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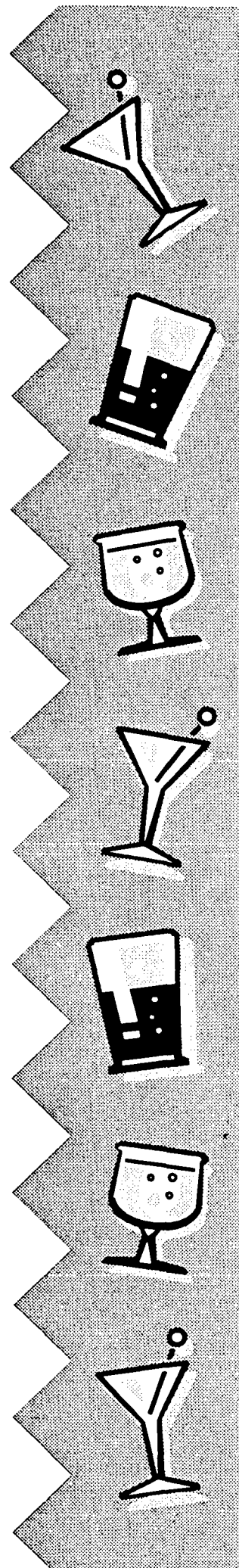
Waverley Council



RESPONSIBLE SERVING OF ALCOHOL PROJECT

FINAL REPORT

November 1994



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This project is supported by a grant from the Criminology Research Council. The views expressed are the responsibility of the author and are not necessarily those of the Criminology Research Council.

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PREFACE

The following is an account of Waverley Council's 'Responsible Serving of Alcohol Project' which ran from June 1992 to December 1993.

The project commenced at a time when public debate on the connection between alcohol abuse and violence/crime/anti-social behaviour was accelerating. During the course of the project the debate has been taken up by the media and the many agencies connected with the sale and the social impact of alcohol.

Many thanks are in order to all members of the Advisory Committee, staff at Waverley Council and the countless number of workers and local residents who provided both ideas and useful feedback. Funds for the project were provided by the Criminology Research Council and the Roads and Traffic Authority. The Drug and Alcohol Directorate of the NSW Department of Health has contributed vital expertise in the subject matter.

A very special thanks however is due to the management and staff of the five licensed premises which participated in the project throughout its duration:-

Tea Gardens Hotel, Bondi Junction
Hotel Bondi, Bondi Beach
Royal Hotel, Bondi
Regis Hotel, Bondi
Diggers Club, Bondi Beach

The voluntary participation of these premises indicates that the industry itself is aware of problems associated with alcohol abuse and is keen to work in with the community to alleviate them.

It has been very exciting to witness the concept of responsible serving filtering through the community as the result of a number of different initiatives. Waverley Council is proud to have been a part of the push, and we believe we have made a valuable contribution.

SUMMARY

This project was conducted at a time when serving practices in hotels and clubs were beginning to receive attention from academics and policy-makers. Overseas and local studies were highlighting the connection between alcohol and violence. Server intervention projects had taken place or were taking place in Queensland, South Australia and Victoria.

Our project was intended to demonstrate the efficacy of the introduction of training in responsible serving practices to bar staff in licensed premises. We believe we have produced, with the help of The Centre for Education in Drugs and Alcohol, a training package which can be used for this purpose in any licensed premises.

Training in responsible serving practices is now advocated by the Chief Secretary's Department, the NSW Police Service, the NSW Department of Health and the Australian Hotels Association. The Department of Technical and Further Education has included a unit on responsible serving practices in all hospitality courses. This report recommends mandatory training in responsible serving practices for all licensed premises in NSW.

The project has identified the benefits to serving staff and to patrons of the adoption of responsible serving practices. It has also highlighted the importance of management policies which support and reinforce responsible serving practices.

For those licensed premises where responsible serving practices are absent and unlikely to arise voluntarily there appears to be no alternative but to advocate for the enforcement of the relevant sections the *Liquor Act* by the Police Service.

It is unusual for local government to be involved at such close quarters with the policies and practices of licensed premises. Our intention in conducting the project was to draw to the attention of the appropriate State Government authorities the value of the training approach.

The conduct of this project has served to bring together Council, the Police service, licensees and the local community on an ongoing basis in relation to alcohol-related issues. This has proven to be of great benefit to all parties and has produced a relationship that will surely give rise to innovative strategies in the future.

This report includes details of the training package and also the management consultancy package which were developed as part of the project. The appendices include a detailed report on the research methodology and results.

There are numerous outcomes to this project, in terms of direct impact on server behaviour, and the more indirect impact of the project on the policy environment at the time. This report makes recommendations which will become the platform for Council's future initiatives in this area.

BACKGROUND

During 1990/91 Waverley Council ran a **Community Crime Prevention Project**, an action research project designed to identify possible roles for local government in crime prevention.

One of the outcomes of this project was the identification of significant concern on the part of the local community and the police about violence and anti-social behaviour occurring in and around licensed premises.

Further investigation led us to the recommendations of the Australian Institute of Criminology's National Committee on Violence, pertaining to server intervention programmes (see Appendix 1). A Patron Care Program was taking place in Queensland at the same time. The Patron Care Program was a Queensland Department of Health initiative set up in the early 1980's and initially targeted "problem" drinkers. Over time however the project design took a more preventative approach focussing on the training of barstaff (both those already in the industry and those preparing to enter it) in responsible serving practices. Appendix II of this report contains on pages 2-4 a summary of server prevention programs.

The Waverley Council Community Crime Prevention Project management committee recommended that funding be sought to pilot a **Responsible Serving of Alcohol Project** in the Waverley Local Government Area. A Steering Committee was set up with representatives from the Policy Unit of the Police Service, local police patrols, the Australian Hotels Association, the Roads and Traffic Authority, the NSW Department of Health, and Council.

Funding was sought from the Criminology Research Council and the Roads and Traffic Authority, with grants being approved in 1992. Waverley Council was the auspicing body and provided overall management and administrative support.

The time between applying for funding and receiving the grants was about 18 months. During this time issues surrounding alcohol abuse were taken up by the community and by the media. By the time the project commenced there were a number of projects in operation across the country, though all were focused on different aspects of the problem.

METHODOLOGY

A part-time project co-ordinator was employed by Council in June 1992. This worker had previously co-ordinated the Council's Community Crime Prevention Project and was familiar with the area and the key players as well as with the background and aims of the new project.

At this stage the project Steering Committee became the Advisory Committee. Unfortunately the Australian Hotels Association withdrew its support for the project at this point, and was not represented on the Committee.

The Registered Clubs Association of NSW was also invited to join the committee. The Association's response to the request was that it preferred to address the alcohol and violence issue through the Liquor Industry Ministerial Advisory Council (LIMAC), which had established an Alcohol and Violence Sub Committee. The Association is a member of that subcommittee, as is the AHA.

The Advisory Committee comprised:-

- * Chairperson - Councillor Norman Lee
- * Police Service representatives, local - Chief Inspector Harl Mallam (Bondi), Chief Inspector Craig Cunningham (Waverley)
- * Police Service representative, Policy and Programs Branch - Inspector Steve Ireland
- * Community representatives - Ms Bev Pickering, Mr Michael Marx
- * CEIDA (Centre for Education and Information in Drugs and Alcohol) - Chris Shipway
- * The NSW Health Department Drug and Alcohol Directorate - Bruce Flaherty
- * Community Health Services, Eastern Sydney Area Health Service - Ross Johnston
- * Roads and Traffic Authority, Road Safety Bureau - David Span
- * Waverley Council Community Services Department - Sue Taylor

The Advisory Committee met approximately once every six weeks for the first 12 months with a Co-ordinators report being tabled on each occasion. The frequency of meetings was flexible, with meetings being scheduled when there was an issue of importance to discuss. Meetings were required less frequently during the second year of the project.

PROJECT GOALS

The project aimed to develop and pilot a Responsible Hospitality Training Package to educate the licenses and staff of licensed premises on how to comply and work with the NSW Liquor Act (1982). Short term goals were to determine if training in responsible serving practices would lead to:-

1. A change in the level of knowledge and attitude of servers
2. A change in serving practices
3. A change in the behaviour of patrons
4. A reduction in the incidence of alcohol-related offences in the Waverley Municipality and
5. A change in management policies in the service of alcohol.

The long term goals of the proposed project were:-

1. To reduce the risk of violence caused by excessive consumption of alcohol on licensed premises
2. To minimise the likelihood of individuals becoming intoxicated on licensed premises and so reduce the risk of these individuals causing harm to themselves or others
3. To reduce the incidence of under age drinking in licensed premises
4. To reduce the incidence of drink-driving resulting from excessive consumption of alcohol on licensed premises
5. To promote more acceptable models of drinking and behaving on licensed premises and
6. To create community interest and support for training in the responsible service of alcohol.

It was accepted by the Advisory Committee however that to show a reduction in alcohol-related offences in the long term and to directly link this reduction with the project could be extremely difficult. Overseas projects have in the main focused on the immediate impact of such projects in relation to server behaviour, knowledge and attitudes and levels of patron intoxication.

PROJECT DESIGN

The design of the project incorporated:-

- the inclusion of 10-12 licensed premises in the project, with half of the premises being experimental and half being the control group. It was decided that, ideally the project would include hotels and licensed clubs
- the completion of an exit survey of patrons at each of the premises, to determine the level of alcohol consumption and perceptions of service
- an observation study of bar staff
- the presentation of a training program in responsible serving practices to the experimental group of premises
- the completion of a follow up exit survey of patrons at all premises
- a follow-up observation of bar staff
- the presentation of training to the control group of premises
- a knowledge test of staff who had participated in the training
- a survey of residents in the neighbourhood of each of the licensed premises before and after the training was presented
- observations and comments by the 2 local police patrols on the occurrence of alcohol-related incidents in and around the licensed premises

Ultimately, the project included 5 hotels and 1 licensed club. The reasons for the reduction in participating premises are discussed later in this report.

KEY PLAYERS

The key players in this project were:-

- Waverley Council
- The Criminology Research Council
- The Roads and Traffic Authority
- The NSW Department of Health
- The Police Service - Bondi and Waverley local patrols and the Policy Unit
- Local licensees
- Community representatives

Waverley Council

Waverley Council administered the project providing project supervision, office space and administration. The responsibility for the project lay with the Deputy General Manager and the Community Programs Co-ordinator. The Co-ordinator of this project was directly responsible to Council's Community Programs Co-ordinator.

The Criminology Research Council

The C.R.C. provided a grant of \$44,218 for the project.

The Roads and Traffic Authority

The RTA provided a grant of \$23,037. The project fitted in with the Authority's "Road Safety 2000" strategies. The Authority exercised direct input into the project through a representative on the project Advisory Committee.

The NSW Department of Health

The Drug and Alcohol Directorate agreed to participate in the project and their input was significant. Firstly a project worker from the Centre for Education and Information in Drugs and Alcohol (CEIDA) compiled the training package with assistance from the Project Co-ordinator. This worker had previously compiled a similar package for the Restaurant and Caterers Association entitled "In Good Spirits" and also took part in some of the training sessions arranged as part of the project.

A researcher from CEIDA did the evaluation of the training package. This entailed

- a) "exit surveys" of the premises before and after the training to determine changes in serving practices and changes in the level of intoxication of patrons.
- b) A "knowledge test" was administered to those who undertook the training to determine how much they had learnt.
- c) observations of the behaviour of bar staff.

The Eastern Area Health Service also participated in the project through membership of the Advisory Committee.

The Police Service

The Police Service was involved at two levels:

- a) policy and research advice from the Policy Unit
- b) local knowledge of licensed premises by local patrols.

Representatives of the Policy and Programs Unit, and from the two local patrols, Bondi and Waverley, sat on the Advisory Committee.

The Police Service also made breath testing alcolmeters available for licensed premises exit premises as part of the evaluation of the impact of responsible services training.

Involvement of licensed premises

Prior to the Co-ordinator being employed the Mayor wrote to the licensees of 6 hotels, 2 service clubs and 2 night clubs in the local government area inviting them to participate in the project. The Community Programs Co-ordinator then followed up the letters with visits. Ten premises expressed an interest. The premises were chosen as matched pairs, allowing one of each pair to be used as the control.

Those establishments which remained in the project found the staff were keen to attend the training sessions. Firm agreement was reached with 4 hotels and 1 club to participate in the project. They were the Tea Gardens Hotel, the Royal Hotel, the Bondi Regis Hotel, the Hotel Bondi and the Diggers Club. During the negotiations to commence training the Grand Hotel, the Bondi Junction/Waverley RSL Club, Archies night club and Players night club withdrew from the project. The Denison Hotel withdrew before this stage because it was sold.

During the planning stage of the project, Council received the assistance of the liquor industry through the participation of the Training Officer of the AHA on the planning committee. However, as stated earlier, the Association withdrew its support when the project Advisory Committee was formed, and openly opposed the project. This is unfortunate, because expertise from the industry would have been of benefit to all aspects of the project. Other industry organisations expressed support for the project. They were invited but did not participate on the Advisory Committee.

The licensees and managers of the licensed premises which participated in the project were brought together as a group on two occasions during the project. On all occasions of contact with the licensees and managers by the project Co-ordinator, their approach was positive and co-operative.

TRAINING

(see Appendix III for copy of training package)

The training package was based on the National Alcohol and Beverage Industry Committee guidelines (see Appendix IV) which were made available to licensed premises in 1990. The package was put together jointly by Chris Shipway who was one of CEIDA's Community Education Project workers, and by the Project Co-ordinator, Jan Ward. As well as using the NABIC guidelines this team drew on the expertise and experience of the Vic Roads Responsible Serving of Alcohol project which had learnt some valuable lessons in terms of presentation and timing.

The Training package aimed to:

- 1) equip participants with the knowledge and skills necessary to comply with the NSW Liquor Act
- 2) develop profitable service practices within licensed premises in conjunction with management

The package contained the following modules

- Definition of Responsible Hospitality Practices
- Good and Bad Alcohol Service
- Alcohol Service and the Law
- Facts about Alcohol
- Strategies for Responsible Serving

To ensure industry acceptance of the training package, Council contracted the training to Mr. Allan Wilson from East Sydney TAFE. Mr Wilson had extensive experience in the hospitality industry, and was a qualified trainer in the Food and Beverage Division of TAFE. Jan Ward, project co-ordinator and Mr. Chris Shipway from CEIDA were co-trainers. Hotel and club Managers were encouraged to attend the training session as well as staff. Without management support and commitment the training could not be expected to have optimal effect. Many, but not all managers participated.

Training was carried out on-site, at whatever time was most convenient to the hotel or club. Some sessions were in the morning while others were from 7pm to 10pm. Although the trainers were concerned that participants would be less responsive at this late hour, this was not the case. In all cases, staff were paid for their attendance.

As participants were familiar with each other and the surroundings, the sessions were relaxed and lively. There was plenty of opportunity for participation by bar staff. The training package was designed to encourage active participation, through which bar staff would gain a broad understanding of alcohol related problems. A brief discussion of what intoxicated patrons may do when they leave the premises, and an overview of "Dram Shop" legislation in the USA and other laws relevant to N.S.W, introduced issues which staff had not previously considered. The training examined in some detail the effect the environment has on people's behaviour.

Other areas of discussion included the availability of breath testing units on licensed premises. Staff were of the opinion that breath testing units are abused by patrons. The placement of units

where their use can be monitored by staff is important.

Results of the knowledge tests which were administered to participants before and after each session show that they picked up a substantial amount of new information. See Appendix V for detail of pre and post training knowledge test; Appendix II contains as page 11-12 information on the knowledge test.

Participant feedback on the training indicated that practical exercises were wanted. Our training programme focussed on the **prevention** of intoxication rather than with how to deal with intoxicated patrons. However, feedback showed a need for practical strategies for refusing service to intoxicated patrons.

Waverley Council held a ceremony at which certificates of achievement were presented by the Mayor of Waverley to staff who had participated in the training. Informal discussion with bar staff after the ceremony confirmed that many of those who had been trained had changed their own serving practices. Many had refused service to an intoxicated person for the first time, or referred a problem patron to management. All stated that they worked more confidently in the knowledge that legislation would support them.

MANAGEMENT ADVICE

After the training sessions, the Co-ordinator produced a short report to the management of each hotel or club. The report included the suggestions on changes to procedures or changes to the environment of the premises which arose from discussion with staff and management. Management were then encouraged to use the ideas over some months. See Appendix VI for suggestions on changes.

During this time one hotel started to display drink driving posters; this was a significant change within this particular hotel. Another hotel made free bar snacks available in every bar. The management of two hotels were encouraged by the level of staff participation in the training sessions to commence holding regular staff meetings to improve operations. Whilst these changes could not be classified as major, they do illustrate a significant shift in attitude to responsible serving practices on the part of management.

MANAGEMENT CONSULTING PACKAGE

Two documents were prepared by the Co-ordinator to assist management and staff to assess their workplace in terms of responsible serving practices, and to plan and implement any changes. The two documents are included in Appendix VII. The first document, entitled **Setting the Scene**, discusses the factors which contribute to responsible serving practices. The second document, entitled **Getting Down to Business** makes suggestions about how to identify the need for change and how to implement changes. Areas covered by the documents include signage, house policies, serving practices, the physical environment, entertainment and security.

The documents were provided to management at all hotels and club, which participated in the project. Assistance was offered in the use of the package, but the offer was not taken up.

COMMUNITY RESPONSE

From Waverley Council's perspective, this project had an important community development component. The community's perceptions of alcohol-related violence and anti-social behaviour contributed to the initiation of the project, and it was important to inform the community about the project and gauge the general perception of its impact.

As a strategy for involving the community in Council affairs, Waverley Council uses a precinct system. Precinct committees meet regularly both to discuss business referred to them by Council and issues they wish to draw to Council's attention.

The Community Programmes Co-ordinator attended precinct meetings to inform them of the Responsible Serving of Alcohol project. The information on the project was not of particular interest to people in attendance at precinct meetings. This may be because they were not personally affected by the behaviour of patrons leaving licensed premises. The matter may have also been peripheral to the interests of those who attend precinct meetings.

A questionnaire was designed which would seek information from residents in the vicinity of each licensed premises involved in the project. This strategy was discussed with the Managers of the hotels and club which were participating. A copy of the questionnaire is included in Appendix VIII. In each neighbourhood, the licensed premises in question was named, to avoid confusion where more than one hotel or club was nearby.

After distribution of the first 500 of the questionnaires, Council began to receive complaints from residents who interpreted the questionnaires as "hotel bashing". This may have been because of the fact that it was a local Council which was doing the research, rather than for example the NSW Health Department. The reaction was immediate, and sufficiently widespread to lead to the withdrawal of the questionnaire.

An informal assessment of those questionnaires which were returned reveals a generally positive attitude to the local hotel or club, and a 20% response rate.

As the above account demonstrates, it was not possible during the duration of the project to interest the community as large in the project. This may be because it was not seen to be a legitimate area of activity for Council. However, residents who are affected by the behaviour of patrons of licensed premises usually do provide Council with information about what is happening.

Both local Police patrols have in mid to late 1994 held special meetings in conjunction with licensed premises, residents and Council, to discuss the high level of concern about alcohol-related anti-social behaviour which prevails in neighbourhoods in the vicinity of certain licensed premises.

OTHER AGENCIES

1) CHIEF SECRETARY'S DEPARTMENT

In July 1993 the NSW Liquor Industry's Strategic Plan on Alcohol Anti-Social Behaviour was launched. The plan was produced by the Liquor Industry Ministerial Advisory Council. Members of LIMAC are:

- Australian Associated Brewers Inc
- Australian Hotels Association (NSW)
- Club Industry Advisory Council
- Distilled Spirits Industry Council
- Liquor Merchants Association of Australia Ltd
- Liquor Stores Association of NSW
- Motor Inn Motel and Accommodation Association
- Restaurant and Catering Association of NSW Inc
- Wine Licenses Association of NSW (Inc)
- Winemakers' Federation of Australian Inc

The plan cited the report of the National Committee on Violence, linking violence and alcohol, and contained within its key strategies a strategy on Responsible Serving of Alcohol, on Responsible Promotion of Alcohol, Education and Training, and House Policies on Alcohol and Anti-Social Behaviour.

In addition to the LIMAC strategies, the Chief Secretary's Department has

- (a) agreed to make available for the industry a sign advising patrons that service to intoxicated persons is an Offence under the Liquor Act 1982. The Department will not make the display of the sign compulsory.
- (b) requested participation in presentation of responsible serving training programmes by the designers and presenters of the Waverley Council project training.

2. NSW POLICE SERVICE

In 1993 the NSW Police Service established corporate priorates. The issue of alcohol-related crime is now one of the six key result areas for the period of 1993-1996.

The video "**The Alcohol Crime Connection**" was launched as part of the Service's strategic plan. The video was produced by the Police Service, the Health Department and the Chief Secretary's Departments. The video is intended to be used at a local level in workshops on alcohol related crime. Each patrol is also required to develop its own Alcohol Related Violence and Crime Strategic Plan to guide policing.

Waverley Patrol has established a plan, whose objectives are:

- to establish greater presence in and around licensed premises
- on suspicion of an alcohol/violence problem, initiate consultation between concerned parties to effect resolution in an effort to circumvent court actions
- to establish a forum for discussion of local alcohol/violence concerns

Similar arrangements operated within the Bondi Police Patrol.

3. THE ROADS AND TRAFFIC AUTHORITY

The RTA has developed a Drink Drive Strategic Profile and Action Plan as part of its "Road Safety 2000" plan. The document stresses the need to rely less on the deterrence model and more on what is classified as "general prevention". Among such strategies the document cites Responsible Hospitality Practices.

The short/medium terms goals of the plan include:

- encouraging community involvement and support for responsible serving practices in the hospitality industry
- encouraging responsible drinking
- encouraging the development and availability of breath-testing devices and promotion of correct use of the devices
- encouraging and assisting other organisations to develop programs and countermeasures involving alcohol
- co-operatively/co-ordinating programs with the Department of Health and other major stakeholders

4. NSW DEPARTMENT OF HEALTH

In June 1993 the NSW Drug and Alcohol Directorate put out the "NSW Drug Strategy 1993-1998". Priority 2 of the strategy is "Responsible Drinking by Adults". Included in the target of the strategy are:

- an increase in the number of persons who can correctly identify the National Health and Medical Research Council low risk levels
- An increase in the number of persons who can correctly identify a standard drink
- an increase in the number of drivers correctly identifying the numbers of standard drinks which can be consumed before exceeding the prescribed blood alcohol level for driving

OUTCOMES

The conduct of this project has generated considerable awareness in the local government area of the concept of responsible serving of alcohol. Even those licensed premises which did not ultimately participate in the project felt the project to be worthwhile. The outcomes of the project can therefore be classified as formal and informal.

