence and types of drugs used in the local area. Often there is also a patchy understanding of current risk practices in the community.

In order to help communities access the facts about drug and alcohol use in general and more specifically in relation to the local community it is important that there be collaborative development of information resources.

Best practice principles tend to incorporate the following:

- General Information packages should be factual and avoid fear and moral overtones in messages. Much of the general material is contained in core drug information websites. Such material addresses the patterns and impacts of harmful drug use, the factors that cause illicit drug use and dependence, the links between illicit and licit drug use, policies and programs, initiatives that reduce harms, sources of support and help.

Collaborative enforcement.

Manly Council has adopted several of the above strategies with positive results.

- Information about new research and case studies on community action in drug and alcohol issues.
- Information about drug and alcohol use within the Local Government Area. Community Drug Action Teams may be able to assist councils in developing approaches to gather this data.
- Information about at risk groups such as young people and indigenous populations.
- Information about the role of parents, family members, peers and others in inhibiting drug and alcohol use.
- Information about legislation and council planning powers in relation to drug and alcohol issues. This will help the local community maintain realistic expectations of what their councils can actually achieve.
- Providing the community with information about how drug and alcohol issues have been managed in other Local Government Areas.
- Community awareness events should be conducted as a partnership between government, community interests (sporting bodies) and business interests. They should maximise the input and involvement of young people when designing materials for peer education.
- Media engagement. Community Drug Action Teams are well placed to use the media to develop stories as many of them have had training in working with the media).

The *actions* councils can take to ensure appropriate information about alcohol and other drugs is provided to their communities are:

- Developing and sending out a specific newsletter about drug and alcohol issues in the community.
- Regularly inserting information into other general council community newsletters & brochures slipped into council rate notices.
- Conducting face to face presentations to increase community awareness.
- Conducting community discussion seminars on specific problems that may be present in the community at a particular time.
- Directing community members to comprehensive written materials available in their local library through the State Library drug information package.
- Providing access to on-line drug information clearinghouse sites and tool kits. On-line access can be through local libraries.
- Publicising sharps policies, crime prevention plans and social & community plans.

6.4 How can councillors, as leaders help their communities?

Strong leadership is important in community-based programs where conflicting interests often are a characteristic. For instance measures that have been demonstrated to be effective in reducing alcohol related harm may be strongly resisted by those stakeholders with opposing interests.

In this context strong credible and skilled leadership is required to establish shared goals and develop effective working partnerships. Local Government has significant experience in dealing with conflict and facilitating shared goals and developing effective community base initiatives.

Leadership by councillors can be demonstrated by ensuring they have information about their community's background, its networks and partnerships. Specifically it is important to have an understanding of what your local data is telling you about what is happening in your community with

respect to drug use problems and the local factors that might be influencing these problems.

Council can also demonstrate interest in and commitment to assisting the community with these issues by involvement in Liquor Accords, Community Drug Action Team membership, and similarly the establishment of Safer Community Action Teams.

Section 7: Funding Sources for Local Government

Section 7 helps councils identify potential sources of non recurrent funding for projects and program initiatives.



www.communitybuilders.nsw.gov.au

This site contains information about available funding sources and how to support your bid by writing a successful submission.

Helping communities to take action to address local problems will include accessing a range of funding sources including casinos, registered and sporting clubs, the corporate sector and community organisations. Listed below are some possible sources of funding. By visiting the relevant web sites highlighted, additional sources and details can be obtained.

7.1 State Government Grants

7.1.1 NSW Department of Health – Non Government Organisation Grants Program

www.aph.gov.au/library/intguide/sp/spgrants.htm

This site provides a Guide to Community Grants linking to selected sources of Commonwealth, & State financial assistance to community groups; links to NGOs and commercial services providing grant information.

This grants program provides funding to not-for-profit community based organisations that provide complimentary health related services. Funds initiatives such as social research, community development and advocacy for health consumers. There is a Non Government Organisation co-ordinator located in each Area Health Service.