FORMAL OUTCOMES

(a) Appendix II contains both a process evaluation and an outcome evaluation of the training intervention. The process evaluation assesses:

- (i) the adequacy of the training package in imparting skills and knowledge to the bar staff of the hotels and club
 - (ii) the impact on licensees and managers of the training package
 - (iii) changes in community perceptions of serving practices in the hotels and club
- (i) **Skills and knowledge of bar staff** The knowledge tests which were conducted in association with the training indicated a significant change in overall knowledge on the subject matter (see Appendix II). However, the duration of the change in knowledge is unknown. The offer of a follow-up training session was not taken up by any of the participant licensed premises. This is possibly because of the practical difficulties involved in providing training to all staff. It was felt by the trainers that a follow-up session would have consolidated and reinforced the knowledge change. The training package itself is clearly effective in targeting areas of knowledge which are important in responsible serving, and is varied and interesting enough to participants to maintain their interest.
- (ii) **The impact on licensees and managers of the training package.** Not all managers attended the training sessions. It is obviously preferable for management to participate in the training, so that staff who implement responsible serving practices can be supported by management in so doing.

The observation study flagged some environmental improvements in food promotion and advertisement of low alcohol beer. One hotel established a smoke free bar. These are signs that management was influenced by the training package. The subsequent management consultancy package prepared by the project Co-ordinator was not to our knowledge actively used by managers although the package may have prompted some action.

- (iii) **Changes in community perceptions of serving practices in the hotels and club.** As explained previously in this report, community perceptions were intended to be gauged by use of a survey of residents in the neighbourhood of the hotels and club. The survey was discontinued after negative reactions to the questionnaire which was distributed.

The outcome evaluation concluded, in summary that:

- (i) The training package **did** lead to changes in knowledge on the part of bar staff. However, there was no evidence in the exit surveys or the observations studies that the change in knowledge resulted in changed behaviour on the part of bar staff.

- (ii) There was no evidence in the exit surveys to indicate any change in the blood alcohol content of patrons leaving the licensed premises before or after the training sessions.
- (iii) As stated above, the impact of the training sessions on managers appears to have led to an improvement in some environmental factors.
- (iv) An assessment of alcohol-related incidents was made by the Police Service. The two local Police patrols undertook to make particular note of any alcohol-related incidents which occurred during August and November 1993. A rough comparison was made of similar incidents for the same periods in 1992. The Bondi patrol noted a decrease in alcohol-related incidents for the 2 periods, compared to 12 months previously. There were 12 incidents during the period on 1992, and 5 in 1993. The Waverley patrol did not note any change.

A more formal collection of incident information may have provided more conclusive data. However the incident survey card methodology (as used by Ireland and Thommeny) is difficult to maintain reliably for the period of time required in the Waverley project.

INFORMAL OUTCOMES

This project focuses on an issue which concerns many individuals and organisations (see pages 16 and 17 for policy changes in NSW Government and other agencies). Since the commencement of the project, Waverley Council has frequently been requested for information about the background and conduct of the project. These requests have come from other States and from New Zealand. The project has given a local government perspective on service of alcohol; this is of interest to many people.

The project has established a relationship with the participant licensed premises which is more than a regulatory relationship. The co-operative approach has been an important factor in the project. To speculate on the transferability of such a project from the local level to the State Government level requires some assessment of whether a co-operative approach is sufficient. Whilst licensees and managers of those premises which stayed with the project were supportive of the concept of responsible serving practices, there was no strong indication in the project outcomes that licensees and managers were taking initiatives in responsible serving. The project did not set any goals or benchmarks by which to define responsible serving by the organisation. It was not clear whether licensees or managers **expected** the project to produce an effect on patron behaviour.

For the introduction of training to have an impact on patron behaviour, each hotel or club needs a strong management approach on the issue. In times of economic uncertainty, it is unlikely that management will be strongly supportive of a strategy which incurs

- (i) a training cost
- (ii) possible loss of patronage
- (iii) cost of environmental improvements, such as food, cleaner premises etc.

The project outcomes support the argument for enforcement of responsible serving practices by the State Government by:

- (a) enforcement of the Liquor Act in relation to service of intoxicated patrons
- (b) making compulsory the provision of training to all bar staff on responsible serving practices, using the training package produced by the project.

DISCUSSION

- 1) The training package which is the centre-piece of the project is an effective package for use in training bar staff in responsible serving practices. Although the project Co-ordinator spent considerable time with Licensees and Managers, the project has not apparently affected their approach to responsible serving of alcohol. Therefore, it is assumed that the climate has not existed for bar staff to apply their new knowledge fully.

Training modules which involve Licensees and Managers more may be able to increase the level of enthusiasm for the concept. The observation study in each of the licensed premises indicated that a proportion of patrons was affected by alcohol on each occasion. This proportion varied from 2% in one hotel to 42% at another. Following the training intervention, some responsible serving practices were observed in the premises - refusal of service, slowing down service, more emphasis on food, etc.

- 2) The NSW Liquor Act 1982 (Amended 1989), in S114 prohibits the sale or supply of liquor to a minor. S125 prohibits intoxicated, indecent, violent or quarrelsome behaviour on licensed premises, and the sale or supply of liquor to any person who is intoxicated. Whilst the provisions of S114 are well known to bar staff, licensees and the community, S125 is much less known. During the training programme, staff were largely unaware of this provision. Its enforcement is also less widely known.

The Mayor of Waverley corresponded with the Chief Secretary and Minister for Administrative Services during the course of the project, suggesting that it be made obligatory to display signs in licensed premises informing patrons of S125. The Liquor Administration Board asserts that such a sign will not be effective. However, the Chief Secretary's Department agreed to make the sign available from October 1993. The display of the sign will be voluntary.

There has not been a case whereby anyone has been charged under S125 of the Act within the Waverley Municipality during the period of the project.

- 3) The project was concentrated on the behaviour of bar staff in relation to responsible serving practices. However, other floor staff have a role in monitoring the consumption of alcohol by patrons. Non-bar staff may have more opportunity, whilst moving among patrons, to detect overconsumption of alcohol. Training for non-bar staff in recognising signs of intoxication should also be mandatory. Homel and Tomsen, in their work on alcohol and violence, discuss the behaviour of bouncers in aggravating violent situations, and suggest mandatory training for security staff.

CONCLUSION

The purpose of this project was to demonstrate the value of training in responsible serving practices. It was not intended to promote a localised approach to alcohol-related violence, although Waverley Council does support local initiatives when appropriate. A local project of this sort does however have advantages and disadvantages.

Advantages: A co-operative approach is possible because of the close proximity of the project auspice and the licensed premises. The local community is also more easily informed about the project.

Disadvantages: It has been difficult to obtain the support of industry associations because of the localised nature of the project. This is largely because the relevant associations don't have sufficient staff to be involved with individual local projects. Discussions with the AHA also indicated that the Association does not agree that local projects of this type are useful. As discussed earlier, the involvement of industry representatives would have perhaps improved the impact of the training on the hotels and clubs.

The relationship of local Councils to hotels and clubs in their area is complex. Those licensees who have had licensing difficulties may be less likely to co-operate with a project of this type than other licensees. Residents living in the vicinity of the hotels and clubs were surveyed as part of this project. The negative reaction of some residents may have been related to the fact that it was their local Council conducting the survey.

Any attempt to promote responsible serving practices in licensed premises, either voluntarily or by mandate, should be Statewide. As mentioned earlier, most relevant agencies now have policies which address the alcohol-violence issue.

Finally, enforcement of the provisions of the Liquor Act, particularly S125, may have achieved more attention and commitment by licensees, managers and barstaff, to responsible serving practices.

Following our local attempt at introduction of responsible serving practices we are of the view that there is little to be gained from further trials without provision of significant incentives for compliance. The present trial relied on the voluntary compliance and good corporate citizen models. While these models may have appeal in some environments they do not appear to have provided sufficient incentive for compliance in this trial.

Experience in other jurisdictions suggests that the pressures on the industry, including customer, financial and staff turnover, are such that responsible serving practices will only be taken up where there are significant incentives for doing so. Incentives to this point have invariably been sanctions or threat of sanctions, under liquor legislation or application of license conditions such as cancellation.

RECOMMENDATIONS

General

- i) That Council supports the strategic plans of the Police Service, the NSW Health Department and the Roads and Traffic Authority in relation to responsible serving of alcohol
- ii) That Council supports locally based projects designed to curb any incidence of violence or anti-social behaviour that is related to alcohol abuse
- iii) That copies of the final Responsible Serving of Alcohol Project report be forwarded to the State and Federal Ministers for:
 - a) Police
 - b) Local Government
 - c) Liquor administration
 - d) Health
 - e) Status and Advancement of Women
- iv) That appropriate Local Government Authorities in NSW and other States be informed that the report is available at a modest cost and a summary be prepared for the Local Government and Shires Association circulars.
- v) That Council liaise regularly with the local police to exchange information regarding possible problem locations in the area in relation to alcohol consumption
- vi) That Council support any local initiatives set up by local police patrols to target alcohol related crime/violence/anti-social behaviour
- vii) That police be encouraged to keep "incident" cards in relation to all alcohol related incidents so that this information can be used for future research
- viii) That the NSW Chief Secretary's Department, through the Liquor Administration Board, gives priority to the enforcement of regular mandatory training in responsible serving practices to all licensed premises in NSW
- ix) That Council advocates for research into serving practices in off licence premises, and in licensed restaurants.
- x) That Council liaise regularly with local police regarding local licensed establishments to ensure their continued good management
- xi) That Council examines the advertising and promotion of alcohol within the local government area

- xii) a. That Council amend the Waverley Community Crime Prevention Development Control Plan to include a specific responsible serving of alcohol chapter.
- b. That the chapter specifically indicates that, should Council consent to any development application submitted by licensed premises, conditions of consent may be included that require the applicant to conform with the responsible serving policies contained within the Final Report of the Responsible Serving of Alcohol Project. Licensees would be required to provide documentation which demonstrates that training programmes are being provided and responsible serving practices are carried out.

Responsible Serving of Alcohol Training Package

- xiii) That the training package which was developed as part of the project be circulated to relevant training agencies
- xiv) That Council continues to encourage the use of this package locally and statewide where possible

APPENDIX I

RECOMMENDATIONS - Relevant to locally based Community Crime Prevention Projects from the COMMITTEE ON: Violence - Directions for Australia, Australian Institute of Criminology, Canberra, 1990

CHILDREN OF PRESCHOOL AGE

Recommendation 41:

Recognising that preschool children are cared for and educated in a variety of settings, such as child care, kindergartens, and pre-primary programs, these agencies should emphasise areas such as enrichment programs, non-violent conflict resolution and the identification and management of behaviourally disturbed children.

YOUTH EMPLOYMENT

Recommendation 43:

The Committee commends the efforts made by the Federal Government in establishing training programs for young people. In addition to continuing support for programs of this type, the Federal Department of Employment, Education and Training should establish a pilot residential program similar to the United States' Job Corps Scheme targeted at particularly disadvantaged young people, and should evaluate the outcome of the program.

WOMEN'S EMPLOYMENT

Recommendation 44:

Federal, State and Territory Governments should continue to develop and refine employment training programs, and increase their accessibility to young women as an important contribution to the reduction of violence against women.

HOUSING DESIGN

Recommendation 48:

Public housing authorities should include considerations relating to the reduction and prevention of violence in the design of public housing.

PUBLIC TRANSPORT

Recommendation 49:

Transport authorities should exercise care in the design and maintenance of their facilities, with a view toward crime prevention. They should also include and publicise a clearly stated violence prevention strategy in their State and Territory transport plans.

LOCAL GOVERNMENTS

Recommendation 105:

Local Governments should consider the implications for public safety of those planning decisions with which they are involved. In particular, they should be mindful of the principles of crime prevention through environmental design.

Recommendation 107:

Federal, State and Territory Governments should assist councils in providing services to families under stress.

Recommendation 108:

Local governments should develop programs which provide a variety of high standard alcohol free recreation and entertainment activities, planned in consultation with the intended users, where young people can express themselves freely in a safe place, removed from those who are likely to be irritated by displays of exuberance and energy.

Recommendation 109:

A national conference of local governments should be convened to enable local government officials from around Australia to share their insights on crime prevention.

SERVER INTERVENTION PROGRAMS

Recommendation 117:

State and Territory Governments should prepare codes of conduct for the operation of licensed premises, enforceable under fair trading legislation. These codes should be flexible enough to deal with circumstances applying to particular communities, including Aboriginal areas. They should also include segments on server intervention and bouncer employment.

PLANNERS AND ARCHITECTS

Recommendation 137:

Members of the architectural and planning professions should, through their initial professional training and in continuing education programs, develop greater awareness of the principles of crime prevention through environmental design.

APPENDIX II

DRUG AND ALCOHOL DIRECTORATE
NSW HEALTH DEPARTMENT
RESEARCH GRANT REPORT SERIES

B93/3

RESEARCH ON PATRON AND SERVER
BEHAVIOURS
IN LICENSED PREMISES
IN THE WAVERLEY MUNICIPALITY, SYDNEY

VOLUME 1

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DISCLAIMER

The views expressed in this report are those of the authors and do not necessarily represent the views of the New South Wales Department of Health, CEIDA or Waverley Council.

EXECUTIVE SUMMARY

The level of violence and anti-social behaviour in and around licensed premises in the Waverley Municipality was found to be of community concern (Municipality of Waverley 1991). One potential strategy to reduce this problem was the conduct of a Server Intervention Program, which aims to train staff of licensed premises to serve alcohol in a responsible fashion (Lang 1991).

Waverley Council through its Community Services Department established a broad representative Advisory Committee to run a Responsible Serving of Alcohol Project on a trial basis in 1992. Financial support for this demonstration project was received from the Australian Criminology Research Council and Road Safety Bureau of the NSW Roads and Traffic Authority. The Drug and Alcohol Directorate (NSW Health Department) and the Centre for Education and Information on Drug and Alcohol (CEIDA) also provided staff and funds to support the research training and evaluation sections of the project.

The long-term goals of the project were:

1. To reduce the risk of violence caused by excessive consumption of alcohol on licensed premises.
2. To minimise the likelihood of individuals becoming intoxicated in licensed premises and so reduce the risk of these individuals causing harm to themselves or others.
3. To reduce the incidence of underage drinking in licensed premises.
4. To reduce the incidence of drink-driving resulting from excessive consumption of alcohol on licensed premises.
5. To promote more acceptable models of drinking and behaving on licensed premises.
6. To create community interest and support for training in the responsible service of alcohol.

A four hour training package was designed and delivered to licensees, managers and bar staff who serve alcohol in six licensed premises in Waverley Municipality. The aim was to increase their knowledge and skills in order to comply with the NSW Liquor Act and to develop profitable, responsible serving practices.

The six participating premises were matched in three pairs according to their size and types of patrons. Within each pair, one was assigned at random to the experimental group and the other to the control group. The training in responsible service of alcohol was conducted after the baseline measures but before the second wave of measures. Control sites received training after the second wave of measures.

Evaluation of the project involved monitoring changes in knowledge and attitudes of servers; changes in management practices and serving practices as well as changes in behaviour (intoxication levels) of patrons. The results of the latter two measures are presented in this report only for the baseline study. Results of the second wave are presented in volume 2.

In the case of the patron study, a sample of patrons exiting each premises over a four hour period in the evening (Friday and Saturday) was interviewed. The target sample was 300 interviews in both waves. Interviews took about 10 minutes and a breath test to measure blood alcohol level was conducted.

A total of 233 interviews was conducted at five licensed premises. The sixth premises dropped out of the study. The response rate was around 40% of those approached.

Approximately 50% of patrons had spent at least two hours on the premises. The average number of standard drinks consumed was seven. The average blood alcohol was 0.055 mg% and more than half the exiting patrons were above the legal limit for driving. Those who planned to drive home or had eaten food since 5pm had lower blood alcohol levels on average. Approximately one third of drivers had levels above the driving limit.

Responsible serving actions reported by patrons were minimal. Ten patrons (4%) reported being offered food and two were offered a taxi home. No one reported being refused service, even though nearly one fifth had blood alcohol levels twice the legal driving limit and one-third were rated by the trained interview as either moderately or extremely drunk.

Direct observation of serving practices and environmental conditions and patron behaviour were carried out in the five hotels participating in the exit survey and two additional sites, both of which were registered clubs.

The observations found there was often no house policies on responsible serving or drink driving on display. Food was not always available nor was its consumption encouraged. Low alcohol and non alcoholic beverages were also not promoted widely even though they are quite profitable. Checks on identification to prevent underage drinking were not widespread. The proportion of patrons intoxicated varied greatly between sites during the observation period. Overall about 10% of the approximately 3,300 patrons were rated as obviously intoxicated.

The findings of both the patron exit survey of the observation study reveal little evidence of active promotion of responsible service practices within the licensed premises participating in the Waverley project before the implementation of the responsible training program.

The overall picture presented by the findings of these studies demonstrates a concern by the management of licensed premises with dealing with the effects of intoxication such as disruptive behaviour by patrons, but little commitment to prevention intoxication per se. There appears to be minimal use of strategies to prevent intoxication such as active promotion of non or low alcoholic drinks and food and slowing down of service. The only strategy used is that of outright refusal of service, once a patron has become extremely intoxicated or is presenting a behavioural problem.

1.0 INTRODUCTION

1.1 Background to the Responsible Serving of Alcohol Project

In 1990, the Waverley Council conducted a pilot Community Crime Prevention Project with funding from the Law Foundation of NSW, the Australian Criminology Research Council and the Federal Department of Local Government. The project aims were to research and incorporate "crime prevention through environmental design" and to research the social dimensions of crime. One of the significant findings of this project, of concern both to the police and the community, was the level of violence and anti-social behaviour in and around licensed premises in the municipality.

Having identified a specific problem, research was undertaken to find strategies which could be used to bring about a reduction in violent and antisocial behaviour associated with licensed premises. One set of strategies, known as Server Intervention Programs (SIP), which aim to train staff of licensed premises to serve alcohol in a responsible fashion, was identified by project staff as the basis for a pilot intervention project.

With advice from the Advisory Committee of the Community Crime Prevention Project, the Council decided to pursue the implementation of a "Server Intervention" project involving licensed premises in the Municipality.

1.2 The Waverley Municipality

Waverley Municipality is small, densely populated local government area with a population of approximately 60,000. While the occupational profile of Waverley is similar to the Sydney Statistical Division (SSD), with marginally higher proportions of those in managerial and professional occupations and a smaller proportion of skilled, semi-skilled, and unskilled workers, it has high proportions of single person households, couples and single parent families compared with the SSD. (Municipality of Waverley, 1989).

Waverley has a significant and increasing proportion of overseas born residents. According to the 1986 Census, 38% of the population had migrated from a large range of overseas countries, and approximately 25% were born in non-English speaking countries. Whilst income levels for both individuals and families are comparable to those in the SSD, there are some sections of the local population who suffer financial hardship. In particular, 25% of the population are dependent on pensions and benefits and are adversely affected by the high local rent levels and lack of public housing (only 1% of housing stock) (Municipality of Waverley, 1989).

1.3 A Literature Review of Server Intervention

1.3.1 Server Intervention in North America

Server intervention developed in America in the 1960s and was predicated on the notion that bartenders could serve as agents to prevent alcohol abuse by taking action to modify drinking behaviours of patrons and referring individuals identified with alcohol-related problems to treatment agencies. In the following decades the concept of server intervention developed into a more comprehensive public health strategy to combat the rising incidence of drink-driving and road traffic accidents (Mosher, 1983; Saltz, 1985),

Server intervention thus refers to a broad range of strategies designed to reduce the harm associated with drinking in licensed environments. It aims to encourage establishments not only to control drunkenness and underage drinking, but to promote non-alcoholic beverages and food, and in some cases provide transport for inebriated customers. Central to the success of this strategy is the active involvement and support of management and the fostering of improved staff morale. One variant of SIP known as Patron Care in Queensland, also focuses on the referral to treatment of problem drinkers who may not have had previous contact with the health system (Homel, 1989).

To date, the majority of server intervention programs (SIPS) have been implemented in North America and are primarily based on a notion of "server liability" (Homel, 1989). This derives from the fact that servers of alcohol can be held responsible for damage to a third party

caused by an intoxicated patron of their establishment (Homel, 1989). The legal basis for server liability in the USA is the so-called Dram Shop laws and common law actions. Costly law-suits have been brought against licensed premises shown to have been negligent in the service of alcohol to persons who subsequently caused harm to third parties or themselves (Mosher, 1984). In Canada, legal actions have been successfully prosecuted using common law precedents relating to "Duty to Care" and "Duty to Control" (Single & Solomon, 1988). The need to avoid liability has served to fuel interest in SIPs in North America on the basis that demonstrated participation in such training could be used in the defence of prosecuted licensees and to secure lower liability insurance premiums. It is also noteworthy that most of these programs are financed and implemented by the liquor and insurance industries (Peters, 1986).

1.3.2 Evaluation of Server Intervention Programs in North America

In spite of the large number of SIPs implemented in North America, few have been carefully evaluated. A brief review of the more comprehensive evaluation studies documented in the literature as compiled by Lang (1991) is presented below.

The DUI Project

This project concerned itself with an examination of the efficacy of increased enforcement of existing laws relating to the service of intoxicated persons as a means of reducing service to such persons, and reducing the incidence of drink driving. The main targets of the intervention were licensed premises identified by police records as the drinking location of arrested drink drivers. After a premises was identified by two consecutive cases, the licensee was sent a letter by the licensing authority pointing out his/her legal obligations and staff were invited to attend a server training course. The premises was also visited by police and any breaches of the law were prosecuted. During the two years of this project, 5,700 people from approximately 540 licensed premises took part in server training (Mosher & Wallack, 1979).