For information on the Non Government Organisation Co-ordinators see:

www.health.nsw.gov.au

7.1.2 Attorney General's Department – the Crime Prevention Division

Since their introduction in 1996, many councils have accessed this source of funding particularly for projects aimed at building strategies around alcohol related crime.

The Crime Prevention Division (CPD) of the NSW Attorney General's Department administers the Safer Community Development Fund that has been established to provide financial assistance for a range of programs and projects that are designed to prevent crime through:

- Reducing crime risk factors in a local setting
- Reducing the incidence of crime
- Improving the community's capacity to develop programs that prevent and/or reduce anti social behaviour.

Safer Community Compact Grants are available to local councils that have crime prevention plans endorsed by the Attorney General as a safer community compact.

Other sources of funding for councils are available for initiatives targeted at licensees to encourage them to make changes in and around their licensed premises that make the venue safer for women. This is known as the 'Safer Times' project. 'Safer Times' is designed to be implemented by a range of community and government agencies, particularly local councils.

7.1.3 Department of Community Services - the Community Service Grants Program

NSW Department of Community Services Annual Report 2006/07

www.community.nsw.gov.au

The Community Service Grants Program (CSGP) provides funding to DoCS community partners (local government and community organisations) to provide services to the community, families and individuals. The key objectives of CSGP are:

- To provide assistance and support to children, young people, individuals, and families so they can enhance their independence, safety, self-esteem and/or quality of life within the community.
- To build community capacity and enhance social capital so that communities are well informed, resourced and connected, and equity and diversity are embraced.
- To build and sustain the capacity of the community at a state and regional level in order to deliver responsive services aimed at achieving the above outcomes.

7.1.4 The Area Assistance Scheme – funded by DOCS (NSW)

The Area Assistance Scheme (AAS) is a regional community development program run by the Department of Community Services. It provides grants to local councils and non-government organisations for projects that improve community well being and how communities function.

7.1.5 Motor Accidents Authority (MAA)

www.communitybuilders.nsw.gov.au

The MAA runs 'Arrive Alive Grants' with an aim to raise awareness of youth related road safety issues among young people aged 16-25 across NSW and work to address the overrepresentation of young people in road trauma.

Grants of up to \$10,000 a project. A total of \$150,000 in grant funding is available.

Visit the Community Builders website to find out more about the following funding sources:

- Education and Training Community Grants Program
- Community Relations Commission for a multicultural NSW
- Cultural Grants Program
- Sport & Recreation Grants.

7.1.6 Office of Liquor, Gaming & Racing

For information about the funding process and guidelines visit:

www.olgr.nsw.gov.au

and click on Registered Clubs.

The Office of Liquor, Gaming and Racing runs the Community Development & Support Expenditure Scheme (CDSE). Clubs that earn over \$1million per annum in gaming machine profits are eligible to receive a 1.5% gaming machine tax rebate if they apply equivalent amounts to fund services and projects in their local communities. This arrangement is known as the Community Development and Support Expenditure Scheme (CDSE) Scheme.

Under the CDSE Scheme funding can be provided to projects targeting alcohol and other drug use within the community.

7.2 Australian Government

www.grantslink.gov.au

A guide to grants available from Commonwealth Government agencies can be found through **GrantsLINK**.

This is a comprehensive website managed by the Commonwealth Department of Transport and Regional Services offering direct links to existing information on Commonwealth Government grants programs. GrantsLINK makes it easier to find suitable and relevant grants for community projects. GrantsLINK also offers advice on finding the best source of funding and on writing application forms.

7.2.1 Attorney General's Department

www.ag.gov.au

Funds from the Attorney General's Department are available from the following sources:

- The National Community Crime Prevention Program
- Community Safety and Justice Division
- Criminal Justice Division

Funding is provided for grass roots projects aiming to enhance community safety and crime prevention by reducing criminal and anti social behaviour and improving safety and security. \$4M is available each year over four years for community grants in the following streams:

- Community Safety Stream – grants of up to \$150,000;
- Indigenous Community Safety Stream – grants of up to \$150,000;
- Community Partnerships Stream – grants of up to \$500,000 to support innovative and collaborative projects in high need areas.