Pre and post-test surveys revealed that the project enjoyed popular support with bar staff and licensees and various claims were made for the importance of this type of program (based largely on participation rates in training). No objective evidence was documented to demonstrate the effectiveness of this type of program as a drink driving countermeasure.

TIPS (Training for Intervention Procedures by Servers of Alcohol)

Russ and Geller (1987) conducted an evaluation of the TIPS program, one of the better known commercial server training programs in America. Their methodology involved the use of pseudopatrons (patrons posing as customers) ordering a drink every 20 minutes over a two hour period. They were testing the hypothesis that trained staff would intervene to slow the rate of consumption. The results showed that trained staff did intervene more often than in the pre-test, but that interventions were low key and infrequent. It was also found that the pseudo patrons served by trained staff had significantly lower Blood Alcohol Levels (BALs) than those served by untrained staff.

While the results were encouraging, the study was limited in that it was conducted in only two licensed premises.

The San Diego Naval Club Study

This study sought to test the effectiveness of a SIP in the prevention of alcohol impaired driving. The research design used was a quasi-experimental non equivalent control group design, with one navy club in San Diego serving as the experimental site and another similar club acting as the control. Attitudes, knowledge and levels of alcohol consumption were examined prior to, and two months after the implementation of the program.

The results showed that while the rate of consumption was unaffected by the program, the likelihood of a customer having a BAL over 0.10 mg % was reduced by half. It is interesting to note that the overall consumption of alcohol (measured by the number of drinks consumed) at the experimental site however, was unchanged, suggesting that either lighter drinkers drank more and heavier drinkers less or that the number of customers increased. This finding is

important in terms of persuading licensees that they won't necessarily be disadvantaged financially by the responsible service of alcohol.

A major limitation of this study is the fact that the findings could not be generalised to more "typical" licensed environments. Nor did the study address the question of how long such changes in server practices would be sustained. More recently this study has been replicated at a number of sites more representative of licensed premises (Saltz, 1987).

The Thunder Bay Study

This study conducted by Glicksman (1989) focused on changes in server behaviours as a result of participation in a training program by staff of four bars in the town of Thunder Bay, Ontario. Four similar bars served as control sites. Actors were used as pseudopatrons to feign intoxication and researchers observed the responses of servers both prior to and two weeks after the training sessions (pre and post test).

The evaluation found significant increases in knowledge and increased intervention by trained servers to both limit and stop the consumption of alcohol by intoxicated persons. However the value of these findings was limited by the small number of sites involved in the study and the lack of follow-up to measure longer term retention of changes in server behaviours.

Monterey-Santa Cruz Responsible Beverage Service Project

The Monterey-Santa Cruz study (Mosher, Delewski, Saltz & Hennessy, 1989) differed significantly from the others in that it sought to enhance the potential impact of the SIP with activities at the community level, designed to foster support for the training. Other features of the program were free community based training for managers and bar staff; training of trainers to enable long term continuation of responsible serving and a survey of community response to the project.

Outcome evaluation was a quasi experimental study to assess the impact of the program on intoxication rates of patrons, replicating the San Diego Naval Study (Saltz, 1987).

In the community based component of the project, results were mixed. In Santa Cruz a high level of local concern about alcohol-related harm generated support for the project from both the community and the hospitality industry. In Monterey, however, there was minimal support demonstrated by either group. Evaluation of the training component initially revealed significant differences between pre and post-tests in both cities. A follow-up survey some months later received, however, only few responses. The results of the quasi-experimental study also showed a reduction in the risk of intoxication in the experimental sites in Santa Cruz but not in Monterey. The findings of this evaluation underscore the importance of mobilising and fostering community support for the prevention of alcohol-related harm rather than focusing only on the training of bar staff in the responsible service of alcohol.

In summary, the evaluations appearing in the literature, to date, have demonstrated the efficacy of most programs, using changes in knowledge, attitudes and behaviours of servers as the outcome measures. Several studies also examined changes in the level of intoxication of patrons. Few, however, have demonstrated impacts on behaviours related to alcohol abuse (drunk-driving, assaults etc.).

1.3.3 The Australian Experience

Only a limited number of programs have been implemented so far in Australia and these have been based on what Homel (1989) describes as a "social responsibility" model. The best known of these is the Patron Care Program (Carvolth, 1989) which aimed to modify the drinking environment to make the licensed premises more attractive to the local community and to introduce a system of early identification and referral to treatment for problem drinkers.

The Patron Care Program has recently been critically evaluated. It was found that there was widespread support for the concept, but there was insufficient evidence produced to support claims of the efficacy of the program (Watt, 1990).

Interest in SIPs has gradually increased over recent years, culminating in the "First International Conference" on hospitality practices in Brisbane in 1988. The eventual outcome

of this conference was the establishment of a joint working party of government and industry attached to the Ministerial Council on the Drug Strategy and the publication of a booklet containing guidelines on responsible serving practices (National Alcohol Beverage Industries Council (NABIC, 1990) which was to be made available to every retail licensed outlet in Australia. In a recent evaluation of the impact of this booklet, it was found that while the resource was well received by most establishments, the distribution has been incomplete and the "use of the information not as extensive as hoped" (Alexander & Ventoura, 1991).

In 1990, a demonstration Responsible Serving of Alcohol Program was implemented in Victoria as a drink/driving countermeasure. The training program was based on the NABIC (1990) guidelines. Following initial trialing the course was reduced from six to three hours. Whilst program organisers originally hoped to recruit six country and six metropolitan licensed premises to the program, they were finally able to secure the participation of only four premises. Using a quasi-experimental, repeated-measures design with control group, the evaluation of this project demonstrate any significant changes in server behaviour or numbers of intoxicated patrons (South, Delaporte & Nolan, 1991). Notwithstanding the findings of the evaluation (which were judged to be inconclusive because of the small numbers of licensed premises and subjects), the training program continues to be implemented. Responsibility for its implementation has been passed over from Vic Roads to the Victorian Liquor Licensing Commission. Recent personal communications with program organisers from Vic Roads have suggested that the training has been generally well received and is having an impact on management policies and server practices in licensed premises where training has been conducted.

In Western Australia, another responsible hospitality demonstration project is currently being conducted by a working party consisting of health and alcohol industry representatives and evaluated by researchers from the National Centre for Research into the Prevention of Drug Abuse in Perth (T. Stockwell, E Lang & P. Rydon, personal communication). The site for the program is the inner city of Fremantle where there are 32 licensed premises.

In the initial phase of this project, program organisers are seeking to identify staff perceptions of problems associated with patron intoxication as well as their requirements for training.

They have collected data on road accidents, assaults as well as drink driving offences which record the site of last drinking. Other data collected includes liquor purchases over previous twelve months and licensees were asked to estimate the proportion of on and off premises consumption.

The training program, which includes involvement by licensing police, will be three hours in duration. The plan is to train the staff at all 32 sites. It is anticipated that the training will take six months to complete. To ensure optimal attendance at training programs organisers have obtained sponsorship from Healthways (a W.A health promotion fund) so they can pay bar staff to attend training. The control group consists of licensed premises in Northbridge (Perth).

As a controlled intervention study (the control group consists of licensed premises in Northbridge, Perth), all measures will be repeated (i.e. pre and post tests). Expected outcome measures include: observation of practices such as physical environment changes (posters), selling policies and service of intoxicated persons; changes in knowledge and attitudes of staff; as well as changes in server behaviour, the BAL of patrons and sales data (alcohol, soft drinks, food).

1.4 The Waverley Council Responsible Service of Alcohol Project

In NSW, the Waverley Council Responsible Service of Alcohol (RSA) Project represents yet another demonstration prevention project. To facilitate the development and evaluation of such a project, funding was sought and obtained from the Australian Criminology Research Council and the Road Safety Bureau of the NSW Roads and Traffic Authority. The Centre for Education and Information on Drug & Alcohol (CEIDA) and Drug and Alcohol Directorate also committed staff and resources to support the research, training and evaluation sections of the project. An advisory committee was formed by the Mayor to advise Council during the course of the project.

The committee included representatives of the following agencies and departments:-

- * Waverley Municipal Council
- * Department of Health, Drug and Alcohol Directorate
- * Roads and Traffic Authority, Road Safety Bureau
- * Police Service Policy and Programs Branch
- * Police Service - Bondi and Waverley Patrols
- * Bondi Police Community Consultative Committee
- * Precinct Committees representative
- * Waverley Action for Youth Services representative
- * CEIDA

The local New South Wales branch of the Australian Hotels Association was invited but declined to participate in the advisory committee.

The following long term goals were formulated for the project:

1. To reduce the risk of violence caused by excessive consumption of alcohol on licensed premises.
2. To minimise the likelihood of individuals becoming intoxicated in licensed premises and so reduce the risk of these individuals causing harm to themselves or others.
3. To reduce the incidence of underage drinking in licensed premises.
4. To reduce the incidence of drink-driving resulting from excessive consumption of alcohol on licensed premises.
5. To promote more acceptable models of drinking and behaving on licensed premises.
6. To create community interest and support for training in the responsible service of alcohol.

1.4.1 Training Intervention

A four hour training package was developed by Chris Shipway of the Community Programs Section of CEIDA in consultation with Jan Ward of Waverley Community Services. Intended participants included licensees, managers and all staff who serve alcohol. The aim of the training was to equip participants with the knowledge and skills necessary to comply with the NSW Liquor Act and to develop profitable service practices within licensed premises.

The training included the following topics:

- * The NSW Liquor Act
- * Definition of Responsible Hospitality Practices
- * Identification of Responsible Hospitality Practices to be employed within premises
- * Facts About Alcohol
- * Responsible promotions
- * Preventing Underage Drinking
- * Recognising Intoxication
- * Preventing harmful consequences (*drink-driving, violence, criminal activity, pedestrian accidents*) as a result of intoxication
- * Skills for the refusal or modification of requested service.

The training was delivered conjointly by a trainer with experience in the liquor industry, the project co-ordinator and a CEIDA trainer.

Prior to training, licensees and managers attended a seminar to examine any issues, concerns or enquiries they had regarding the training process and implementation of responsible hospitality practices. This seminar served as an opportunity for licensees and managers to determine appropriate implementation procedures.

1.4.2 Evaluation of Waverley RSA Project

A comprehensive evaluation was planned for the project. Outcome measures to be monitored include changes in knowledge and attitudes of servers; changes in management policies in the service of alcohol; changes in the incidence of alcohol related offences in the Waverley Municipality; changes in serving practices and changes in the behaviour of patrons (intoxication levels).

Two studies directed to the measurement of changes in the behaviour of patrons (intoxication levels) and servers are the subject of this report.

2.0 EXIT SURVEY OF PATRONS IN LICENSED PREMISES

2.1 Study Design and Method

This study was directed at the measurement of patron intoxication levels pre and post-intervention in order to detect any changes that may be attributable to the intervention. The design developed was a repeated measures, quasi-experimental one, with matched comparison licensed premises (Cook & Campbell, 1979). Six licensed premises in the Waverley Municipality were initially recruited for this study. Pairs of licensed premises were matched according to attributes of size and types of clientele. Within each matched pair one was assigned at random to the experimental group and the other to the control group. The training in the responsible service of alcohol was conducted in the experimental sites in the period between pre and post-test measures, while the comparison sites received training after the completion of the outcome studies.

In each phase of the study interviews were conducted with a sample of patrons exiting each of the premises over a four hour period (either 8 p.m. to midnight or 9pm to 1.am). Each site was visited on both a Friday and Saturday night. It was intended that 300 interviews be obtained in each phase of the study. A power analysis ($p=0.05$, $\beta=0.8$) using Pocock's formula (1982) revealed that a sample size of 150 for each group in each phase was required to identify a 10 % reduction in incidence of intoxication (defined for the purposes of this study as $BAL > 0.10$ mg%) from 20% to 10%. The baseline of 20% was taken from the results of Stockwell, Rydon, Gianatti et al (1992).

The surveys were conducted by pairs of interviewers each comprising a male and female using the method adopted by Stockwell et al, (1992). On exiting the hotel, patrons were approached by an interviewer and asked if they would like to take part in a survey and were offered a free breath test. After completing an interview, the interviewer approached the next patron leaving the pub. If patrons emerged as a group, the patron whose birthday was closest to the date was selected for the interview.

The other member of each team made an independent rating of the patron's level of intoxication prior to conducting the breath analysis. Patrons were eligible for the study only if they were leaving the hotel for the evening and if they had consumed at least one alcoholic drink. For patrons who declined to participate in the survey, estimates of their intoxication levels were recorded by one of the team in order to assess volunteer bias.

Each interview took 10 - 15 minutes to conduct. This allowed sufficient time for any alcohol remaining in the mouth after the last drink to be absorbed prior to measuring BAL. Interviewers were instructed to pace the interview to fulfil these conditions. Patrons were also asked to rinse their mouths with mineral water as an extra precaution.

The survey instrument devised in consultation with the National Centre for Research into the Prevention of Drug Abuse (Perth) contained questions relating to the following topics: demographic information; estimated number of drinks consumed on the evening; regular consumption levels of alcohol; fitness and intention to drive; patrons' perception of server behaviour (Appendix 1).

Estimates of BALs were obtained using a Lion Alcometer DS190. At the time of testing, this was the model in current use for roadside screening by the NSW Highway Patrol and is considered to be a reliable instrument. According to the technical literature its measurement accuracy using an ethanol standard is within 0.003 mg/ml. The units have a recommended recalibration period of once a month and the readings provided are in the form of a three digit display in % BAL.

The independent ratings of patron intoxication levels were recorded by interviewers using a four point scale comprising '1' not at all '2' slightly (2 signs) '3' moderately (3 signs) '4' extremely (4 or more signs) on the basis of the scheme for assessment of visible signs of intoxication published by the Addiction Research Foundation (Simpson, Brunet, Solomon et al., 1987 (Appendix 2).

2.2 The Pilot Test

Prior to the conduct of the baseline exit survey, a pilot test was conducted at two licensed premises in another Municipality in Sydney. The aim of the pilot was to test both the survey protocol and the instrument.

A total of twenty interviews was achieved by the team. At a follow up briefing, they reported that the study protocol had been successfully implemented. A number of minor modifications to the survey instrument were, however, suggested as a result of experiences in the pilot phase. The majority of patrons approached to participate in the survey were willing to do so. Those who refused were assessed for level of intoxication using the rating scale based on visual signs (see Appendix 2) which was found to be easy to use. Most of those interviewed had agreed to be breathalysed and the testing procedure went smoothly.

2.3 Interviewer Recruitment and Training

A total of sixteen interviewers, eight males and eight females were recruited by the research company, AGB Australia. A four hour training workshop was conducted prior to each phase of the survey by the research company trainer and the chief investigator. Elements of the training included a detailed discussion of the questionnaire, with emphasis on correct coding and following of instructions such as filter questions; practice in conducting the interview and training on the use of the breathalyser. Interviewers were also carefully instructed on how to approach respondents and the need to assure them about confidentiality of information and breathalyser data. They were supplied with cards to hand to respondents, stressing the fact that the breathalyser tests were in no way connected with the Police Random Breath Testing Program.

2.4 Supervision of Interviewers

A field supervisor visited each of the interview sites on each night of the survey to check that interviews were conducted and procedures followed correctly.

2.5 Data Analysis

The data were analysed using SPSS/PC version 4.0 for personal computer (Norusis, 1990). Most items were categorical and are reported as percentage frequencies. The level of agreement between subjects and interviewer ratings of intoxication was tested using the Kappa statistic. The null hypothesis that there was no association between two variables was tested using Spearman's correlation co-efficient and the Chi square statistic. Predictors of patrons' BAC were evaluated through a multiple regression analysis, using a stepwise procedure.

3.0 RESULTS OF THE BASELINE EXIT SURVEY

3.1 Response Rate

A total of 233 interviews was completed at five licensed premises (Table 1). At Hotel 5, there was a significant shortfall in the number of interviews due to very light patronage of this premises on the survey nights. This site eventually withdrew from the program due to a change of ownership soon after the conduct of the baseline survey.

Table 1: Frequency Distribution of Interviews by Licensed Premises

Site	Number
Hotel 1	57
Hotel 2	43
Hotel 3	45
Hotel 4	49
Hotel 5	29

Of the 575 patrons approached by the interviewers, 342 refused to participate in the survey giving an overall response rate of 40%.

The percentage of refusing patrons judged on the basis of visual signs to be either moderately or extremely intoxicated was 33% compared with 34% of the respondents. Similarly, the percentage of females declining to participate in the study (21%) closely coincided with that in the sample, (20%).

Overall, the sample comprised approximately 80% males, 20% females. The majority were under 35 years with 42% between 26 and 35 years of age, and 33% between 18 and 25 years. Two thirds (67%) were employed full-time, 17 % part-time, 11% unemployed. The remaining 5% were retired or performing home duties.

3.2 Patron Behaviours and Licensed Premises

Approximately three quarters of respondents spent three hours or less at the licensed premises with the mean time spent by patrons at the premises of 1.81 (\pm 1.8) hours (Table 2). The majority of respondents (64%) spent most of the time in the public bar. Other main sites included the lounge (19%) and pool (games) room (12%).

Table 2: Frequency Distribution of Time (hours) Spent by Patrons at Licensed Premises

Time	Number of patrons (n=233)	%
Less than 1 hour	61	26%
1-2 hours	64	28%
2-3 hours	43	19%
3-4 hours	23	10%
4-5 hours	20	9%
5-6 hours	3	1%
More than 6 hours	17	3%
Missing	2	<1%

Thirty five per cent of patrons reported that they had been drinking with four or more friends, 27% with two to three friends and 25% with one friend. Fourteen per cent had been drinking alone.

Approximately half of the respondents were regular patrons of the hotel in that they visited at least once a week. Only 16% of respondents were first time visitors of the premises (Table 3). The majority of the sample were also regular visitors to other hotels with 60% visiting other sites at least two to three times a week.

Table 3: Frequency Distribution of Patron Visits to Hotels in the Past Three Months

Frequency of visits	% patrons this hotel	% patrons other hotels
6-7 x per week	10%(24)	17%(39)
4-5 x per week	11%(25)	12%(27)
2-3 x per week	20%(46)	31%(72)
Once a week	16%(36)	19%(43)
Once a fortnight	9%(22)	9%(20)
Less than 2x per week	19%(43)	9%(21)
First time	16%(37)	5%(11)

In response to the question why they visit this particular hotel, overall the three most commonly stated reasons were close by (50%); friends come here (28%) and my regular pub (27%). Other reasons given were entertainment (4%), pool competitions (4%) and food (1%).

Patrons were also asked about consumption of food since 5pm on the evening of the survey. While 44% claimed to have eaten either hot fast food or a substantial meal, 42% had eaten nothing since 5pm with the remaining 13% having consumed snacks. When asked whether they had eaten anything at the hotel 21% of respondents indicated that they had eaten, 79% had not.

3.3 Patrons Drinking Behaviour

3.3.1 At the Premises

Full strength beer was the most commonly consumed alcoholic beverage with a mean consumption of approximately six standard drinks for survey respondents (Table 4). Respondents, on average, consumed the equivalent of seven standard drinks of alcohol at the premises.

Table 4: Data on Consumption of Alcohol(gm)* at Premises

Type of alcohol	Mean	SD
Full strength beer	58.10	71.01
Light beer	1.93	8.60
Wine	1.79	8.72
Spirits/Mixed	9.30	22.20
Total	71.03	73.60
Mean BAL (mg/100ml)	0.055	0.043
Mean time since last drink before test(mins)	11.20	13.28

* *The quantity of alcohol consumed in gm was calculated by multiplying the number of standards drinks consumed by 10.*

3.3.2 Regular Consumption of Alcohol

Respondents were asked several questions about their regular drinking habits.

Approximately 70% of respondents reported that they drink alcohol at least several times a week with a similar percentage drinking at harmful levels on a weekly basis. Drinking more than 6 standard drinks per day on a regular basis is defined as harmful to health by the National Health and Medical Research Council. A quarter of respondents indicated that they are drinking at harmful levels on a daily basis (Tables 5 and 6). The mean number of drinks consumed by respondents on regular drinking occasions was 7.96 (\pm 6.07).

Table 5: Frequency Distribution of Patrons Self -Reported Consumption of Alcohol

How often drink alcohol	Number of patrons	%
Only on special occasions	9	4%
Once a month	8	3%
Once a week	47	20%
Weekends only	26	11%
Several times a week	84	36%
Everyday	54	23%
Missing	5	2%

Table 6: Frequency Distribution of Consumption of More than 6 Drinks on any Drinking Occasion

How Often	Number of patrons	%
Daily	55	24%
Weekly	102	44%
Monthly	32	14%
Less than monthly	28	12%
Never	15	6%
Don't know	1	<1%

3.3.3 Reasons for Stopping Drinking

In response to the question of why they had stopped drinking, respondents gave three main reasons: time to go home (35%); going to drink elsewhere (19%); had enough to drink (18%). Other reasons given included closing time (5%) and run out money (5%). Only 1% (two persons) suggested that they had stopped drinking because they felt affected by alcohol or because they were about to drive.

3.3.4 Blood Alcohol Concentration (BAC) of Patrons

In response to the question about feeling affected by alcohol, 43% of respondents said yes, 26% no and 30% did not know. Overall, 77% of respondents reported that they were only slightly or not at all drunk (Table 7). According to the interviewers' ratings 65% of patrons interviewed were not at all or slightly drunk compared with 77% estimated by patrons (Table 7).

Evidence of the reliability of interviewer ratings of patron intoxication using visible signs (see Section 2.2.1.) is provided by a significant association ($r_s = 0.59$, $p < 0.01$) between interviewers ratings and respondents BACs.

Table 7: Comparison of Respondent and Interviewer Ratings of Intoxication Levels

Rating	% patron self report	% interviewer Rating
Extremely drunk	2%	11%
Moderately drunk	20%	23%
Slightly drunk	43%	21%
No signs	34%	44%

The mean BAC for the sample was 0.055 (\pm 0.043) mg%. The distributions of BACs for the sample using two different ranges are presented in Table 8a & b. For the purposes of this study, the range of interest is as follows: Under 0.05, 0.05-0.1, 0.1-0.15, over .15. mg%. Although there is no legal definition of intoxication by BAC under the NSW Liquor Act, following the operational definition used by Saltz (1987), we have adopted 0.1% BAC as the level above which patrons should not be served any more alcohol to meet with the requirements of the Liquor Act not to serve a patron to intoxication. It should also be noted that this is twice the legal BAC limit for driving in NSW. A second BAC range (Under 0.08; 0.08-0.15; over .15) has been included to allow comparison with the Perth exit survey data (Stockwell et al, 1992).