7.2.2 Department of Health & Ageing

www.health.gov.au

Through the Community Partnerships Initiative (CPI) the Department supports efforts by councils and community based organisations at the local level to apply for project funding targeting the prevention and reduction in the use of illicit drugs.

7.3 Non Government Organisations

7.3.1 Alcohol Education & Rehabilitation Foundation Ltd (AER)

www.aerf.com.au

The AER is an independent public company providing organisational capacity grants aimed at increasing the capacity of organisations to reduce alcohol related harms. Councils are particularly encouraged to identify project initiatives which enhance the capacity of the community to respond to drug and alcohol issues and build strategic partnerships.

7.3.2 National Roads and Motorists' Association (NRMA) Community Help Grants Program (IAG Insurer)

www.nrma.com.au/about-us/community/help-grants/index.shtml

The CommunityHelp grants program helps to support community organisations that are committed to making the community safer, particularly in the areas of crime and injury prevention, emergency services and the environment.

7.3.3 NRMA Community Road Safety Grants

www.nrma.com.au/about-us/community/help-grants/road-safety-grants.shtml

The grants provided by NRMA Motoring & Services aim to assist Local Government and community organisations to address local road safety issues. The grants are offered for behavioural programs or solutions to local road safety problems. These grants may be for a stand alone project or to enhance an existing road safety project.

Section 8: Information Resources for Councils

Section 8 assists councils to identify core information websites. These websites will provide extensive links to additional information, toolkits, packages and research sites.



There is a wide range of information sources available to councils, including alcohol and other drug e-newsletters and list servers, key websites and databases, state information networks and state and local libraries.

8.1 Some Key Websites - General Information

Important specific websites:

Alcohol & Young People
www.youth.nsw.gov.au

A dedicated young people and alcohol page with a direct link to the new Government alcohol information website has been developed and implemented. The web page provides young people with access to clearly targeted and accurate information about their legal responsibilities regarding liquor laws.

Local Government Drug Information: www.lgsa.org.au/DrugInfo

Provides councils with up to date information about the Local Government Drug Information Project, new projects of relevance to councils, sources of funding and legislative changes which may impact on councils. The website also contains other relevant links to state and national arenas.

Drugs @ Your Local Library: www.druginfo.sl.nsw.gov.au

This is an important primary source of information for councils which is easily accessible. The information covers a wide range of drug and alcohol issues, is quality assured and regularly updated.

Drug Information Clearinghouse: www.druginfo.adf.org.au

Is a comprehensive site offering a range of resources useful to Local Government. The Local Government Toolkit provides on line access to relevant, useful and current information and services. The specific aims of the toolkit are to:

- Provide a central deposit of relevant and useful drug resources for local government and other professionals working in the area of drug prevention
- Provide access to Web-based state and international resources
- Provide an environment where local government workers can share information and promote strategies to prevent and reduce drug related harm.

The Tool kit consists of:

- Statistics and data collection
- Federal, State and local government strategies
- Community profiling and planning tools
- Consulting the community
- Conducting program evaluations
- Drug Info Clearinghouse resources
- Drug Information and community services
- Drug and alcohol e-newsletters and list servers
- Key websites and databases
- Legislation
- Events and professional development
- Media
- Business programs
- Community Action Kits
- Community safety
- International initiatives

The DrugInfo site also offers information on alcohol and a range of other drugs via a series of fact sheets, research, free resources, online public access library catalogue, databases, toolkits, alerts and other useful links.

To access the Koori DrugInfo website visit: www.kooridruginfo.adf.org.au

National Drug Strategy Website: www.nationaldrugstrategy.gov.au

This website provides information about the National Drug Strategy and the advisory structures that support the Strategy; links to the current drug campaign sites with information on initiatives at national, state/territory or community levels; the key research and data components supporting the Strategy, publications and key links to relevant government, professional organisations and drug related portal sites.

The Australian Drug Information Network (ADIN): www.adin.com.au

This site is funded as part of the National Illicit Drug Strategy providing 1500+ quality assured sites to ensure the most comprehensive search of Australian and international alcohol and drug information.

NSW Government Alcohol Information: www.alcoholinfo.nsw.gov.au

8.2 Organisations

www.adin.com.au

www.communitybuilders.nsw.gov.au/drugs_action

www.communitybuilders.nsw.gov.au/linking

These sites offer tools for communities to connect on issues as well as information about the NSW Premier Department's 2003 Drugs & Community Action Strategy and Community Drug Action Teams (CDATs).

Alcohol and other Drugs Council of Australia

www.adca.org.au

Australian Drug Foundation
www.adf.org.au

Australian Institute of Criminology (AIC)
www.aic.gov.au

This site provides access to a public policy series. The AIC monitors drug use on a national scale, undertakes research and provides information on the link between criminal activity and alcohol and illicit drug use.

Australian Institute of Health and Welfare (AIHW)
www.aihw.gov.au/drugs/index.cfm

Contains information on alcohol and other drug use in Australia, the 2004 National Drug Household Survey, treatment services and publications.

Contains information about alcohol in the workplace, facts about alcohol, frequently asked questions, employees/contract workers, managers & supervisors, employers, small business, self employed, news & events, resources / partners / links.

Australian National Council on Drugs (ANCD)
www.ancd.org.au

The ANCD is the principle advisory body to the Commonwealth Government on drug policy and plays a critical role in ensuring the voice of the community is heard in relation to related policies and strategies.

This site also contains reference to a range of alcohol and other drugs initiatives and projects by and for Indigenous Australians.

Commonwealth Government Web Site about Alcohol Issues
www.alcohol.gov.au

Contains the National Alcohol Strategy 2006 – 2009, the Australian Alcohol Guidelines, a range of alcohol resources, publications, links and contacts.

International Council on Alcohol, Drugs & Traffic Safety (ICADTS)
www.icadts.org

This is an independent non-profit body whose goal is to reduce mortality and morbidity brought about by misuse of alcohol and drugs by operators of all vehicles of transportation. The Council sponsors international and regional conferences to collect, distribute and share essential information among professionals in the areas of law, medicine, public health, law enforcement, public information, education and public policy.

NSW Office of Drug & Alcohol Policy
www.druginfo.nsw.gov.au

Drug Info is the official NSW Government web site on drug issues. It outlines government policies on drugs, including fact sheets on illicit drugs, information on legal issues, plus information on the role of parents, families and the broader community in reducing drug harms.

Office of Liquor, Gaming & Racing (OLGR)
www.olgr.nsw.gov.au

The NSW Office of Liquor, Gaming & Racing serves the NSW government and community by regulating the liquor, gaming, racing and charity sectors. It is part of the Department of the Arts, Sport and Recreation.

Turning Point Alcohol and Drug Centre
www.turningpoint.org.au/library/lib_links.html

Turning Point operates within a wide network of organisations, locally and internationally to ensure that we integrate the latest research, evidence base experience and responses to service user needs.

Youth Substance Abuse Service
www.ysas.org.au/

Section 9: Key Forums for Local Government



9.1 Key Forums for Local Government

These forums provide opportunities for councils to contribute to decision making at the National and State level and to keep abreast of current policy directions within the alcohol and other drugs area.