Table 8a: Frequency Distribution of Respondents BAC

BAC	Number of patrons	%
Under 0.05	97	42%
0.05 - 0.099	83	36%
0.10 - 0.149	34	15%
Over 0.15	5	2%
Refused breathalyser	14	6%

Table 8b: A Comparison of Frequency Distributions of Respondents BAC in Waverley and Perth Exit Surveys.

BAC	% patrons Waverley (N=233)	% patrons Perth* (N=307)
Under 0.08	64%(163)	63%(194)
0.08 - 0.149	28%(65)	29%(89)
Over 0.15	2%(5)	8%(24)
Refused breathalyser	6%(14)	

* Stockwell et al, 1992

Table 8a shows that approximately 17% of the survey sample had BACs in excess of 0.10 mg %. It is important to note that this is probably an underestimate in that, of the 14 respondents who refused to blow into the breathalyser, 5 were judged to be either moderately or extremely intoxicated.

A comparison of the Waverley and Perth data (Table 8b) indicates a striking similarity in the distributions of patron BAC. The main difference occurs in the above 0.15mg% range. If it is assumed that one third (2% overall) of refusals in the Waverley sample fell within this range then the differences become negligible.

A multiple regression analysis, using a stepwise procedure, was conducted to examine predictors of patron BACs among a series of independent variables. Variables included sex, length of stay at premises (hours), transport on leaving, having drunk alcohol elsewhere, having eaten since 5 p.m., frequency of drinking more than six drinks on one drinking occasion, frequency of visits to the licensed premises in the past three months, having consumed light beer and having consumed coffee/soft drinks. Dummy variable coding (1,0) was used for all non-continuous variables.

The results of the analysis are presented in Table 9. The explanatory model developed included six variables which accounted for 36% of the total variance. The results suggest that the longer the time spent at the premises, having drunk alcohol elsewhere, drinking more than six drinks on a daily basis and being a male drinker, the higher the level of intoxication. Being a driver and having eaten since 5 p.m. were both predictive of lower BACs.

Table 9: Explanatory Model of Patrons BAC

Variable	Beta	T	F	R ²	df	p
How long there (hours)	.345	5.82	20.54	.35	6,226	<0.00
Transport on leaving (1=driver)	-.254	-4.67				
Drank elsewhere (1=yes)	.283	4.91				
Eaten since 5pm (1=yes)	-.182	-3.16				
Drink > 6 drinks daily (1=yes)	.182	3.23				
Sex (1=male)	.149	2.76				

3.4 Patron Driving Behaviour

A majority of respondents (70%) reported that they held a current drivers licence. Of those who did not have a current licence, 17% had never held a licence, 7% had a cancelled licence and 4% had lapsed licences.

When asked how they intended to travel on leaving the licensed premises, 17% indicated that they would be driving. Nearly one third of these (n=13) were over .05 BAC. The remainder reported as follows: 46% said they would be walking, 18% travelling by taxi, 10% as passengers and 7% by public transport.

3.5 Comparison of Subjects at Experimental and Control Sites on Key Variables

A series of comparisons was made between patron characteristics and drinking behaviours in experimental and control sites in order to test the null hypothesis that there were no significant differences prior to the implementation of the server training program. The significance of all differences were tested by two sample "t" tests for continuous variables and by Chi square tests for nominal data. Relative risk ratios for a patron having a BAC over 0.10mg % were also computed for experimental and control sites. Data (N=29) from the hotel which subsequently withdraw from the study are not included in this analysis.

3.5.1 Sample Characteristics

No significant differences were found between experimental and control sites with respect to sample distributions of sex, age or work status (Table 10).

3.5.2 Drinking Data

A comparison between drinking data at experimental and control sites is presented in Table 11. In terms of the average BACs of patrons and overall consumption of alcohol no significant differences were evident between sites. There was, however, a significant difference in patrons' mean consumption of full strength beer ($t=-2.43$, $p < 0.05$) with a higher average consumption at control sites, offset by a significantly longer average time spent at control sites ($t= -2.0$, $p < 0.05$). Finally, no significant difference was found in the relative risk of being intoxicated (defined as having a BAC above 0.01 mg/100ml) at experimental versus control sites (Table 12).

Table 10: A Comparison of Experimental and Control Subjects on Demographic Variables

Variables	Experimental N=98 %	Control N=106 %
Sex		
Male	84%	80%
Female	16%	19%
Age (years)		
Under 18	-	-
18 - 25	33%	33%
26 - 35	43%	40%
36 - 45	10%	14%
Above 46	13%	10%
Work Status		
Part-time	18%	17%
Full-time	63%	67%
Unemployed	11%	11%
Retired/home dut.	5%	2%

Table 11: Comparison of Subjects at Experimental and Control Sites on Drinking data

Variable	Experimental		Control	
	Mean	SD	Mean	SD
BAC(mg/100ml)	.055	.05	.057	.04
Time at premises (hours)	2.03	1.84	2.56	1.95*
Alcohol type consumed (in gm ethanol)				
F/S beer	47.0	56.01	70.3	79.8#
Light beer	1.8	8.2	1.2	5.8
Wine	2.6	11.3	1.34	6.8
Spirits/other	11.0	27.8	6.2	14.6
Total	62.2	60.2	78.9	83.9

* $t = -2.0, p < 0.05$

$t = -2.43, p < 0.05$

Table 12: Relative Risk of Having BAC over 0.10mg % at Experimental and Control Sites

SUBJECTS	Per cent Under 0.10	Per cent Over 0.10	Risk Ratio (95% CL)
Experimental (N=98)	84	16	1.09 (.96, 1.24)
Control (N=106)	77	23	0.66 (.36, 1.20)

3.6 Server Behaviours

Respondents were asked to indicate if they had experienced any responsible server actions while drinking at the premises. The results are presented in Table 13. Over 92% of respondents had experienced none of these actions. Four per cent reported that they were offered food while none had been refused service.

Table 13: Frequency Distribution of Responsible Server Actions Reported by Patrons (N=233) at Licensed Premises.

Action	Number of patrons	%
Offered non-alcoholic drink	2	<1%
Offered food	10	4%
Comment on drinking	nil	nil
Comment on driving	nil	nil
Offered taxi	2	<1%
Refused service	nil	nil
Something else	2	<1%
None of the above	214	92%
Don't know	7	3%

4. OBSERVATION STUDY OF SERVERS IN LICENSED PREMISES

4.1 Study Design

In terms of the overall evaluation strategy for the Waverley Responsible Service of Alcohol Project, among the outcomes of interest are changes in management and server practices within the licensed premises. The measurement of such behavioural change is necessarily a challenging task and a pilot study was initially designed to test the feasibility of conducting quantitative measurements of changes in server behaviour by observation.

The research methodology employed in the pilot study was experimental. Pairs of observers were asked to record instances of responsible server actions and missed opportunities using a special observation record form. During the pilot test two pairs of observers spent a total of 12 hours (Between 8-12pm on three consecutive nights, Wed/Thurs./Fri.) in two licensed premises in the Randwick municipality.

Several problems with this methodology emerged from the study findings and the debriefing session which followed the completion of the fieldwork. While it was possible for the observers to remain unobtrusive some of the time, it was very difficult for them to closely observe client/server interactions. Factors such as inability to obtain seating at the bar and the general noise level in the environment prevented accurate monitoring of all staff/ patron interactions. Over the total observation period 1300 patron/server interactions were noted. Of these 51 were designated "missed opportunities" while only 12 were rated as involving responsible server actions.

On the basis of these findings, it was decided not to proceed with this quantitative approach as the methodology was judged to be unreliable and incapable of producing useful data. The low level of events recorded in the pilot also meant that this method was not cost-effective in the context of a study designed to reduce such "missed opportunities".

At the same time it was considered important to include a general observation of management and server practices in the overall evaluation design.

A qualitative approach was adopted in redesigning the observation study. The repeated-measures control design was preserved, however the observations were to be mainly qualitative. The central aim of this study was to gather information in the environment of the licensed premises focusing on a general description of the environment (types of patrons, level of comfort, general atmosphere, type of entertainment provided, security implementation) in order to detect any macro changes in management and server practices which may occur as a result of the intervention. Variables of particular interest include display of *Responsible Service of Alcohol* house policy, promotion of low and non alcoholic drinks and promotion and availability of food and of alternate transportation and the regular checking of IDs of young patrons. Overall, the information was designed to complement the findings of the exit surveys.

An alternate methodology comprising observation of server responses to staged events where pseudopatrons (actors) simulate intoxicated behaviour in the licensed premises has been used in a number of North American studies (Russ & Geller, 1987; Glicksman, 1989;). However due to the perceived ethical and practical difficulties associated with such methodology it was not considered appropriate for use in this observation study.

4.2 Method

The observation study was conducted in seven licensed premises in the Waverley Municipality. Five of these were hotels, and two licensed clubs. A sixth hotel originally to be included in this study withdrew from the project prior to the commencement of Phase 1 of the fieldwork.

Over two consecutive Friday and Saturday evenings in August, that is a total of four evenings, coinciding with the conduct of the baseline exit surveys, observations were conducted in each of the participating premises. On each night, four observers rotated between two licensed premises over a four hour period between 8-12 p.m. visiting each venue twice during each night. At each venue, they completed a form documenting static observations once per night; (see Appendix 3: Form 1) and several forms (see Appendix 3: Form 2) recording dynamic observations relevant to each separate visit to different bar

areas in each premises. On average, each observation of a bar area lasted a half hour and the number of visits to each bar over the period of the study ranged from one to three depending on the size of the premises.

Observers attended a three hour training session prior to conducting the fieldwork. During the training they were directed to remain unobtrusive and to purchase the occasional drink to further the impression that they were authentic patrons.

5.0 RESULTS OF THE OBSERVATION STUDY OF SERVERS IN LICENSED PREMISES

Hotel 1

This hotel has three bars, all comfortable and well ventilated providing bar service only. Bar 1 has 37 seats, pool tables and commercial and sky channel television; Bar 2 has 35 seats and television; Bar three, is the largest, with 104 seats, pool tables, poker machines and commercial and Sky Channel TV.

The hotel is frequented mainly by local middle and working class people of all age groups. Young people tend to gather in the pool tables areas, while Bar 2 is frequented predominantly by over 40's.

In one of the bars, meals are served at meal times only, while in the other two bars only snacks (chips, peanuts) are available (Table 14). No "Responsible Serving of Alcohol" or any other management policies were on display. Nor were there any promotions of alternate transportation or signs discouraging drink/driving. Special promotions in the form of 'free drinks draws' are conducted once a week in two of the bars (Table 15).

Sixteen observations (between 6 and 10 PM) were recorded over two consecutive Friday/Saturday evenings, with 1-2 visits per bar per evening. Overall, the service was judged not to encourage consumption and most commonly rated as relaxed. The relationship between servers and patrons received a mean score of 5 on a ten point scale where 1=friendly and 10=impersonal). Servers were able to monitor patrons consumption in the quieter periods, but when it was busier they could only monitor those patrons seated at or close to the bar.

During the observation period there were no instances of requesting of "IDs" to check the age of patrons, and on only one occasion was a responsible server action noted i.e. one client was refused service and offered low alcohol beer or soda water instead.

Approximately 7% of the observed clientele (approximately 400) were judged by the

observer to be affected by alcohol (Table 16).

Hotel 2

This hotel can be described as a venue for local working class residents, with two bars, a public and a saloon bar. The public bar is comfortable and well ventilated with 54 seats. It offers patrons pool tables, poker machines juke box music and commercial and Sky Channel TV. The saloon bar is smaller with 40 seats and poker machines and commercial and Sky Channel TV are available for entertainment.

Most patrons appear to be regulars. The public bar is frequented by younger patrons and the atmosphere is often very noisy. The saloon bar attracts a older and better dressed, mostly over 40's clientele.

The only food available for purchase in the premises consisted of bar snacks from a vending machine in the public bar (see Table 14). The observation audit revealed that no "Responsible Serving of Alcohol" or any other management policies were on display other than one stating "no entry for underage patrons". Neither were there any promotions of alternate transportation or signs discouraging drink/driving. Full strength beer was advertised but low-alcohol beer was not (Table 15).

Fifteen observations were recorded over two consecutive weekends between 6 and 10 p.m., thus averaging two visits per bar per evening. The service was not judged to encourage consumption and was mostly described as either attentive or relaxed. The relationship between clients and servers received a mean rating of "5" (midway between friendly and impersonal). In the public bar, servers were not able to monitor patron consumption, due to noise level and crowding. However they could do so in the saloon bar. Approximately 6% of the observed clientele (approximately 400) were judged to be affected by alcohol (Table 16).

Over the observation period, on two occasions servers were seen to serve obviously intoxicated people and no requests for "ID"s were noted.

Hotel 3:

This is a large beachside hotel, with six definable bar areas. Two of the six bars are situated in specialised areas - in a bistro and a discotheque. All but one of the bars provide comfortable seating and adequate ventilation. A variety of entertainment is available in the different bar areas including jukeboxes, television, poker machines, pool tables and a disco dance. In terms of food availability, full meals are served in the bistro at meal times, while in one bar, meals are available at all times. Three of the four other bars only supply bar snacks in a vending machine and one has no food at all.

At the main entrance to the premises, there was a "Responsible Serving of Alcohol" policy on display and in the main bar area, other house policies on display included "no entry to underage patrons", the right to deny service, the right to eject patrons and a dress policy. However these house policy displays were absent in the other five bar areas (Table 14).

Regular promotions included raffles, food specials and a cheap drinks for ladies night. The latter promotion has been allegedly abandoned recently following a change of policy, probably due to agreement by the licensee to participate in the Waverley Responsible Serving of Alcohol Project. Low alcohol drinks are not actively promoted, however coffee is available in the main bar area. No promotion of alternate transportation or signs discouraging drink/driving were observed by the observer (Table 15).

The clientele of this hotel was varied, attracting both working and middle class patrons, regulars, tourists and other occasional visitors. The public bar areas appeared to be patronised mainly by regulars, while the disco and the bistro drew more visitors and tourists.

Security staff were employed to circulate through the premises but the observer noted that they were not well organised and were not always available when needed. Regular screening of patrons occurred only at the entrance to the disco where IDs were requested and those leaving were offered help with transport by managers.

Over the observation period of four nights, fourteen observations were recorded, averaging two visits per bar. On all but three occasions, the service was judged to not encourage consumption and was generally described as attentive. The relationship between clients and servers was rated on average as 4.0 (on a scale of 1 to 10 where '1' represents friendly and '10' impersonal). In some of the bar areas it was possible for servers to monitor patrons' consumption of alcohol. However, in the main bar and disco areas it was not possible according to the observer.

During the observation period, one server was noted to intervene in an episode of disruptive behaviour by clients. Security staff were also observed on occasion removing a few patrons whose behaviour was aggressive or offensive. Apart from at the entrance of the disco, the observer noted no requests for IDs even though on one occasion he noticed a group of suspiciously young looking people around the pool tables. Around 17% of the observed clientele (approximately 600) were judged by the observer to be affected by alcohol (see Table 16).

Hotel 4:

This is a large hotel with three bar areas; a public bar including a beer garden with approximately 135 seats and poker machines, television and a discotheque; a second more comfortable bar with 55 seats, a juke box and television, which also serves as a venue for bands; and a smaller bar with uncomfortable seating, pool tables and a juke box as entertainment. Full meals are only available at meal times in the public bar and bar snacks are available in every bar at all times. During pool competitions, free snacks are provided to the competitors.

A "Responsible Serving of Alcohol" policy notice was on display in all bars and other house policies on display included "no entry to underage patrons" and "use of security staff to ensure patron safety" (Table 14).

Special promotions include bands, pool competitions, raffles with prizes of cases of beer. While regular beer was advertised, low alcohol beer was not. No promotion of alternate

transportation was observed nor was there any signage to discourage drink/driving. There was, however, an alcohol tester for patron use on the premises (see Table 15).

The clientele appeared to be predominantly young on the evenings of the observation, often rowdy, particularly in the public bar. The second bar seemed to attract better-dressed and well-behaved patrons.

Security staff are employed to patrol the premises. The observer noted that the security at this hotel was very well organised and he observed them on a number of occasions checking IDs at the door, intervening in fights and assisting departing patrons to catch taxis.

During the observation period, ten observations were recorded, averaging three visits per bar. The service was described either as attentive or relaxed and mostly judged as not encouraging consumption. In these mostly busy periods servers were unable to monitor patrons consumption about 40% of the clientele (approximately 960) were judged by the observer to be affected by alcohol. In addition to the actions of the security staff already described, servers were seen to intervene with patrons on two occasions. Once a very intoxicated patron was refused service and on another occasion a server dealt with disruptive patrons.

Hotel 5

This is a smaller suburban hotel which appears to be frequented predominantly by local residents. It has two bar areas, the public bar, and a pool room. The public bar has 50 seats and offers poker machines and television for entertainment. The pool room is similar in size, and furnished with pool tables, compact disc player, television and game machines. Full and light meals are available at all times in the public bar while in the pool room there is no food available.

A "Responsible Serving of Alcohol" policy was on display in all bars and other house policies on display included "no entry to underage patrons" and the "Liquor Act 1982".

No special promotions were noted. Both full strength and low-alcohol beers were advertised and two RTA posters discouraging drink/driving were also on display. There were no security staff employed at this hotel (Table 14).

The hotel clientele appears to be less numerous than all the other premises in the observation study and consisted of local working class people of all ages. The pool room is frequented mainly by younger people who are serious pool players participating in competitions.

Ten observations (between 8.00 and 12.00 PM) were conducted over the four nights of the study. Overall, the service was not seen to encourage consumption and was generally described as neglectful. On few occasions was the premises crowded and servers were mostly in the position to monitor patrons consumption. The relationship between servers and clients was generally rated as 4 (on the scale of 1 to 10 where '1' represents friendly and '10' impersonal).

During the observation period, no requests for IDs or server actions were noted. Only 2% of the observed clientele (of approximately 140) were judged by the observer to be affected by alcohol (see Table 16).

Club 1

This is a Returned Servicemen's League (RSL) club which appears to attract a varied clientele, of all ages, regulars and visitors. Its main bar area is a large auditorium with 105 comfortable seats and a variety of entertainment including pool tables, poker machines, music and TAB facilities. In this area full and light meals are available at meals times only, while bar snacks can be obtained from a vending machine. There is also a bistro which offers table service and operates at meals times (lunch and dinner).

There was no "Responsible Serving of Alcohol" policy on display, only a sign referring to "no entry to underage patrons". There was also a doorman screening people for entry into the club (Table 14).

Special promotions include cheaper drinks for members. No promotions of low alcohol beer, alternate transportation or signage to discourage drink/driving were noted (Table 15).

Eight observations were recorded over the observation period (between 8.00 and 12.00 p.m.). The club was well patronised and the atmosphere described as smoky, friendly and noisy. The servers were not in a position to monitor consumption, but were fully occupied keeping up with demand. No servers were seen to request IDs or perform any other responsible server actions during the observation period. Around 6% of the observed clientele, (approximately 400) were judged to be affected by alcohol (Table 16).

Club 2

This club has two functioning bar areas. The main bar with 240 seats offers poker machine and television as entertainment and meals are available between 6.30 and 11.00 p.m. The other bar has 160 seats and provides pool tables and bowls and only has bar snacks available.

As in the other Returned Servicemen's League club, there was no "Responsible Serving of Alcohol" policy on display, only a sign referring to "no entry to underage patrons". There was also a doorman screening people for entry into the club (Table 14).

No special promotions were evident, and both full-strength and low alcohol beers were advertised on placards. There was no promotion of alternate transportation or signage to discourage drink/driving (Table 15).

The clientele of this club appears to comprise mainly of regulars, over 40 years of age, many of whom are retirees. Over the observation period, the club was not very busy and servers could easily monitor the consumption of patrons.

Eight observations were recorded over the four evenings, No requests for IDs or any responsible serving actions by servers were noted. Around 9% of the observed clientele (approximately 300) were judged to be affected by alcohol (see Table 16).

Table 14: Characteristics of Licensed Premises (A)

Premises	Responsible Serving House Policy on Display	Other House Policies on display	Bar 1	Bar 2	Bar 3	Bar 4	Bar 5	Bar 6
Hotel 1	No	No	Snacks only	Snacks only	Meals (R/T).	N/A	N/A	N/A
Hotel 2	No	No	None (V/M)#	Snacks	N/A	N/A	N/A	N/A
Hotel 3	Yes	Yes	Snacks only	Snacks (V/M)#	Snacks (V/M)#	Meals (R/T).	Snacks (V/M)#	None
Hotel 4	Yes	Yes	Meals (R/T)* Snacks	Snacks only	Snacks	N/A	N/A	N/A
Hotel 5	Yes	No	Meals Snacks	None	N/A	N/A	N/A	N/A
Club 1	No	No	Meals (R/T)* Snacks	Meals (R/T).	N/A	N/A	N/A	N/A
Club 2	No	No	Meals Snacks	Snacks only	N/A	N/A	N/A	N/A

V/M means vending machine

* R/t means restricted times

Table 15: Characteristics of Licensed Premises (B)

Premises	PROMOTIONS			Alternate Transportation Promoted	Promotion preventing staff drink/driving	Security
	Special	Beer	Low/Non Alcoholic			
Hotel 1	Free drink draw	Yes	Yes	None	None	None
Hotel 2	None	Yes	No	None	None	None
Hotel 3	Raffles; Ladies free drinks	Yes	Coffee Machine main bar	None	None	Circulating through premises
Hotel 4	Raffles with cans of beer as prizes	Yes	No	None	Alcohol tester on premises	Circulating through premises
Hotel 5	No	Yes	Yes	None	RTA drink/driving posters	None
Club 1	No	Yes	No	None	None	Doorman
Club 2	No	Yes	No	None	None	Doorman

Table 16: Dynamic Observations

Premises	No. patrons observed	Total No. affected by alcohol during observation period	% observed clientele affected by alcohol (4 nights)	IDs requested	Preventing intoxic.	Handling disruptive patrons	Preventing Drunk driving
Hotel 1	414	30	7%	None	One refusal of service	Nil	Nil
Hotel 2	402	24	6%	None	Nil	Nil	Nil
Hotel 3	593	24	16%	At disco bar only	One refusal of service	One incident	Taxis for patrons leaving disco
Hotel 4	966	409	42%	By security at door		Fights dealt with by security	Assistance with taxis by security
Hotel 5	139	3	2%	None	Nil	Nil	Nil
Club 1	408	23	6%	None	Nil	Nil	Nil
Club 2	290	25	9%	None	Nil	Nil	Nil

6.0 SUMMARY AND CONCLUSIONS

The findings of the two baseline studies (an exit survey of patrons leaving licensed premises and an observational study of server behaviours in those premises) will be discussed together in terms of what they reveal about the service and consumption of alcohol in the licensed premises taking part in the Waverley Responsible Serving of Alcohol Project prior to the conduct of training of staff at three of the premises (experimental sites).

The key variables of interest in this study were the BALs (measured by breathalyser) of patrons and more particularly, the proportion of patrons intoxicated (defined as those with BALs above 0.10 mg %). In order to interpret this data, it is important to consider the accuracy of estimates obtained. The main sources of error arise from the impact of interview and breathalyser refusals and other sampling difficulties. It must also be remembered that the data was collected on Friday and Saturday evenings and thus were representative only of this time period.

The response rate of 40% was considerably lower than expected on the basis of the results of a similar exit survey conducted by Stockwell et al (1992) who reported a response rate of 70%. The main reason for the high refusal rate was the reluctance by potential respondents to be interviewed in the outdoors in the wintry weather conditions in August. The other common reasons stated were that patrons were in a hurry to meet somebody or had a taxi waiting.

The distribution of intoxication levels of those who refused to be interviewed as estimated by interviewers, however, was very similar to the sample. Thirty three per cent of refusals were judged to be moderately or extremely intoxicated compared with 30% of the survey sample who were over 0.08 mg %. This finding together with the Perth data (Table 8b) showing a similar distribution of intoxication of exiting patrons indicates that non refusal may not be a significant source of bias.

The findings of the exit survey of patrons also provided interesting information on the characteristics of patrons. The majority of patrons were male (male to female ratio 4:1), aged between 18 and 35 years. Approximately half of those interviewed were regular patrons of the licensed premises and most were regular patrons of other hotels. The main reasons for visiting the hotel were that it was close by, frequented by friends or the regular pub. Only one in five of the sample had eaten anything at the licensed premises, while around 45% of the sample reported having eaten something substantial since 5 p.m. on the evening of the survey. The relatively low rate of consumption of food at the licensed premises suggests that encouraging patrons to eat as a means of slowing down their consumption of alcohol and preventing intoxication was not actively practised within the Waverley licensed premises. This finding is corroborated by the observation data where it was noted that often the only food available was bar snacks or light meals available only at restricted times.

The exit survey indicated that patrons consumed an average of seven standard drinks during their visit, with full-strength beer the alcoholic beverage of choice. Very little in the way of low alcohol beer, wine or soft drinks were consumed by patrons. The accuracy of this self-reported data is supported by other survey data on regular consumption of alcohol where patrons reported consuming an average of 8 standard alcoholic drinks on regular drinking occasions. It is also worth noting that around one quarter of patrons were drinking at harmful levels (as advised by the NHMRC) on a daily basis.

Possible predictors of intoxication level were examined by multiple regression analysis from among a number of independent variables. The main predictors of a higher BAC were length of stay at the premises, having drunk alcohol elsewhere, drinking more than six alcoholic drinks on a daily basis and being a male. The two variables predicting lower BACs were having eaten since 5 p.m. and being a driver. The latter is a very positive finding which suggests that many patrons are mindful of their responsibilities as drivers. It is also consistent with the findings of other studies (Loxley, Homel, Berger & Snortum, 1992; Loxley, Lo, Homel, Berger & Snortum, 1992). The results also reinforce the notion

that consumption of food is a useful strategy in preventing or reducing the likelihood of becoming intoxicated.

A comparison of the data on experimental and control sites suggests that there were no significant differences in any of the key variables prior to the implementation of the RSA training. The variables examined included gender, age, work status, mean BAC and consumption of alcohol. Nor was there any significant difference in the risk of being intoxicated (BAC > 0.10 mg%) between experimental and control sites at baseline.

6.1 Management Policies and Server Behaviours at Baseline

On the whole, the findings of both the exit survey and the observation studies uncovered little evidence of active promotion of responsible service practices within the licensed premises participating in the Waverley study at pre-test.

Only a handful of survey respondents (4%) indicated that they had been offered food and fewer than 1% had been offered a non-alcoholic drink and none were refused service. These results are corroborated in the observational study where, over the total observation period of 16 hours at seven sites, only two incidents of refusal of service were observed (Table 16).

In the two large premises with security personnel, incidents involving disruptive behaviour were generally handled effectively. In the other sites, only one incident was observed and judged to be handled adequately by the server.

Two of the premises appeared to offer some safe transportation assistance in the form of helping patrons catch a taxi. Only one of the premises displayed posters discouraging patrons from drink/driving and in another a breathalyser machine was available for patron use.

In terms of management policies on the service of alcohol the observation study revealed some interesting data. Three of the seven premises had the NABIC Responsible Service of Alcohol policy on display, but in one of these it was only present at the main entrance and

not in each bar. Only two premises had other policies on display (apart from those that are mandatory under the Liquor Act). Three of the premises ran special promotion of alcohol such as raffles, free draw drink) and whilst most have low alcohol beer available, it was actively promoted in only two of the premises. Meals were available in all but one of the premises but predominantly at meal times and in only one section of the premises. Most bars had snacks such as peanuts and chips but in some places these were only available from a vending machine.

The overall picture presented by the findings of these studies is one that demonstrates a concern by the management of licensed premises with dealing with the effects of intoxication such as disruptive behaviour by patrons, but little commitment to preventing intoxication per se. There appears to be minimal use of strategies to prevent intoxication such as active promotion of non or low alcoholic drinks and food and slowing down of service. The only strategy used is that of outright refusal of service, once a patron has become extremely intoxicated or is presenting a behavioural problem.

Finally, it is worth noting that the use of complementary studies with different methodologies (Campbell & Fiske, 1959) has proved a worthwhile approach in that it had provided broad picture of consumer and server behaviours in the naturalistic setting of licensed premises. While the sample is a limited one and it would be inappropriate to over-generalise the findings, they nevertheless contribute to our understanding of drinking behaviour in the context of licensed premises. They also serve as a baseline against which the impact of future intervention can be measured and judged.

The results of the follow-up exit survey and observational study as well as an assessment of the impact of the responsible service of alcohol training will be reported in Volume 2.

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APPENDIX III

RESPONSIBLE SERVICE OF ALCOHOL

3 HOUR TRAINING PROGRAM

Produced by:

CEIDA Community Programs Section

in collaboration with

Waverley Community Services

TRAINING PROGRAM

9.00 AM Establishing a Common Starting Point

9.50 AM Alcohol and the Law

10.10 AM Facts About Alcohol

10.40 AM MORNING TEA

10.50 AM Strategies for Responsible Serving

11.10 AM Putting It All Together

12.00 PM CLOSE

SESSION ONE

ESTABLISHING A COMMON STARTING POINT

CONTENT:

Introductions and welcome;
Overview of training;
Responsible Service of Alcohol - Background and Definitions;
A.H.A. Code of Practice;
NABIC Guidelines;
Common experiences of alcohol service.

OBJECTIVES:

At the end of this session participants will be able to:

- * describe the content of the training course;
- * define Responsible Serving Practices;
- * list community, economic and legal reasons for implementing Responsible Serving Practices;
- * identify A.H.A. and NABIC support for Responsible Serving Practices;
- * personally identify positive experiences of the service of alcohol;
- * personally identify negative experiences of the service of alcohol;

ACTIVITIES:

- 1) Introductions and overview of training;
- 2) Responsible Service of Alcohol - Definitions and Background;
- 3) Alcohol Service: Good Times/Bad Times.

TIME: 50 Minutes

RESOURCES:

Name Tags;
Participant manuals;
Butcher's paper;
Marker pens
Overhead One *"What Are Responsible Serving Practices"*;
Overhead Two *"Developments to Date"*;
Overhead Three *"The A.H.A. Code of Practice"*;
The NABIC Guidelines for the Responsible Serving of Alcohol.
Handout Four *"Alcohol Misuse and the Community"*.

ACTIVITY ONE

INTRODUCTIONS AND OVERVIEW OF TRAINING

TIME: 10 mins

RESOURCES:

Name Tags;
Participant manuals.

OBJECTIVES:

At the end of this activity participants will be able to:
describe the content of the training course.

ACTIVITY:

- 1) Welcome is made to all participants. Thanks is made to management for use of their premises and organising staff.
- 2) Facilitators introduce themselves and describe their involvement in the project.
- 2) Presenters briefly outline background to Waverley Responsible Serving Project (NOTE !!! detailed information about Responsible Serving is presented in Activity Two).
- 3) Presenters ensure that participants are all wearing name tags. Participants are asked to: introduce themselves; describe their role in the establishment; and outline their experience in the alcohol service trade.
- 4) Presenters outline training program. This overview of the training program should specifically refer to ongoing negotiations with managers, stating those areas which management is seeking to emphasise.

ACTIVITY TWO

RESPONSIBLE SERVICE OF ALCOHOL - BACKGROUND AND DEFINITIONS

TIME: 10 mins

RESOURCES:

Overhead One "*What Are Responsible Serving Practices*";
Overhead Two "*Developments to Date*";
Overhead Three "*The A.H.A. Code of Practice*";
The NABIC Guidelines for the Responsible Serving of
Alcohol.

OBJECTIVES:

At the end of this activity participants will be able to:

define Responsible Serving Practices;

list community, economic and legal reasons for implementing
Responsible Serving Practices;

identify A.H.A. and NABIC support for Responsible Serving
Practices;

ACTIVITY:

- 1) Display Overhead One "*What Are Responsible Serving Practices*" and discuss.
- 2) Show Overhead Two "*Developments To Date*" and discuss the implications of changes in community attitudes to alcohol in relation to alcohol service.
- 3) **DISCUSS** NABIC (National Alcohol Beverage Industries Council) Guidelines for the "Responsible Serving of Alcohol". Point out that there is broad industry support for such serving practices. (Guidelines are distributed at end of training session)
- 4) Show Overhead Three "*The A.H.A. Code of Practice*". Point out that while this Code deals with a variety of issues it supports the implementation of Responsible Serving Practices.

ACTIVITY THREE**ALCOHOL SERVICE: GOOD TIMES/BAD TIMES****TIME:** 30 mins**RESOURCES:**

Paper;
 Pens;
 Handout Four - *Alcohol Misuse and The Community*.

OBJECTIVES:

At the end of this activity participants will be able to:

- personally identify positive experiences of the service of alcohol;
- personally identify negative experiences of the service of alcohol.

ACTIVITY:

- 1) Facilitators breaks participants into groups of four and assigns each group a topic relating to alcohol consumption, these topics being:
 - a) Work Environment/Job Satisfaction
 - b) Customer Behaviour
 - c) Social and Community
 - d) Commercial Impact
- 2) On one side of a page, each group is asked to list the positive impact of alcohol upon their topic area. On the other side of the page they are to list the negative impact made upon their topic once intoxication sets in.
- 3) Upon completion a spokesperson from each group reads out their findings. General comments and discussion are welcomed at this stage.
- 4) Points raised by this activity may include:
 - * alcohol is a legitimate form of relaxation unless misused;
 - * alcohol misuse may be accompanied by anti-social behaviour;
 - * bad customers may caused more loss of business than they bring;
 - * bad customers may cause increased staff turnover and damage to property;
 - * alcohol misuse has a major social and economic impact upon the community.

SESSION TWO

ALCOHOL SERVICE AND THE LAW

CONTENT:

Section 114 of the N.S.W. Liquor Act 1982 - Sale or supply of liquor to a minor;

Section 125 of the N.S.W. Liquor Act 1982 - intoxicated, indecent, violent or quarrelsome behaviour on licensed premises.

OBJECTIVES:

At the end of this session participants will be able to:

- * describe their obligations under the NSW Liquor Act in regard to the sale or supply of liquor to a minor;
- * describe their obligations under the NSW Liquor Act in regard to intoxicated, indecent, violent or quarrelsome behaviour on licensed premises.

TIME: 20 Minutes

RESOURCES:

Overhead Five "*Alcohol and the Law*"

ACTIVITIES:

- 1) **Trainer states that it is likely that participants you already have a good knowledge about what the law in New South Wales says about how they serve alcohol.**

This session will give participants an opportunity to find out what they do and do not know about the legal service of alcohol in New South Wales, particularly in relation to "Responsible Serving Practices".

- 2) **Facilitator shows Overhead Five "*Alcohol and the Law*".**

The New South Wales Liquor Act and New South Wales Liquor Regulation Act deals with conditions which you must comply with when serving alcohol on licensed premises. The four basic points that are relevant to Responsible Hospitality Practices are:

- * A person shall not sell or supply liquor to a person under the age of 18 years.**
- * A licensee shall not permit intoxication, or any indecent, violent or quarrelsome conduct, on his/her licensed premises.**
- * A person (whether or not s/he is the licensee), shall not, on licensed premises, sell or supply any liquor to any person who is at the time in a state of intoxication.**
- * Where a person is intoxicated on licensed premises, the licensee shall be deemed to have permitted intoxication on the licensed premises unless s/he proves that s/he and his/her employees took all reasonable steps to prevent intoxication on the licensed premises.**

We will now examine these points in more detail.

3) SALE OR SUPPLY OF ALCOHOL TO UNDERAGE PATRONS

The Liquor Act states that it is an offence to sell or supply liquor, or allow liquor to be sold or supplied, to a person under the age of 18 years.

If alcohol is served or supplied to underage patrons the maximum penalty is \$ 2,000 for the licensee and \$ 1,000 for the person who supplies the alcohol. The latter penalty can be applied to parents and guardians of underage patrons if they supply alcohol on licensed premises.

It is illegal for a person under the age of 18 years to consume alcohol on licensed premises. That person consuming alcohol can be fined a maximum penalty of \$ 500.

There is only one defence against prosecution for serving or supplying alcohol to a person under 18 years of age. The person(s) being prosecuted must prove that the person consuming the alcohol was fourteen years or over and produced reasonable documentary proof that they were aged 18 years or older.

If you suspect that patrons are underage you should request that they show you reasonable documentary proof that they are aged 18 years or older.

Reasonable documentary proof would be any document produced by a government service that included a photo of the patron and date of birth. Examples of such a document would be photo licences, a passport or the Proof of Age card (available from Road Traffic Authority). Other forms of documentary proof might not be considered adequate in a court of law.

Another requirement of the Act is that you display a notice in the restaurant indicating that it is an offence to sell/supply/obtain liquor on behalf of a person under the age of 18 years.

The notice has to be publicly displayed. Where liquor is sold at a bar or counter it must be displayed in such a way that a person standing there would reasonably be expected to be alerted to its contents. Where alcohol is not sold at a bar or counter the notice must be on or near every entrance by which members of the public may enter the premises and would reasonably be expected to be alerted to the contents of the notice. The exact wording of this notice should be:

LIQUOR ACT 1982

Section 114

It is an offence to SELL or SUPPLY to or to OBTAIN liquor on behalf of a person under the age of 18 years.

4) **INTOXICATED, INDECENT, VIOLENT OR QUARRELSOME BEHAVIOUR**

It is an offence for a licensee to allow intoxication, or any indecent, violent or quarrelsome behaviour on his/her licensed premises. The maximum penalty is \$ 1,000.

The only defence against prosecution is discussed in point six below.

5) **SERVICE TO INTOXICATED PERSONS**

It is an offence for any person (whether or not s/he is the licensee) to sell or supply liquor to any person who is at the time in a state of intoxication. The maximum penalty is \$ 1,000.

The only defence against prosecution is discussed in point six below.

6) **TAKING REASONABLE STEPS TO PREVENT INTOXICATION**

The Liquor Act places responsibility upon the licensee to prevent intoxication and undesirable behaviour on licensed premises. Once it is established that a person was intoxicated on licensed premises the onus is legally on the licensee to demonstrate what reasonable steps were taken to prevent intoxication or the serving of alcohol to an intoxicated person.

This is a "reverse onus of proof". That is, once it is shown the person was intoxicated on your premises you are guilty until proven innocent.

What are "reasonable steps to prevent intoxication on licensed premises"? One interpretation of the Act argues that "a licensee must be able to give clear evidence of a comprehensive system implemented by him/her in respect of his/her licensed premises for the express purpose of preventing drunkenness amongst his/her patrons".

So, according to the Liquor Act 1982, if you have a patron on your premises who is intoxicated, and you cannot clearly demonstrate that you did everything possible to prevent intoxication, then you have breached the Act.

You should also consider the issue of civil liability. At present there is no precedent in Australia to indicate that a licensee is liable for damages caused by an intoxicated patron. However, Canada and America have established such precedents in some legal jurisdictions.

SESSION THREE

FACTS ABOUT ALCOHOL

CONTENT:

The Effects of Alcohol;
The Standard Drink;
Recommended Levels of Consumption;
Calculating Blood Alcohol Concentration;
Sobering Up.

OBJECTIVES:

At the end of this session participants will be able to:

- * list some physical effects of drinking alcohol;
- * identify the period of time required to metabolise one standard drink;
- * describe tolerance to alcohol;
- * calculate a standard drink;
- * calculate safe drinking levels;
- * estimate the number of drinks a person can have before it is illegal for them to drive a car;
- * identify myths about sobering up.

ACTIVITIES:

- 1) The Physical Effects of Alcohol;
- 2) The Standard Drink;
- 3) Safe Drinking Levels;
- 4) Calculating Blood Alcohol Concentration;
- 5) Myths About Sobering Up.

TIME: 25 minutes

RESOURCES:

Overhead Six *"The Physical Effects of Alcohol"*

THE PHYSICAL EFFECTS OF ALCOHOL

TIME: 25 mins

RESOURCES:

Overhead Six "*The Physical Effects of Alcohol*";

OBJECTIVES:

At the end of this activity participants will be able to:

list some physical effects of consuming alcohol.

identify the period of time required to metabolise one standard drink;

describe tolerance to alcohol.

ACTIVITY:

Facilitator shows Overhead Six "*The Physical Effects of Alcohol*" and discusses with group.

Particular reference should be made to the period of time it takes to metabolise alcohol.

About 10 % of alcohol in the blood is discharged through breath sweat and urine. The remaining 90 % of alcohol in the blood is broken down by the liver. The liver can only work at a fixed rate, getting rid of about 10 gm of alcohol (one standard drink) an hour.

Particular reference should be made to tolerance.

Tolerance to alcohol means that a person needs increasing quantities of alcohol to achieve the same effects they experienced before with smaller amounts. This does not mean that the person is less intoxicated, only that their experience of intoxication is diminished.

ACTIVITY TWO

THE STANDARD DRINK

TIME: 5 mins

RESOURCES:

Overhead No 7 - The Standard Drink;
The Standard Drink - Discussion Notes.

OBJECTIVES:

At the end of this activity participants will be able to:
calculate a standard drink.

ACTIVITY:

- 1) Facilitator states that now that we understand how alcohol affects us we will examine a method of calculating how much a person can drink before there may be harmful results. The basic concept that we need to make such calculations is that of "The Standard Drink".
- 2) Facilitator passes varying sized drink glasses to staff and asks them which drinks are considered to be a "standard drinks".
- 3) Facilitator states that Any "Standard Drink" will have roughly the same amount of pure alcohol as another "Standard Drink". That amount of pure alcohol is 10 gms (or 12.5 mls of pure alcohol).
- 4) Facilitator shows Overhead Seven "*The Standard Drink*" and discusses with group.
- 5) Trying to calculate the number of standard drinks that you, or another person, consume is approximate only. This is because other factors influence the effects of each drink. However remembering the four measures (for regular beer, wine, fortified wine and spirits) above will give you some idea of how much alcohol is being consumed.

"The Standard Drink" is used for calculating two things. The first is the "Recommended Healthy Levels of Alcohol Consumption".

The second is Blood Alcohol Concentration (BAC) - relevant to legal limits for driving.

RECOMMENDED LEVELS OF DRINKING

TIME: 5 mins

RESOURCES:

Overhead Eight "*Recommended Levels of Drinking*".

OBJECTIVES:

At the end of this activity participants will be able to:
calculate safe levels of drinking.

ACTIVITY:

- 1) Facilitator shows Overhead Eight "*Recommended Levels of Drinking*".

ACTIVITY FOUR

CALCULATING BLOOD ALCOHOL CONCENTRATION

TIME: 5 mins

RESOURCES:

Overhead Nine "*Calculating Blood Alcohol Concentration*";

OBJECTIVES:

At the end of this activity participants will be able to:

estimate the number of drinks a person can have before it is illegal for them to drive a car.

ACTIVITY:

- 1) Facilitator states: as a person drinks more alcohol, the amount of alcohol in the blood stream (known as the Blood Alcohol Concentration (BAC)) increases. The BAC can be used as a measure of impairment. For example New South Wales has nominated a maximum level of BAC as a legal measure of impairment for people driving motor vehicles.

In New South Wales it is illegal to drive when the driver's BAC has reached or exceeded 0.05 grams of alcohol per 100 millilitres of blood. (There are exceptions where it is illegal to have a BAC higher than 0.02. This includes drivers under 25 years of age who have not held a licence for three years. In these cases no alcohol should be consumed if the patron is going to drive.)

BAC depends on a range of factors such as:

- the amount drunk;
- the size, build and gender of the drinker;
- the time over which you drink;
- the health of your liver;
- your genetic inheritance.

If the person drinking (or you the server) is ever in doubt about whether someone's BAC is too high to drive that person should not drive. After three hours one additional standard drink each hour is all that you can drink to stay under the limit.

It is important to remember that you can drink within the recommended healthy levels and still have a BAC that is too high to legally drive. Likewise you can drink more than the recommended healthy levels without your BAC exceeding the legal limit.

- 2) Facilitator shows Overhead Nine "*Calculating Blood Alcohol Concentration*" discusses with group.

Note that this overhead is only an approximate way of measuring how many standard drinks can be consumed without being over the legal limit of 0.05. You can only use the chart a guide for estimating BAC.