- Australian Local Government Association (ALGA)

www.alga.asn.au

- Council of Capital City Lord Mayors (CCCLM)

www.lordmayors.org

- Intergovernmental Committee on Drugs (IGCD)

www.nationaldrugstrategy.gov.au/internet/drugstrategy/publishing.nsf/Content/igcd-lp

- Ministerial Council on Drug Strategy (MCDS)

www.nationaldrugstrategy.gov.au/internet/drugstrategy/publishing.nsf/Content/mcgs-lp

- National Public Health Partnership (NPHP)

www.nphp.gov.au

Section 10: Wrapping it Up

10.1 Summing up issues and strategies

A useful approach and quick reference to assist councils in considering the general impact of alcohol and other drug issues across *some* of the relevant domains is provided below. The table is not meant to be an exhaustive list and has focussed on highlighting the impact of licensed premises. This issue has been identified by councils as being one of the most important.

Table 1. Alcohol Issues, Impacts & Strategies

Issues for licensed venues	Community Impacts	Business Impacts	Strategies
<ul style="list-style-type: none"> • Is the concentration of alcohol outlets in the vicinity high? • Are they located in close proximity to each other? • What are their opening hours? • Are they adhering to their licensing standards? • Are the management practices of the premises in accordance with licensing standards? • Is the internal environment of venues of an appropriate standard – lighting, access to bars and toilets, comfortable furnishings etc.? • Are bar staff adequately skilled to deal with patrons drinking to excess? • Do security staff possess the necessary skills to deal with patrons drinking to excess? • Is there access to safe public transport nearby and/or other late night transport options to move patrons out of the area quickly? 	<ul style="list-style-type: none"> • What are the health impacts of inappropriate alcohol use in the community? • What are the impacts on the community's perceptions of safety and crime within the LGA? • Who are the groups in the community who are particularly "at risk"? • What information is available to the community as a whole, and "at risk" groups, about risks from alcohol consumption? • Are there alcohol free alternative activities available in the LGA? • What treatment services are available? • What partnerships can actively reduce harm from alcohol use? • Are the operating times of licensed premises contributing to harming the community amenity? • Do pubs stagger closing times to lessen the impact of public drunkenness in the community? • Are the levels of noise controlled? • Is safety monitored? • Is vandalism & graffiti controlled? • Is refuse managed effectively? (bottles, cans) • Are the impacts of traffic & parking managed? 	<ul style="list-style-type: none"> • What is the impact of alcohol controls on local businesses? • What are the financial impacts of alcohol consumption on local businesses? • Are there any fees and charges that impact on local alcohol industry businesses? • Is there a need for subsidised services for people affected by alcohol, for example, safe transport options, treatment costs and so on? • What are the financial costs to council and the community of responding to alcohol-related issues? • Are licensed premises signatories to the local Liquor Accords? • Are there any mechanisms in place to monitor the effectiveness of the Liquor Accords? • Do local Liquor Accords need resource assistance? 	<ul style="list-style-type: none"> • Advocating limits to the number of local licensed premises. • Monitoring late night fast food outlets for problems. • Ensuring enough Alcohol Free Zones. • Locations of taxi ranks and bus stops – ensuring they are close to licensed premises. • Provision of an adequate number of rubbish bins. • Strengthening Liquor Accord memberships. • Sponsoring alcohol free events. • Regulation & enforcement of RSA. • Compliance with the Liquor Act 2007.

The table below is designed to give an example of some of the issues, questions and strategies that may be of use to councils in developing their responses to local drug issues. It may also be useful for a quick reference when developing local drug and alcohol plans. Please note it does not present an exhaustive list of questions or information.

Table 2 Drug Issues, Impacts and Strategies.