ACTIVITY FIVE

MYTHS ABOUT SOBERING UP

TIME: 5 mins PLUS 15 minute video "Who's Responsible?"

RESOURCES:

Overhead Ten "*Myths About Sobering Up*";

OBJECTIVES:

At the end of this activity participants will be able to:

name some myths about sobering up.

ACTIVITY:

- 1) Facilitator shows Overhead Ten "*Myths About Sobering Up*" and discusses.

You may find that some of your patrons have become intoxicated and have decided to sober up - possibly so that they can legally drive home. If that is the case they need to be acquainted with the facts about how a person sobers up.

The most important thing to remember is that **time** is the only way to sober up. If someone has drunk a lot it will take time to become sober (ie. zero blood alcohol concentration). If a patron has drunk a lot it is important that they are assisted to understand that there are no shortcuts to becoming sober and that they should take precautions to avoid harm because of their intoxication.

It takes approximately one hour for the body to process one standard drink (although in some cases it can take up to two hours). If you have four standard drinks in an hour you will typically need four hours to become sober.

**REMEMBER ONLY TIME WILL HELP YOU TO GET SOBER.
ONE HOUR FOR EVERY STANDARD DRINK.**

** At the end of this session the video "Who's Responsible?" (Patron Care, Queensland) is shown and discussed.

SESSION FOUR**STRATEGIES FOR RESPONSIBLE
SERVING****CONTENT:**

Overview of Strategies;
Preventing Intoxication;
Safe Transport Options;
Preventing Underage Drinking;
Signs of Intoxication;
Managing Intoxicated Patrons.

OBJECTIVES:

At the end of this session participants will be able to:

- * name five strategies which support the Responsible Service of Alcohol;
- * name two key methods of preventing intoxication;
- * list three safe transport options;
- * describe one primary strategy for preventing underage drinking;
- * list five signs of intoxication;
- * list three strategies for managing an intoxicated or disruptive patron.

ACTIVITIES:

- 1) Overview of Strategies;
- 2) Strategies for Preventing Intoxication;
- 3) Providing Safe Transport Options;
- 4) Strategies for Preventing Underage Drinking;
- 5) Managing Intoxicated Patrons

TIME: 25 Minutes

RESOURCES:

- Overhead Eleven *"Overview of Strategies"*
- Overhead Twelve *"Strategies For Preventing Intoxication"*
- Overhead Thirteen *"Providing Safe Transport Options"*
- Overhead Fourteen *"Preventing Underage Drinking"*
- Overhead Fifteen *"Managing Intoxicated Patrons"*
- Overhead Sixteen *"Signs of Intoxication"*

ACTIVITY ONE

OVERVIEW OF STRATEGIES

TIME: 5 mins

RESOURCES:

OBJECTIVES:

At the end of this activity participants will be able to:

name five strategies that support the Responsible Service of Alcohol.

ACTIVITY:

- 1) Facilitator shows Overhead Eleven "*Strategies For The Responsible Service of Alcohol*" and discusses (as described below).
- 2) Facilitator states that Responsible Service of Alcohol is important for a number of important legal, social and commercial reasons. Many market leaders already acknowledge the need for action on their part. These leaders recognise that their premises are more attractive, commercially viable and profitable if they avoid problems caused by intoxicated patrons.. Licensed establishments can use the following strategies - tailored to their own needs - to try to prevent such problems arising.
- 3) 4 major strategies are presented:
 - * Prevent Underage Drinking;
 - * Prevent Intoxication;
 - * Manage Intoxicated, Violent or Disruptive Patrons; and
 - * Support Safe transport Options.

Each of these strategies rely upon both changes to the licensed environment and enhanced serving practices. In the following sections we will examine how serving practices and the environment can support a safer drinking environment.

ACTIVITY TWO

STRATEGIES FOR THE PREVENTION OF INTOXICATION

TIME: 5 mins

RESOURCES:

Overhead Twelve "*Strategies For Preventing Intoxication*"

OBJECTIVES:

At the end of this activity participants will be able to:

name two key methods of preventing intoxication.

ACTIVITY:

1) Facilitator shows Overhead Twelve "*Strategies For The Prevention of Intoxication*" and discusses (as described below).

2) **ACTIVELY PROMOTE AND MARKET FOOD**

It is a good idea to serve food because it slows the absorption of alcohol into the bloodstream and can extend the time between rounds of drinks.

Licensed premises can consider serving: free finger food; having a range of snacks and light meals available over extended hours and developing attractive well priced meals.

3) **ENCOURAGE MODERATION**

As a way of encouraging moderation premises can:

- * actively market low or non alcoholic drinks through pricing and/or promotions;
- * reconsider bulk sales (eg:jugs);
- * reconsider happy hours and/or other discounting.

4) **SLOW DOWN SERVICE AND/OR COMMENT ON SPEED OR QUANTITY OF CONSUMPTION**

These strategies are likely to be less successful than the previous two. However in situations where there is a good relationship with the patron staff can act to assist patrons to reduce consumption.

ACTIVITY THREE

PROVIDING SAFE TRANSPORT OPTIONS

TIME: 5 mins

RESOURCES:

Overhead Thirteen "*Providing Safe Transport Options*"

OBJECTIVES:

At the end of this activity participants will be able to:

list three safe transport options.

ACTIVITY:

- 1) Facilitator shows Overhead Thirteen "*Providing Safe Transport Options*" and discusses.
- 2) Facilitator should state that pedestrians who are intoxicated can also suffer injury. In cases where patrons are intoxicated and leaving the premises to walk home consideration should be given to safe transport options.

ACTIVITY FOUR

STRATEGIES FOR PREVENTING UNDERAGE DRINKING

TIME: 5 mins

RESOURCES:

Overhead Fourteen "*Preventing Underage Drinking*"

OBJECTIVES:

At the end of this activity participants will be able to:

- * describe one primary strategy for preventing underage drinking.

ACTIVITY:

- 1) Facilitator shows Overhead Fourteen "*Preventing Underage Drinking*" and discusses (as described below).

- 2) **PROOF OF AGE**

Facilitator states that there is one primary way of preventing underage drinking. That is, to request a "Proof of Age" that has a photo and birth date.

Suitable "Proof of Age" for a court defence would be a passport, a photo driver's licence or Proof of Age card from the R.T.A.

If you have any doubt as to a patron's age you should request Proof of Age. A good rule of thumb is to request Proof of Age from anyone who does not look over 21.

It can also be worthwhile to have an "incident book" documenting all situations where you requested Proof of Age.

- 3) **OBSERVE PATRONS AS THEY ENTER**

Allocate staff to oversee certain areas. This will make it easier for them to observe patrons and look out for underage drinkers.

MANAGING INTOXICATED PATRONS

TIME: 5 mins

RESOURCES:

Overhead Fifteen "*Managing Intoxicated Patrons*"
Overhead Sixteen "*Signs of Intoxication*"

OBJECTIVES:

At the end of this activity participants will be able to:

- * list five signs of intoxication;
- * list three strategies for managing an intoxicated or disruptive patron.

ACTIVITY:

1) Facilitator shows Overhead Fifteen "*Managing Intoxicated Patrons*" and discusses (as described below).

2) **A REFERENCE POINT**

You need a reference point. Try to assess if any alcohol has been consumed on arrival. If not the behaviour of people when they arrive can be used as the reference point.

3) **LOOK FOR SIGNS OF INTOXICATION**

Look for clues that patrons are becoming intoxicated or out of control. if they are getting out of control it is best to intervene early before the situation gets out of hand.

4) **MAKE A COMMENT ABOUT THE BEHAVIOUR**

Alert the patron that his/her behaviour is unacceptable. Always be courteous but firm. Explain your concern. Talk to the patron away from others to "save face".

Involve the manager whenever necessary.

5) **CALL ON COMPANIONS TO INTERVENE**

If the above actions fail, the individual's drinking companions may be asked to intervene.

6) REFUSE SERVICE

Always be calm and polite. if patrons are proving hard to reason with, repeat in a firm but controlled voice that by law they cannot be served another drink.

If you're concerned about a patron's condition, don't hesitate to ask the manager to intervene.

7) CALL SECURITY/MANAGER/POLICE

If all interventions fail one of the above should be called upon.

8) Show Overhead Sixteen "*Signs of Intoxication*" and discuss.

SESSION FIVE

PUTTING IT ALL TOGETHER

CONTENT:

Responsible Service of Alcohol in our work place.

OBJECTIVES:

At the end of this session participants will be able to:

- * list policies and practices which can be employed in the work place to support the Responsible Service of Alcohol.

TIME: 50 Minutes

RESOURCES:

Butcher's paper;

Pens.

ACTIVITY:

- 1) Divide participants into 4 groups. Each group will be assigned a particular area to consider:
 - * preventing underage drinking;
 - ** preventing intoxication;
 - * dealing with intoxicated and/or difficult patrons;
 - * preventing drink driving.
- 2) Each group can spend 15 minutes brain storming:
 - * changes to the licensed environment that will support their area of concern;
 - * enhanced serving practices that will support their area of concern.
- 3) Report back and discuss in large group for 35 minutes.

** As this was a new area to most participants, and as ideas needed to be generated, more than one group was generally given this topic to discuss/workshop

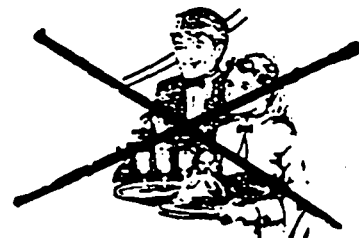
WHAT ARE RESPONSIBLE SERVING PRACTICES ?

RESPONSIBLE SERVING PRACTICES:

IS AN UMBRELLA TERM FOR A RANGE OF ACTIONS THAT CAN BE USED TO CREATE SAFER DRINKING ENVIRONMENTS

GOLDEN RULES:

- ★ DON'T serve anyone who's underage.
- ★ RECOGNISE the signs of intoxication and try not to serve anyone to the point of intoxication.
- ★ DON'T serve anyone who is already intoxicated.
- ★ TRY to discourage people from engaging in activities which can harm themselves or others.



DEVELOPMENTS TO DATE - 1

COMMUNITY CONCERNS ABOUT:

UNDERAGE DRINKING

YOUTH DRINKING

BINGE DRINKING

DRINK DRIVING

IRRESPONSIBLE BEHAVIOUR

ALCOHOL RELATED
VIOLENCE AND CRIME

DEVELOPMENTS TO DATE - 2

CHANGED COMMUNITY
EXPECTATIONS OF ALCOHOL SERVICE

CHANGED ECONOMIC
CIRCUMSTANCES

RESPONSES BY GOVERNMENT

RESPONSES BY INDUSTRY

AUSTRALIAN HOTELS ASSOCIATION

CODE OF PRACTICE

MEMBERS ARE ENCOURAGED TO OPERATE
SERVER INTERVENTION PROGRAMS WITHIN
HOTEL TRAINING FOR EMPLOYEES.

TRAINING OF STAFF AS TO THEIR
RESPONSIBILITIES CONCERNING THE
LEGISLATION ON UNDER AGE DRINKING IS
ESSENTIAL.

HOTELIERS ARE ENCOURAGED TO AVOID ANY
PROMOTION WHICH ENCOURAGES EXCESSIVE
CONSUMPTION OF ALCOHOL

THE MANAGEMENT OF THE HOTEL SHOULD BE
COMMITTED TO THE PRINCIPLES CONTAINED IN
THE NATIONAL GUIDELINES FOR THE
RESPONSIBLE SERVING OF ALCOHOL

A RANGE OF GUEST SERVICES INCORPORATING
FOOD, ENTERTAINMENT AND THE AVAILABILITY
OF LOW ALCOHOL AND NON-ALCOHOLIC
DRINKS, SHOULD BE PROMOTED WITH THE
CONSUMPTION OF ALCOHOL.

HOTEL STAFF SHOULD ASSIST IN ORGANISING
TAXIS FOR PATRONS WISHING TO LEAVE HOTEL
PREMISES

ALCOHOL AND THE LAW

- ☛ A person shall not sell or supply liquor to a person under the age of 18 years.

- ☛ A licensee shall not permit intoxication, or any indecent, violent or quarrelsome conduct, on his/her licensed premises.

- ☛ A person (whether or not s/he is the licensee), shall not, on licensed premises, sell or supply any liquor to any person who is at the time in a state of intoxication.

- ☛ Where a person is intoxicated on licensed premises, the licensee shall be Deemed to have permitted intoxication on the licensed premises unless s/he proves that s/he and his/her employees took all reasonable steps to prevent intoxication on the licensed premises.

THE PHYSICAL EFFECTS OF ALCOHOL

Alcohol belongs to the depressant category of drugs because it effects our nervous system and causes it to function in a different way.



Immediate effects include:

- * a loss of inhibitions
- * slower reactions
- * dizziness
- * blurred vision
- * slurred speech
- * flushing
- * reduced movement skills
- * unconsciousness



Anyone who drinks a lot of alcohol, regularly, over a long period of time may experience:

- * damaged stomach lining
- * depression
- * skin problems
- * sexual impotence
- * liver damage
- * brain damage

- * One hour to metabolise one standard drink.
- * Tolerance more alcohol consumed to experience the same effect.

THE STANDARD DRINK

THE FOLLOWING ARE STANDARD DRINKS:



ONE MIDDY
(285 mls)

OF STANDARD BEER
(4 - 5 % alcohol)



ONE SMALL WINE GLASS
(120 mls)

OF WINE
(12 % alcohol approx.)



HALF A SMALL WINE GLASS
(60 mls)

OF FORTIFIED WINE (Eg Port)
(18 % alcohol approx.)



ONE NIP
(30 mls)

OF SPIRITS
(Eg Whisky)
(35 - 45 % alcohol approx.)

RECOMMENDED LEVELS OF ALCOHOL CONSUMPTION

MEN

LOW HEALTH RISK	4 Standard Drinks Per Day
HAZARDOUS (RISKY)	4-6 Standard Drinks Per Day
HARMFUL	6 or more Standard Drinks Per Day

WOMEN

LOW HEALTH RISK	2 Standard Drinks Per Day
HAZARDOUS (RISKY)	2-4 Standard Drinks Per Day
HARMFUL	4 or more Standard Drinks Per Day

The following guide-lines have been issued by the National Health and Medical Research Council (NHMRC). They recommend a maximum average daily alcohol consumption level for men and women. As females generally have more fatty tissue in their bodies there is less body fluid available in which alcohol can be diluted. That is why they have lower recommended levels of consumption.

CALCULATING BLOOD ALCOHOL CONCENTRATION

MEN

1 Hour	2 Standard Drinks
2 Hours	3 Standard Drinks
3 Hours	4 Standard Drinks

After three hours one additional standard drink each hour is all that you can drink to stay under the limit.

WOMEN

1 Hour	1 Standard Drink
2 Hours	2 Standard Drinks
3 Hours	3 Standard Drinks

After three hours one additional standard drink each hour is all that you can drink to stay under the limit.

It is important to remember that you can drink within the recommended healthy levels and still have a BAC that is too high to legally drive. Likewise you can drink more than the recommended healthy levels without your BAC exceeding the legal limit.

MYTHS ABOUT SOBERING UP

FRESH AIR, EXERCISE OR COLD SHOWERS WILL SOBER SOMEONE UP

False.

They do not remove alcohol from the blood stream. They may wake you up or create a little more time in which your body can get rid of the alcohol but they don't make you less intoxicated.

COFFEE WILL SOBER SOMEONE UP

False.

Because coffee is a stimulant it does make people more alert. That does not make them less drunk. They are just more alert and drunk.

IF YOU DON'T FEEL DRUNK YOU'RE OKAY TO DRIVE

False.

The way you feel is not an indicator of your ability to drive. Alcohol can make people feel more confident when in fact their reaction times are still decreased. Statistically the higher your blood alcohol concentration the more likely you are to have some sort of accident.

MIXING YOUR DRINKS MAKES YOU DRUNK FASTER

False.

Mixing your drinks may not make you feel well. However its the alcoholic content of the drinks that makes you drunk and decreases your normal abilities.

STRATEGIES

PREVENT UNDERAGE DRINKING



ENVIRONMENT

SERVING PRACTICES

PREVENT INTOXICATION



ENVIRONMENT

SERVING PRACTICES

MANAGE INTOXICATED, VIOLENT OR DISRUPTIVE PATRONS



ENVIRONMENT

SERVING PRACTICES

SUPPORT SAFE TRANSPORT OPTIONS

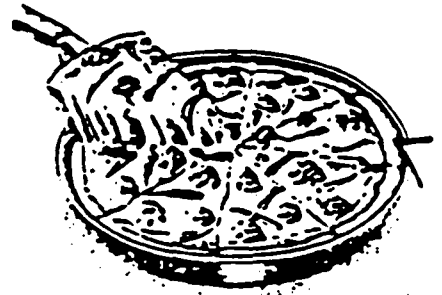


ENVIRONMENT

SERVING PRACTICES

STRATEGIES FOR THE PREVENTION OF INTOXICATION

* ACTIVELY PROMOTE
AND MARKET FOOD



* ENCOURAGE MODERATION

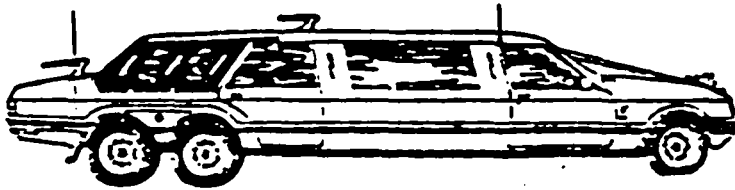


* SLOW DOWN SERVICE

* COMMENT ON SPEED OR
QUANTITY OF CONSUMPTION

PROVIDING SAFE TRANSPORT OPTIONS

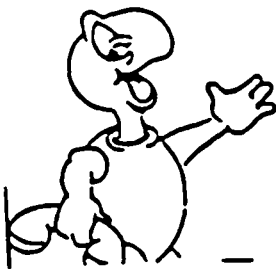
* OFFER TO CALL TAXI



* ARRANGE ANOTHER
LIFT HOME



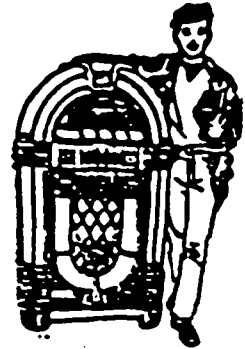
* PHONE A FRIEND
OR A RELATIVE



* PROMOTE POSTERS AND
PROGRAMS WHICH STRESS
SENSIBLE DRINKING AND
SAFE DRIVING

PREVENTING UNDERAGE DRINKING

* REQUEST PROOF OF AGE



* OBSERVE PATRONS
AS THEY ENTER

* TWO TIPS:

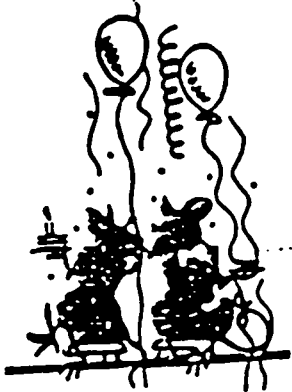
IF THEY LOOK UNDER 21
REQUEST PROOF



START AN INCIDENT BOOK

MANAGING INTOXICATED PATRONS

* GET A REFERENCE POINT

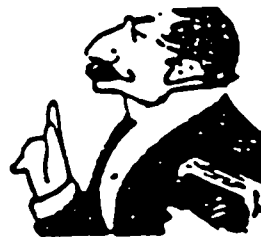


* LOOK FOR SIGNS
OF INTOXICATION

* COMMENT ABOUT
BEHAVIOUR

* ASK COMPANIONS TO
INTERVENE

* REFUSE SERVICE



* CALL SECURITY/
MANAGER/POLICE

* KEEP AN
INCIDENT LOG

SIGNS OF INTOXICATION

REDUCTION IN FINE MOTOR CONTROL

Fumbling with cigarettes; Difficulty picking up change; Difficulty removing cards from wallet or purse.

CHANGE IN SPEECH VOLUME

Inappropriate volume for the situation. Eg: too loud with no background noise or too soft when there is no need to be secretive.

PACE OF SPEECH

Changes in the rate of speech. Eg: speaking very fast and then very slow and/or consistently fast or slow Speech.

SLURRED SPEECH

Difficulty in speaking distinctly; Several words that are blurred or run together.

SWEATING

Sweating that is not consistent with the temperature or conditions; Too much sweating to be explained by nervousness, physical exertion or other logical factors.

DECREASED ALERTNESS

Taking a long time to respond to questions or events; Difficulty in paying attention to conversation.

GROSS MOTOR CONTROL

Difficulty walking upright; Difficulty walking in a straight line; Bumping into furniture and other patrons.

SLEEPINESS

Tired - eyes heavy or closed; Placid, fixed gaze.

BAR STAFF

RESPONSIBLE PRACTICES

- * **Slowing people's drinking down by promoting**
 - * **bar food**
 - * **bistro**
 - * **low alcoholic drinks**
 - * **non-alcoholic drinks**

- * **Not serving anyone under 18**

- * **Not serving anyone who is intoxicated**

- * **Making sure no-one drinks and drives**

- * **Managing intoxicated patrons**

- * **Encouraging responsibility**

DRINKING ENVIRONMENT

Negative profile

- * Promotions - eg. happy hour, two for one etc
- * No bistro
- * No bar food
- * Smoky environment
- * Overcrowding
- * Strip shows
- * Dirty premises
- * Untrained staff
- * Underage drinkers
- * Intoxicated patrons

BAR STAFF

SERVING PRACTICES

DRINKING ENVIRONMENT

Think * pleasant

* safe

* enjoyable



"A nice place to be..."

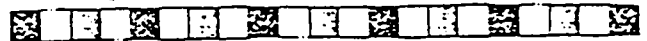
IDEAL DRINKING ENVIRONMENT

- * No Irresponsible promotions**
- * Food available at all times**
- * Bar food**
- * Promotions of food**
- * Promotion of low alcohol beers**
- * Promotion of non-alcoholic drinks**
- * Trained and well supervised staff**
- * No underage drinkers**
- * No intoxicated persons**
- * Good quality entertainment**
- * Well managed**

NATIONAL GUIDELINES FOR THE



SERVING
OF ALCOHOL



NABIC
NATIONAL ALCOHOL BOTTLING INDUSTRY COUNCIL

NATIONAL CAMPAIGN AGAINST DRUG ABUSE



DESIGNED, TYPESET AND ILLUSTRATED BY CITY GRAPHICS, CANBERRA
PRINTED BY PARAGON PRINTERS, CANBERRA

FOREWORD

The publication of these guidelines is welcome evidence of a co-operative approach to problems associated with alcohol consumption in Australia.

Australians like drinking alcohol and society condones sensible drinking practices. Research, however, shows that Australians are increasingly concerned about the misuse of alcohol, particularly "binge drinking" by young people.

The solution must be to find the correct balance between enjoyable drinking and the avoidance of problems. In this respect these guidelines provide a national framework to assist industry efforts to promote the responsible serving of alcohol.

I commend those involved in the alcohol industry who have co-operated with the National Campaign Against Drug Abuse to prepare the resource material in this booklet. In particular, the National Alcohol Beverage Industries Council (NABIC) retail committee deserves thanks for its pivotal role in representing industry, and contributing assistance towards encouraging the Australian community to adopt more responsible attitudes toward the use of alcohol.

The statements and information presented in this publication are, of course, not rules but guidelines. For experienced people in hospitality and retail sales areas, the guidelines will reinforce current efforts to serve alcohol in a responsible manner. For less experienced workers, they represent a useful beginning.

With goodwill, these guidelines should prove a valuable resource for all concerned.



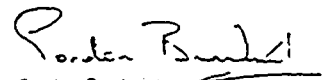
Neal Blewett
Minister for Community Services and Health

The National Alcohol Beverage Industries Council has been very pleased to work with the National Campaign Against Drug Abuse in developing these guidelines which are designed to assist those with the responsibility of serving alcohol in minimising its abuse.

The alcohol industry can be rightly proud of the quality of its product and service and the role it plays in Australian society. These guidelines will facilitate the industry's ongoing educational role in encouraging the responsible consumption of alcohol.

The booklet serves as tangible evidence of the benefit of co-operation between those parties involved with alcohol in the community, and the broadened perspectives gained by those engaged in its compilation will form an invaluable foundation for continued co-operation.

I hope it is but the first of many similar exercises.



Gordon Broderick
Chairman
National Alcohol Beverage Industries Council

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HOW TO USE THIS BOOKLET

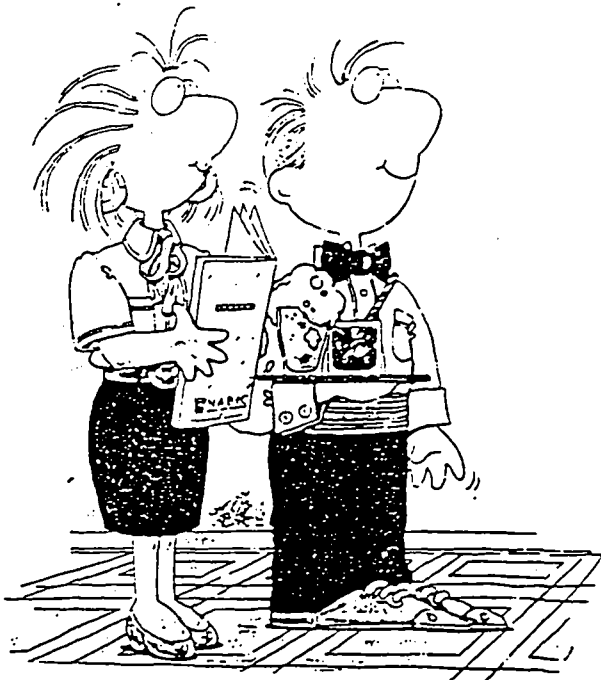
These guidelines are intended for both managers and staff. Section Four particularly aims to assist management in the development of in-house strategies for the responsible serving of alcohol.

The style and shape of this booklet is intended to be:

- appealing and easy to read.
- handy — so that it may be kept within the work environment, and
- used for easy reference.

The coloured stripe featured on the right hand edge of each page has been colour coded with the Contents page to help the reader identify each Section at a glance.

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SECTION ONE

INTRODUCTION

These guidelines are designed to encourage a responsible, caring, and professional approach by management and staff to the serving of alcohol in hotels, clubs, off-licensed bottle shops and restaurants. The guidelines do not replace existing legal requirements relating to the serving of alcohol; rather, they have been prepared as a national resource to guide industry-wide efforts to serve alcohol responsibly. Everyone in the industry — licensees, waiters and waitresses, table clearers, cashiers and servers, managers, bar staff and door persons (security) — will benefit from increased awareness, knowledge and job skills. Responsible hospitality practices will have some other welcome spin-offs too — a better environment for both staff and patrons and a greater community appreciation of how you're helping to reduce such problems as under-age drinking, irresponsible behaviour and drink-driving.



GOLDEN RULES

As many of you already know, the four things to keep in mind when serving alcohol are:

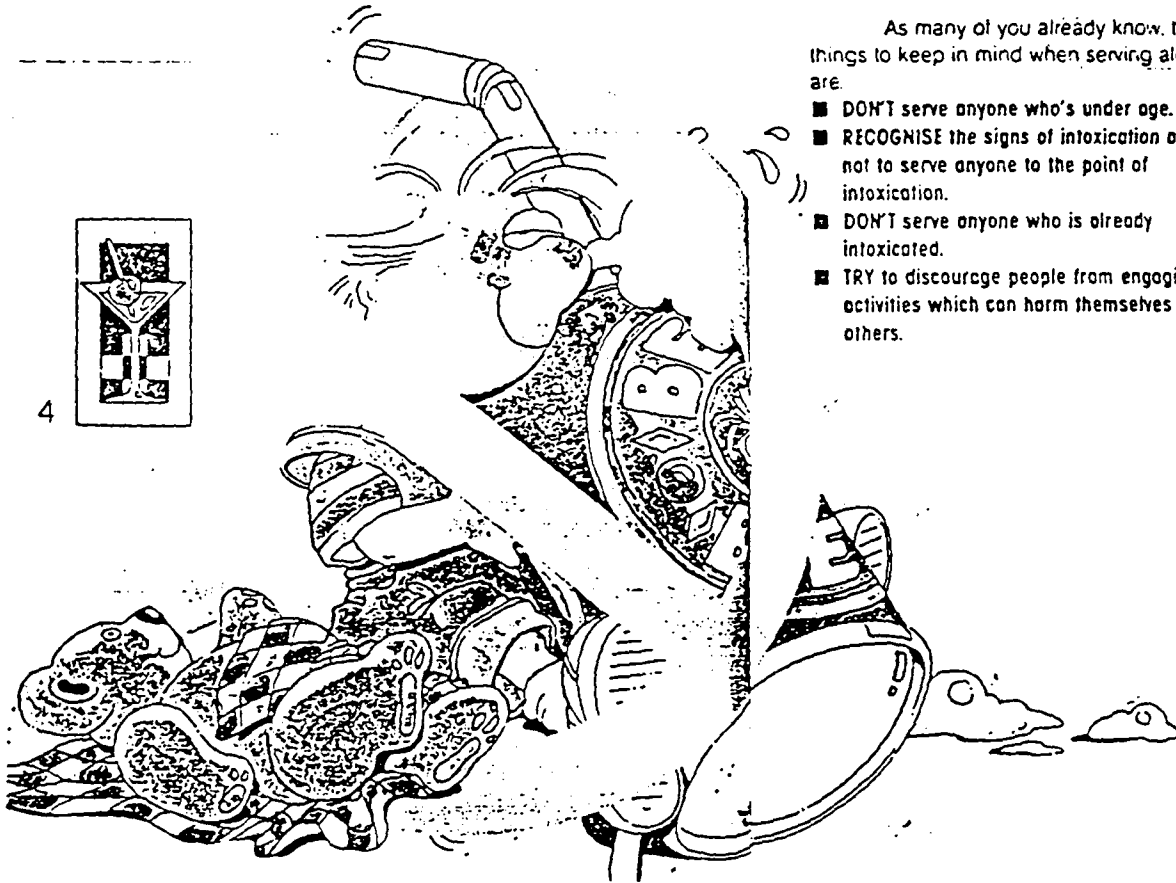
- **DON'T** serve anyone who's under age.
- **RECOGNISE** the signs of intoxication and try not to serve anyone to the point of intoxication.
- **DON'T** serve anyone who is already intoxicated.
- **TRY** to discourage people from engaging in activities which can harm themselves or others.



4



5



SECTION TWO

ALCOHOL AND THE LAW

In Australia, the Liquor Licensing Acts in each State and Territory aim to ensure that alcohol is consumed only by those who can do so in a responsible manner. Recent amendments to the Acts are a response to growing community interest in:

- encouragement of a responsible attitude towards the sale of alcohol by the hospitality and related industries
- provision of adequate controls over the sale, disposal and consumption of liquor, with particular emphasis on people under 18, and

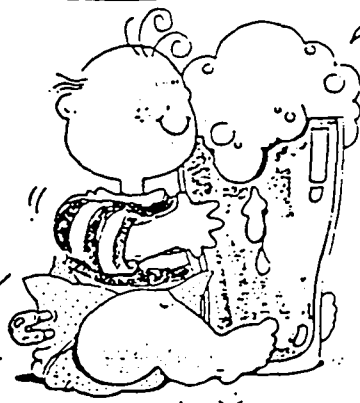
- coordinated efforts by government, non-government and industry groups against alcohol abuse and misuse.

While State and Territory laws in Australia assume that individuals are responsible for their alcohol consumption, there are also legal reasons to serve and manage patrons responsibly. For example, there are penalties for the supply to, and purchase of alcohol for under age drinkers, as the following table illustrates.



TABLE 1

UNDER AGE DRINKERS

PENALTIES IN AUSTRALIA FOR SUPPLY AND PURCHASE OF ALCOHOL (at February 1990)		LICENSEE	SERVER	FOR	BY
<p>6 </p> <p><i>Queensland and Tasmanian Liquor Acts under review at time of publication</i></p>	NSW	\$2000	\$1000	\$1000	\$500
	QLD	\$200 3rd offence – loss of licence	\$200	\$200	\$200
	ACT	\$400 \$1000 for company inc body	\$400	\$400	\$400
	NT	*\$1000 or 6 months imprisonment	*\$1000 or 6 months imprisonment	*\$1000 or 6 months imprisonment	*\$1000 or 6 months imprisonment
		**\$2000 or up to 12 months imprisonment	**\$2000 or up to 12 months imprisonment	**\$2000 or up to 12 months imprisonment	**\$2000 or up to 12 months imprisonment
	VIC	\$2000	\$500	\$2000	\$500
	TAS	\$400	\$400	\$400	\$400
	WA	\$5000	\$2000	\$2000	\$2000
	SA	\$10,000	\$2000	\$2000	\$2000

Maximum penalties for supply of alcohol to a minor (under 18)

Maximum penalties for the purchase of alcohol for or by a minor

SECTION THREE

FACTS ABOUT ALCOHOL

The purpose of this section is to provide some background facts about alcohol. While you are not expected to become an 'expert' on alcohol, you may find it useful to know more about the product you work with.

Drinking alcohol is an established part of life in Australia, and is enjoyed by many people, particularly when it is associated with social occasions. However, the following kinds of drinking can be harmful:

- Habitual heavy drinking
- Drinking to intoxication
- Drinking and driving
- Drinking and operating machinery

Of course there are other circumstances when drinking alcohol can also be harmful, for example, during pregnancy or when taking some medications.

THE STANDARD DRINK

The intoxicating ingredient in alcoholic beverages is referred to as ethyl alcohol, ethanol or *pure alcohol*. It occurs in different concentrations in each major beverage type: beer, wine and spirits (see TABLE 2 on the next page).

The concentration of alcohol in an alcoholic beverage is indicated on labels as a percentage. For example, 4.6% alc/vol for regular beer. This means that in a 285ml glass of regular beer approximately 10 grams (12.5ml) of liquid is *pure alcohol*. To know how much *pure alcohol* there is in an alcoholic drink it is useful to use the concept of a *standard drink*.

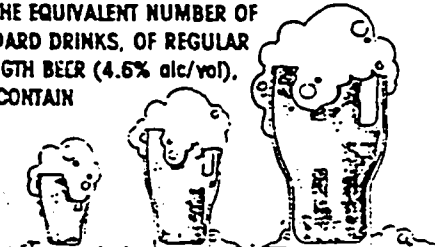
For any *standard drink* there will be roughly the same amount of *pure alcohol* (ie 12.5 mls (10 grams)).

So you can see the type of drink doesn't matter — only the amount of *pure alcohol* contained in it. Of course, low alcohol beers, wines, coolers, packaged beer and particularly cocktails makes the calculation of a *standard drink* more difficult.

While different sized glasses in Australia can cause confusion when calculating a *standard drink*, so too can individual State/Territory names for different sized beer glasses. For example, a 285ml

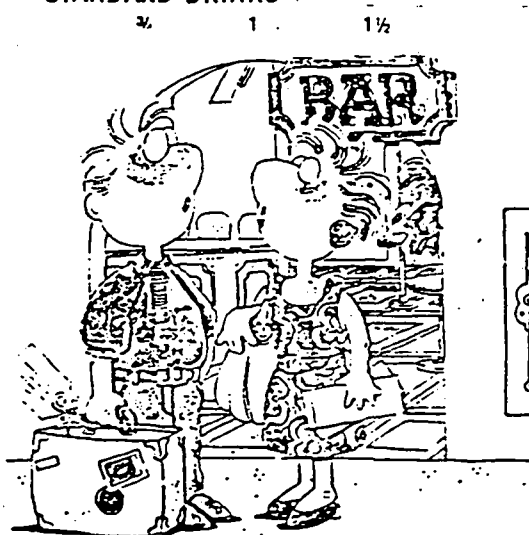
TABLE 3

INTER-STATE NAMES FOR THREE DIFFERENT SIZES OF BEER GLASSES AND THE EQUIVALENT NUMBER OF STANDARD DRINKS, OF REGULAR STRENGTH BEER (4.6% alc/vol), THEY CONTAIN



	200ml	285ml	425ml
NSW	Seven	Middy	Schooner
VIC	Glass	Pot	—
QLD	Beer	Pot	—
SA	Butcher	Schooner	Pint
WA	Glass	Middy	Schooner
NT	Seven	Handle	Schooner
TAS	—	(ten) Pot	—

STANDARD DRINKS



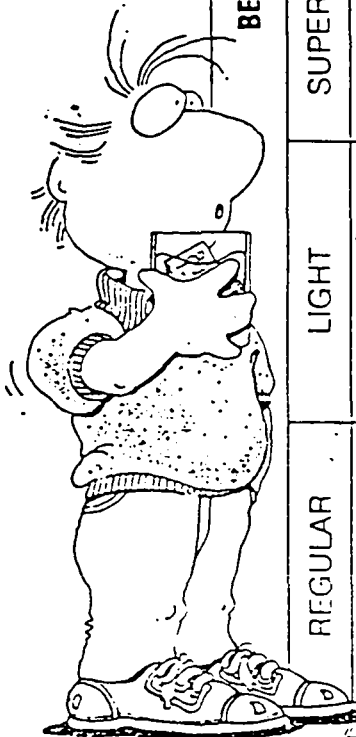
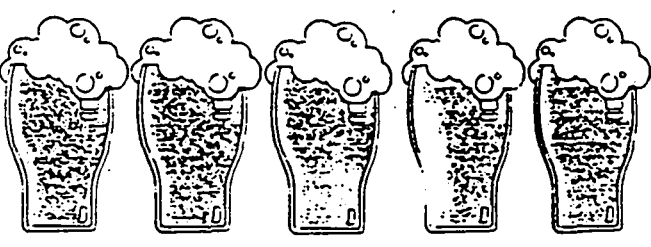
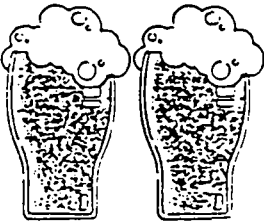

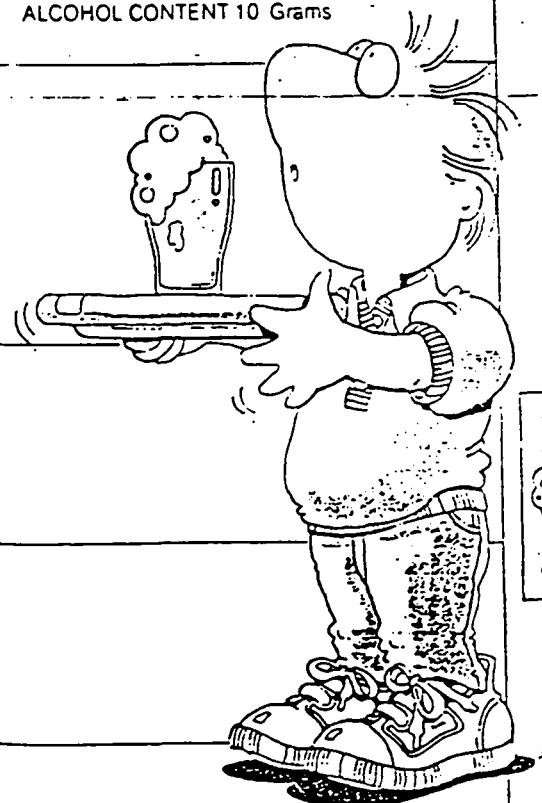
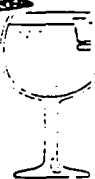



standard drink of regular strength beer (4.6% alc/vol) can be a 'Middy' (NSW and WA), a 'Pot' (Vic, Qld, and Tas), a 'Handle' (NT) or a 'Schooner' (SA).

TABLE 3 above, shows the different State/Territory names given to 200ml, 285ml and 425ml glasses of regular beer and the number of *standard drinks* they contain.



TABLE 2

STANDARD DRINKS

	BEER			
	SUPERLIGHT		<p>STRENGTH 0.9%</p> <p>VOL 5 x 285ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	
	LIGHT		<p>STRENGTH 2 TO 3%</p> <p>VOL 2 x 285ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	
	REGULAR		<p>STRENGTH 4 TO 5 %</p> <p>VOL 285ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	
10	TABLE WINE		<p>STRENGTH 12%</p> <p>VOL 120ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	
	FORTIFIED WINE		<p>STRENGTH 18%</p> <p>VOL 60ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	
	SPIRITS		<p>STRENGTH 37%</p> <p>VOL 30ml</p> <p>ALCOHOL CONTENT 10 Grams</p>	

FACTS ABOUT IMPAIRMENT DUE TO ALCOHOL

When a person drinks, alcohol is absorbed into the blood stream through the walls of the stomach and intestines. It is then carried by the bloodstream to the brain and other organs. Even small amounts of alcohol affect the normal functioning of the brain.

As a person drinks more alcohol, the amount of alcohol in the bloodstream — known as the *Blood Alcohol Concentration (BAC)* — increases. The BAC can be used as a measure of impairment. For example, States and Territories have nominated maximum levels of BAC (expressed in grams per 100ml of blood) as a legal measure of impairment for people driving motor vehicles.

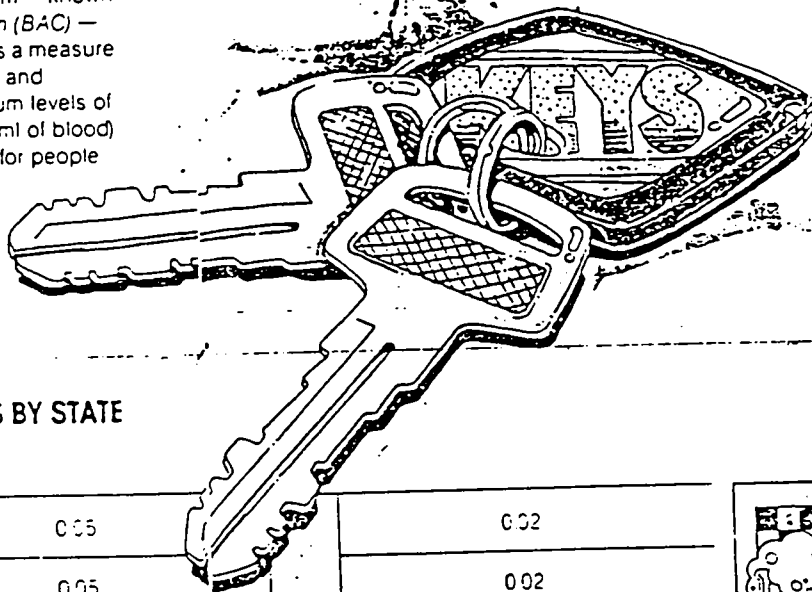


TABLE 4

LEGAL BAC DRIVING LIMITS BY STATE AND TERRITORY



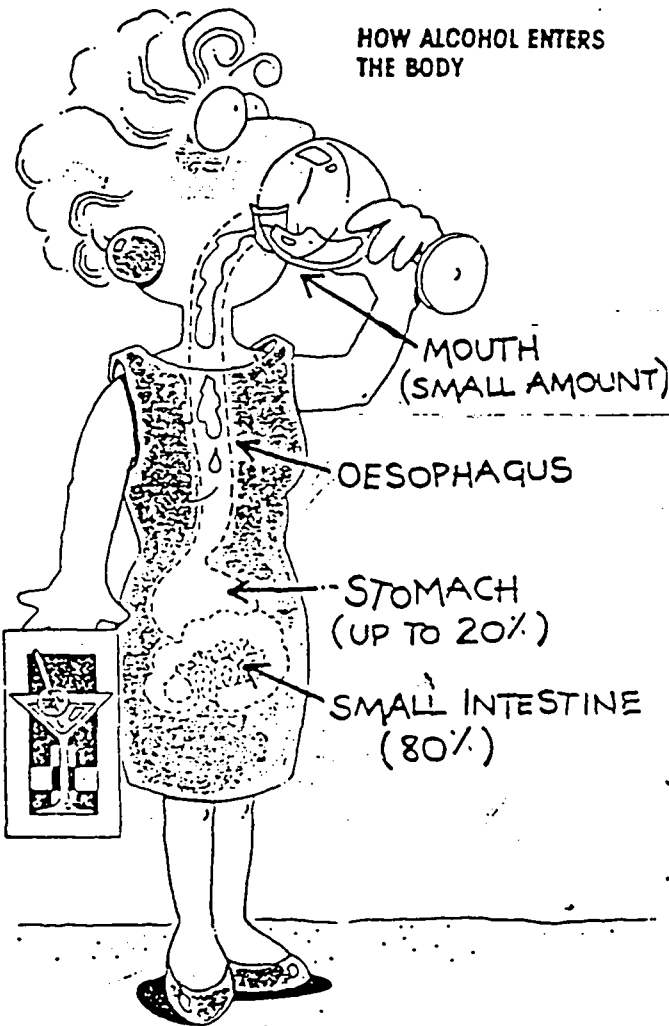
QLD	LICENCE HOLDER	0.05	LEARNER/PROVISIONAL LICENCE HOLDER	0.02
NSW		0.05		0.02
VIC		0.05		Zero
TAS		0.05		Zero
SA		0.08		Zero
NT		0.08		Zero
ACT		0.08		Zero proposed
WA		0.08		0.02



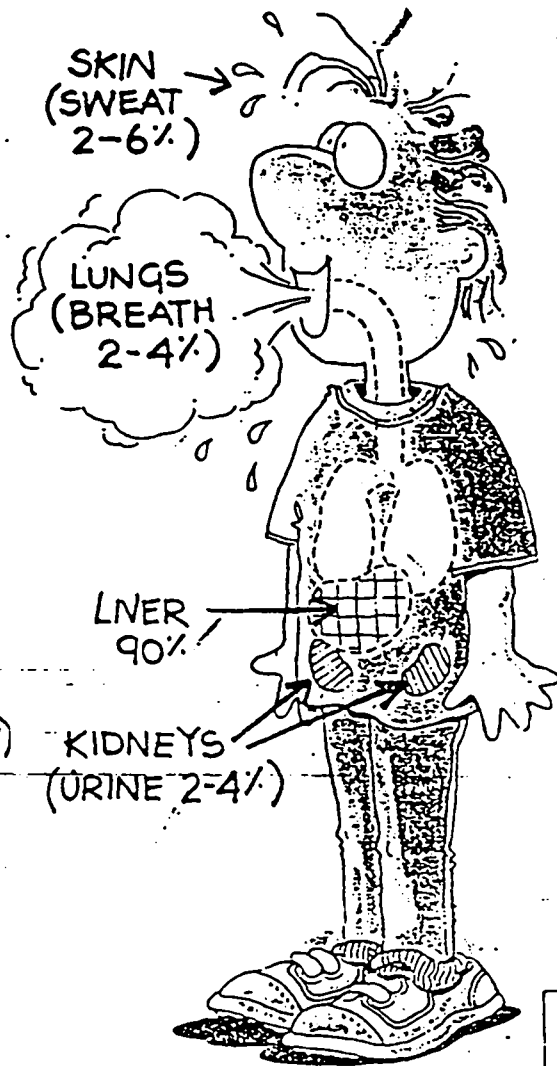
Feb 1990 (At time of going to print the above figures were correct although the 0.08 limit is under review)

The liver is the main organ in the body responsible for removing alcohol from the bloodstream. The rate at which this can occur is about one *standard drink* per hour for a healthy liver.