Community Impacts	Business Impacts	Community Action Strategies
<ul style="list-style-type: none"> • What are the health impacts of illicit drug use in the local community? • What actions need to be taken to safeguard community amenity? • Which sub groups in the local community are “at risk”? (young people, disadvantaged). • What actions need to be taken to regenerate disadvantaged communities and other areas known as “hot spots” of illicit drug use? • What actions need to be taken to control the behaviour of individuals in their housing environment? • What actions need to be maintained to ensure the local environment is safe from discarded needles & syringes? 	<ul style="list-style-type: none"> • What actions need to be taken to manage public spaces where drug supply is problematic – pubs, hostels, cafes and shopping malls? • What actions need to be considered to reduce street behaviour related to treatment facilities e.g. methadone clinics? • What actions can be taken by local business to protect the reputation of the local community? e.g. consider the role of Rotary Clubs. 	<ul style="list-style-type: none"> • Become a member of the Community Drug Action Team (CDAT) to build and maintain coalitions and partnerships. • CDAT assistance in developing a local drug action plan from which the following strategies can be identified. • Through the local CDAT: Identify drug related problems in the local community; identify gaps or potential overlaps in local services that work on drug related issues. • Provide local information and promotional materials; flyers listing drug & alcohol services in the area; drug activities and action in local newspaper. • Stage community events and activities: Alcohol and drug free events for young people; targeting disadvantaged young people through sport and art; community events to promote local drug treatment services, local media launches on local projects; • Hold community meetings on key issues of concern; • Arrange local training programs on drug issues for organisations in the area; • Conduct research into local issues and checking trends relevant to drug use. • Build links with other organisations and networks to share ideas and solutions for your local area. • Implement and maintain ‘back end’ strategies such as Needle Syringe Programs (NSP).

Section 11: Appendices

11.1 Local Government Areas by Area Health Services

The table below identifies the area health service coverage of all Local Government Areas in NSW.

Table: 3 NSW Local Government Areas by Area Health Service

Area Health Service	Localities within Area Health Service boundaries
Sydney South West	Ashfield, Bankstown, Burwood, Camden, Campbelltown, Canada Bay, Canterbury, Fairfield, Leichhardt, Liverpool, Marrickville, Strathfield, Sydney (part), Wingecarribee, Wollondilly
South Eastern & Illawarra	Botany Bay, Hurstville, Kiama, Kogarah, Randwick, Rockdale, Shellharbour, Shoalhaven, Sutherland Shire, Sydney (part), Waverley, Wollongong, Woollahra
Sydney West	Auburn, Baulkham Hills, Blacktown, Blue Mountains, Hawkesbury, Holroyd, Lithgow, Parramatta, Penrith
Northern Sydney & Central Coast	Gosford, Hornsby, Hunter's Hill, Ku-ring-gai, Lane Cove, Manly, Mosman, North Sydney, Pittwater, Ryde, Warringah, Willoughby, Wyong
Hunter & New England	Armidale Dumaresq, Cessnock, Dungog, Glen Innes Severn, Gloucester, Greater Taree, Great Lakes, Gunnedah, Guyra, Gwydir, Inverell, Lake Macquarie, Liverpool Plains, Maitland, Moree Plains, Muswellbrook, Narrabri, Newcastle, Port Stephens, Singleton, Tamworth Regional, Tenterfield, Upper Hunter Shire, Uralla, Walcha
North Coast	Ballina, Bellingen, Byron, Clarence Valley, Coffs Harbour, Hastings, Kempsey, Kyogle, Lismore, Nambucca, Richmond Valley, Tweed
Greater Southern	Albury, Bega Valley, Berrigan, Bland, Bombala, Boorowa, Carrathool, Conargo, Coolamon, Cooma-Monaro, Cootamundra, Corowa Shire, Deniliquin, Eurobodalla, Goulburn Mulwaree, Greater Hume Shire, Griffith, Gundagai, Harden, Hay, Jerilderie, Junee, Leeton, Lockhart, Murray, Murrumbidgee, Narrandera, Palerang, Queanbeyan, Snowy River, Temora, Tumbarumba, Tumut Shire, Upper Lachlan, Urana, Wagga Wagga, Wakool, Yass Valley, Young
Greater Western	Balranald, Bathurst Regional, Blayney, Bogan, Bourke, Brewarrina, Broken Hill, Cabonne, Central Darling, Cobar, Coonamble, Cowra, Dubbo, Forbes, Gilgandra, Lachlan, Mid-Western Regional, Narromine, Oberon, Orange, Parkes, Walgett, Warren, Warrumbungle Shire, Weddin, Wellington, Wentworth, Unincorporated NSW

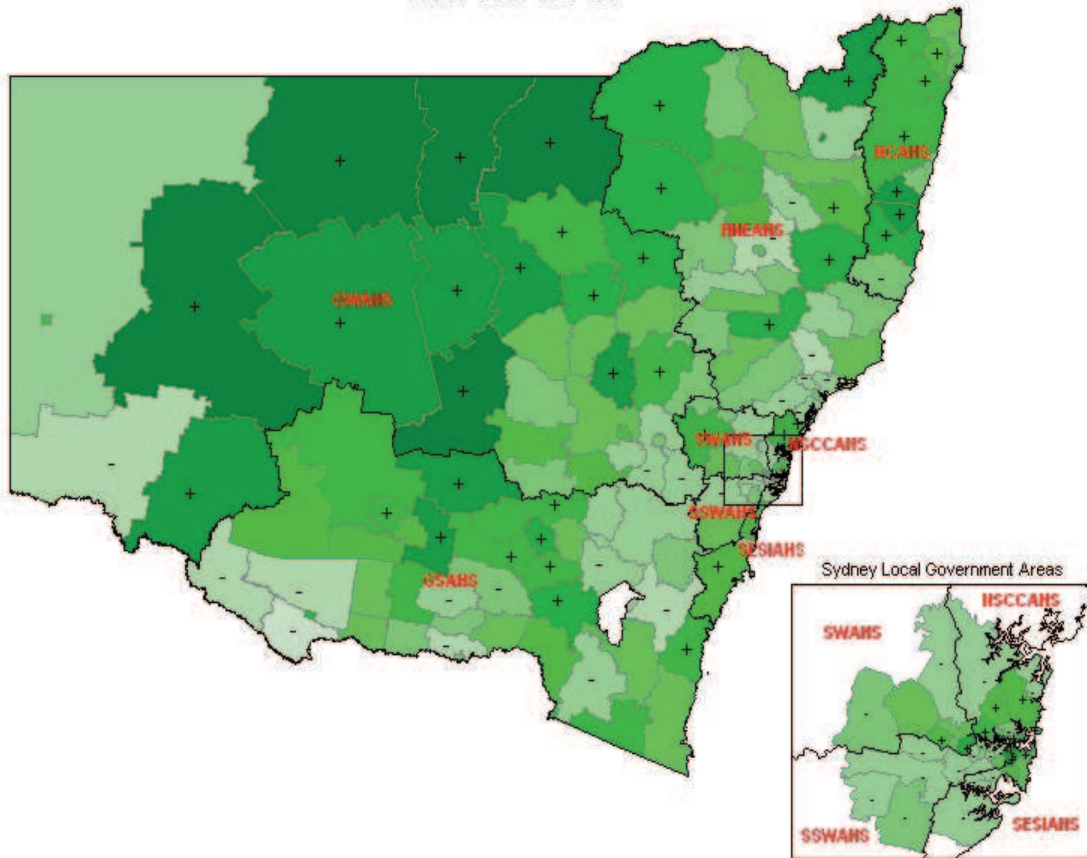
Source: NSW Health, The Health of the People of NSW - Report of the Chief Health Officer 2008 - Summary Report

11.2 Alcohol use by Local Government Area

	<p>The map below is helpful in indicating the pattern of alcohol consumption within each area health service in terms of whether the consumption is higher or lower than the State average.</p> <p>+ = higher than the state average - = lower than the state average</p> <p>The darker the green the more significant the deviation from the average.</p>
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Map 1

Alcohol attributed hospital separations by local government area,
NSW 0304 to 0405



Source: Public Health. The Health of the People of New South Wales. Report of the New South Wales Chief Health Officer, 2006/07, NSW Department of Health.

Local Government
Association of NSW



Shires Association
of NSW

For further information about the Local Government Alcohol and
Other Drugs Information project, contact the Local Government
and Shires Associations of NSW.

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