HOW ALCOHOL ENTERS THE BODY



HOW ALCOHOL LEAVES THE BODY



Four key points to remember.

- Sobering up takes a long time.
- Even after a person stops drinking, the concentration of alcohol in the blood can rise and may remain high.
- People who drink become intoxicated at different BACs depending on their usual intake of alcohol and a variety of health factors.
- Combining medications with even small amounts of alcohol can have dangerous side effects and can increase the level of impairment to the same extent as consuming an excessive amount of alcohol.



above these recommended levels can damage health and can add to social problems. Essentially, the more people drink, the greater the risks.

The recommended levels relate to the health effects of alcohol and not necessarily to the BAC, so that while a person may drink within the recommended daily maximum, they may not necessarily be under the legal BAC driving limit.

TABLE 5

GUIDELINES FOR RESPONSIBLE CONSUMPTION OF ALCOHOL

(* Recommendation is for the maximum average daily consumption of standard drinks being consumed on a regular basis.)

			MEN	WOMEN
HEALTH RISK	Low	Day	4	2*
		Week	28	14
	Moderate (flasky)	Day	4-6	2-4
		Week	28-42	14-28
	Hazardous	Day	6+	4+
		Week	42+	28+

RESPONSIBLE DRINKING RECOMMENDATIONS

The effects of alcohol on health are primarily influenced by gender, amount of alcohol consumed and frequency of consumption. But there are a number of other variables such as age, weight, quality of diet, personal body chemistry and present or past use of other drugs which can also influence the effects of alcohol on health. This is why it's difficult to set a universal safe level of alcohol consumption. Some recent research suggests that there may be medical as well as social benefits associated with light levels of drinking.

The National Health and Medical Research Council (NHMRC) has issued guidelines which recommend a maximum average daily alcohol consumption level for men and women (TABLE 5). Regular drinking

- Doctors now strongly recommend that pregnant women or women trying to become pregnant should not drink alcohol at all.
- People who intend to drive, operate machinery or undertake hazardous activities (such as swimming) should exercise extreme caution.

Medical advice suggests that it is a good idea to have some alcohol-free days each week — this doesn't mean that on the remaining drinking days a person should make up for drinks not consumed on these alcohol-free days.



SECTION FOUR

STRATEGIES FOR RESPONSIBLE SERVING OF ALCOHOL

Responsible serving of alcohol is important for a number of important legal, health and social reasons. Australians are now less tolerant of drunkenness, drink driving and under-age drinking because they are much more aware of the extent of the problems associated with such behaviour.

There are sound commercial reasons, of course, why many market leaders in hospitality and tourism already acknowledge the need for action on their part. These leaders recognise that their premises are more attractive, commercially viable and profitable if they avoid problems caused by intoxicated patrons.

Owners or managers of licensed establishments can use the following strategies — tailored to their specific needs and circumstances — to try to prevent such problems arising.

STRATEGIES FOR THE RESPONSIBLE SERVING OF ALCOHOL

- 1 ADOPT A HOUSE POLICY to provide a framework for the responsible serving of alcohol.
- 2 Introduce an effective STRATEGY TO PREVENT INTOXICATION.
- 3 TRAIN STAFF so they can implement the House Policy.
- 4 Consider SAFE TRANSPORT Options.
- 5 Introduce an effective STRATEGY TO PREVENT UNDERAGE DRINKING.



1 ADOPT A HOUSE POLICY

A *House Policy* creates a framework within which your business operates. It outlines practices, procedures, and conditions to guide the behaviour of your staff to assist them to serve alcohol responsibly and to deal with difficult situations when they arise. For example, your *House Policy* should spell out how to:

- avoid serving alcohol to underage people;
- identify impending intoxication and avoid intoxication;



- manage the intoxicated patron; and
- minimise drink driving

By following the *House Policy*, staff can ensure responsible serving practices. It is also important to inform patrons of the *House Policy* clearly and professionally — in a similar way that signs in some establishments outline the dress code and legal drinking age. Other establishments use 'table pyramids' (promo cards) to market non-alcoholic specials and explain responsible service. An example of the way a *House Policy* could be displayed to patrons is illustrated above. (A 'ready-to-use' *House Policy* has been supplied with the guidelines for your convenience.)

SOME GOOD TIPS

When developing a House Policy consider the following suggestions:

- **Market the House Policy**
Promoting your House Policy in a positive way will encourage people to come to your hotel, club or restaurant
- **Give flexibility and discretionary powers to supervisory staff**
Flexibility and discretionary powers for supervisory staff are vital. All staff need solid support from management when they are implementing the House Policy.

2 STRATEGY TO PREVENT INTOXICATION

Your prevention strategy should describe exactly what you will do to achieve your goal to responsibly serve alcohol. The following options may help your prevention strategy to be more effective

ACTIVELY PROMOTE AND MARKET FOOD

Food should be available especially in the late afternoon and early evening when many people are on their way home from work. Some places already offer finger style food or food at reduced prices at peak times

As an alternative to non-alcoholic beverages, coffee, tea or soup could be offered, particularly in the winter, along with small packets of biscuits, similar to those provided on airlines.

It's a good idea to serve food because it slows the absorption of alcohol into the bloodstream and can extend the time between rounds of drinks. Attractive, well-priced and well-marketed food, such as sausage rolls or dips with carrot and celery sticks, are better than salty snacks which increase thirst.

ENCOURAGE MODERATION

As a way of encouraging moderation:

- **Actively market low or non-alcoholic drinks:**

low-alcohol drinks: The amount of pure alcohol someone consumes can be

reduced by drinking low-alcohol drinks. Low-alcohol drinks should be actively marketed and, if possible, priced lower than drinks containing more alcohol. For example, a 70kg man who intends to spend three hours drinking on your premises and wants to drive home without exceeding the 0.05 legal BAC limit for driving could reasonably drink four 285ml glasses of regular strength beer (4.6% alc/vol) or up to eight 285ml glasses of low-alcohol beer (2.5% alc/vol) over this time. In other States and Territories, where the legal limit for BAC is 0.08, if the same patron drank five 285ml glasses of regular strength beer or ten 285ml glasses of low-alcohol beer it would be unlikely he would exceed the legal limit for BAC.

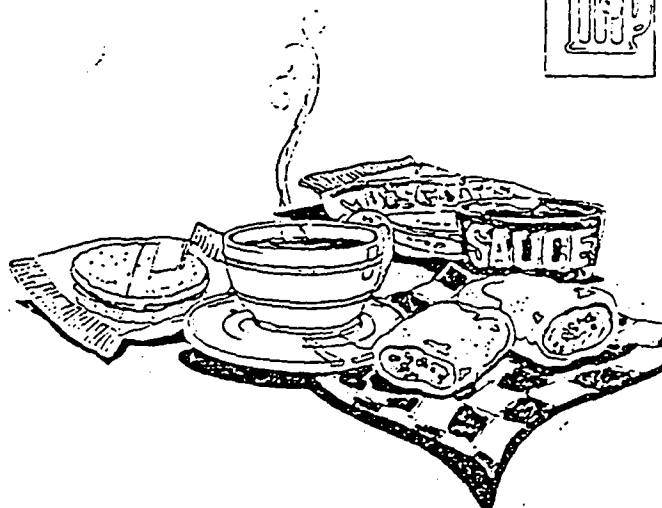
non-alcoholic drinks: Selling non-alcoholic drinks as spacers between rounds of alcoholic drinks can reduce the amount of alcohol consumed and help prevent patrons from becoming impaired or intoxicated prior to driving. Like low-alcohol drinks, non-alcoholic drinks need to be actively marketed and, if possible, priced lower.

Be prepared to:

- reconsider bulk sales (use of jugs); and
- use various techniques other than "happy hour" discounting to attract patrons.



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3 TRAIN ALL STAFF

Training of staff in responsible serving procedures is now widely accepted within the hospitality industry. The *House Policy* needs to be explained to staff as part of in-house training. Posters or pamphlets outlining the *House Policy* should be displayed or given to each staff member.

Because staff responsible for serving alcohol can be most influential at the point of purchase, they need to have a good knowledge of the products they sell.

Some establishments require staff to undertake training and to honour the *House Policy* as a condition of employment. There are also a number of courses for each type of retail outlet in all States and Territories which will reinforce in-house training. Further information about these courses can be obtained by contacting your industry representatives listed in Section Six.

4 CONSIDER SAFE TRANSPORT OPTIONS

Extreme caution has to be exercised when you or your staff know patrons are planning to drive. Even the early effects of alcohol can lead to undue risk-taking and poor judgment by motorists and passengers. In all States and Territories police can charge persons *Driving Under the Influence (DUI)*, regardless of their *BAC*, if the arresting officer judges that the driver is not in reasonable control of the vehicle.

It's not the easiest thing to organise, but consider introducing a transport strategy for impaired patrons. These options may help

- Publicise the *House Policy* which encourages drinking patrons not to drive.
- Staff could phone a friend or relative of the patron before he/she tries to drive home.
- Staff/management could offer to call a taxi. Consider the scheme instigated by an entrepreneurial licensee in Victoria and a licenced club in NSW. Both establishments arrange for transport (taxi/mini-bus) to take

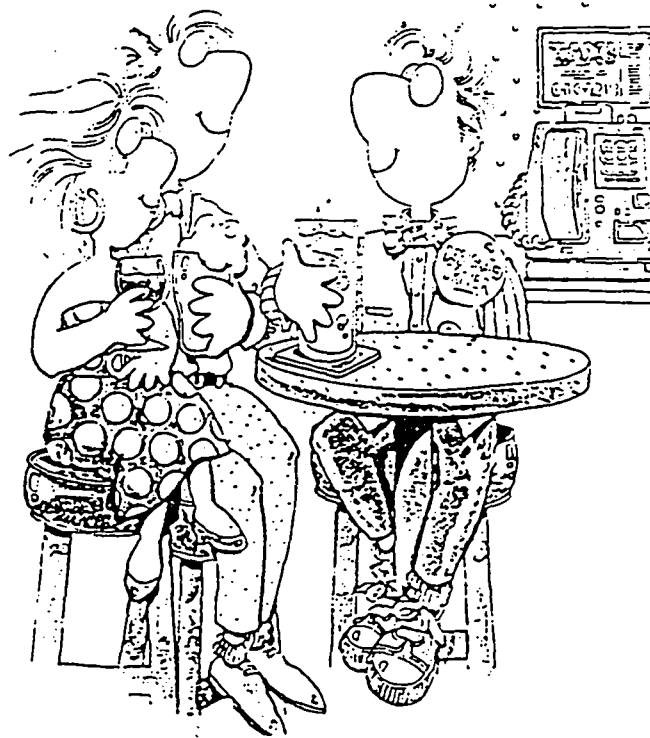
patrons home by charging each of them a few dollars and making up any difference with the taxi driver/company.

- Management could let the patron leave his/her car in the establishment's car-park at no cost.
- Management could consider introducing a **Designated Driver Program (DDP)**.

A *Designated Driver (or 'Skipper') Program* aims to ensure that the person in a group who is going to drive is free from alcohol or well below the legal limit, allowing other members of the group to drink alcohol responsibly.

In some *DDPs*, the drivers are given a badge or marker to identify them during their stay. Other *DDPs* offer free food or free non-alcoholic drinks to drivers, which encourages the drinkers in the group to eat too — this increases food sales and decreases the chance of people drinking on empty stomachs.

But remember, *DDPs* are useful only when responsible serving practices are operating. Otherwise, *non-drivers* may use them as an excuse to drink excessively, knowing they have a ride home.





■ **Promote the Home Safety Campaign**
Home Safety is a national campaign designed to encourage responsible family discussion on the issue of driving while affected by alcohol. The *Home Safety* campaign is an initiative of the Distilled Spirits Industry Council of Australia and is sponsored by all sectors of the liquor industry and other concerned companies and State and Commonwealth Governments.
 For information on how to support and promote the campaign see the item on *Home Safety* in Section Six.

South Wales, Victoria and Tasmania. Many younger persons appreciate having the photo ID and licensees find the cards extremely useful in helping to distinguish underage persons from those eligible to drink on licensed premises. Further information about Pub Card schemes is available from the AHA State Office listed in Section Six.
OBSERVE PATRONS AS THEY ENTER
 Allocate staff to oversee certain areas. This will make it easier for them to observe patrons and to look out for underage drinkers.

5 STRATEGY TO PREVENT UNDERAGE DRINKING

Section 2, Alcohol and the Law, outlines the legal requirements and penalties for the supply to and purchase of alcohol by persons under the age of 16 years. While these requirements will be familiar to you and your staff, the problems of underage drinking continue to concern licensees and the community alike.

Strategies to consider to prevent underage drinking:

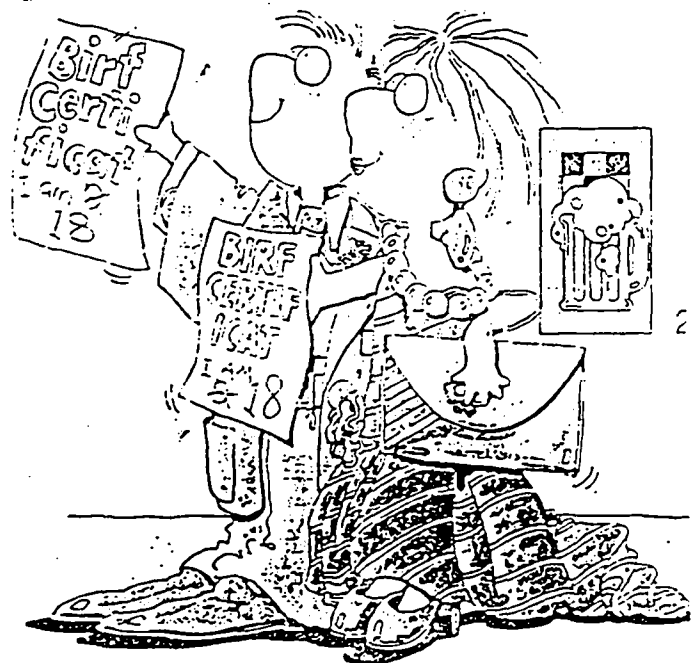
PROOF OF AGE

Many establishments already have a sign at the door which says that patrons can be asked for proof of age and that it is illegal to serve alcohol to an intoxicated person. In the Appendix are examples of how this has been done by some licensed establishments.

One recent initiative to combat the underage drinking problem has been the introduction of an identification system for young people 18 years of age and over. The Australian Hotels Association (AHA) in the Northern Territory was the first to launch a Pub Card in co-operation with the Motor Vehicle Registry in August 1988. The success of this scheme has led to the introduction of Pub Cards by the AHA in most cases in co-operation with State Government Motor Registries, in New

A GOOD TIP

Some licensees have found it useful to check proof of age of all customers who look under 21.



SECTION FIVE

MANAGING THE INTOXICATED DRINKER

By now you should be well aware of the possible legal, health and social consequences of not taking reasonable care when serving alcohol. This section focuses on how to judge whether someone is at risk of becoming intoxicated, how to help avoid such impairment and how to manage an intoxicated drinker.

LOOKING FOR SIGNS OF INTOXICATION

First you need a *reference point*. Try to assess whether any alcohol has been consumed on arrival. If none has, then the behaviour of people when they arrive can be used as the *reference point*. It's important to watch for clues that someone is becoming intoxicated, but common sense is needed. As well as mood and demeanour, and the number of drinks consumed, look out for the following.

- A notable change in behaviour (especially towards anti-social or inappropriate behaviour).
- Slurring of, or mistakes, in speech.
- Clumsiness; knocking things over (like a drink or an ashtray) or fumbling with change.
- A significant loss of coordination (usually staggering or swaying).
- A degree of confusion, a lack of understanding or ability to hear, and a difficulty in responding.

Clumsiness very often marks the transition to intoxication — it is important at this stage to deter the person from drinking any more alcohol.

Sometimes people will become intoxicated despite the best efforts to stop them — especially:

- when groups order in rounds or shouts;
- where there is bar service only and no one staff member is responsible for a section of the floor; and
- when someone is admitted in an already intoxicated or near intoxicated state.



A GOOD TIP

Early intervention can often stop unpleasant problems before a patron reaches a state of intoxication.

TO SERVE OR NOT TO SERVE

If someone arrives at the establishment apparently intoxicated — you should **NOT** serve them.

Here are some firm and tactful ways to refuse service:

- ▶ 'I'm sorry, but it's against the law for me to serve you any more alcohol.'
- ▶ 'We can lose our licence if I serve you any more alcohol.'
- ▶ 'Because of management's concern over drinking and driving accidents, we have to be more cautious in serving driving patrons.'

If you think no explanation is needed, use time-stalling techniques such as suggesting:

- a non-alcoholic beverage; or
- some food.

Always be calm and polite. If people are proving hard to reason with, repeat in a firm but controlled voice that by law they cannot be served another alcoholic drink. If they refuse all reasonable attempts, members of staff should notify the licensee or manager who will then have to deal with the problem.

A GOOD TIP FOR STAFF

If you're concerned about a patron's condition, don't hesitate to ask the manager to intervene.





HANDLING THE INTOXICATED PATRON

When the exchange between server and intoxicated patron becomes difficult, subject to the *House Policy*, consider the following steps:

- Talk to the patron away from others to enable the patron to save face.
- Talk to the patron courteously but firmly.
- Explain your concern about the patron's condition.
- Suggest alternative and safe transport home, such as a taxi.
- Involve the manager or licensee.

A GOOD TIP

Maintain an incident log. This provides protection for servers and for the premises. It also allows management and staff to monitor trends — particularly in large establishments and premises.

MYTHS ABOUT SOBERING UP

Intoxicated patrons may try to convince managers and servers of their instant sobering-up techniques. The following will assist you in dispelling some of these myths and in supporting your decision not to continue to serve the intoxicated patron.

'MIXING YOUR DRINKS MAKES YOU DRUNK FASTER'

FALSE It's the alcohol content of a drink that affects people, not the type of drink. While mixing beer, wine and spirits might make a person feel sick, it doesn't, of itself, increase the level of impairment or intoxication.

'FRESH AIR, EXERCISE AND COLD SHOWERS WILL SOBER A PERSON UP'

FALSE They do very little to make people any less intoxicated. They only buy time and allow the body to reduce the alcohol from the bloodstream.

'COFFEE (BLACK OR WHITE) WILL SOBER A PERSON UP'

FALSE Coffee is a stimulant and makes people *feel* more awake. But they're no less impaired — they're just more awake, *impaired* people.

'IF YOU DON'T FEEL DRUNK, YOU'RE OKAY TO DRIVE'

FALSE Outward signs of intoxication or impairment are not always obvious to the casual observer. A person may have a false sense of increased confidence after drinking alcohol, but will also experience delayed reaction times, decreased ability to see moving objects clearly and diminished coordination — this increases the likelihood of harming themselves or others on the road. Statistical evidence confirms that the risk of having a crash increases significantly as the BAC level rises.

As an example: A 70kg man who, on a big night out, drinks seven glasses (285ml) of regular strength beer (4.6% alc/vol) in three hours, would need a minimum of three hours of alcohol-free drinking time to reduce his BAC to below 0.05 or a minimum of one hour to reduce his BAC to below 0.02. This example is only a guide (see page 16).

'VOMITING WILL SOBER UP A PERSON QUICKLY'

FALSE Vomiting will not reduce the concentration of alcohol already in a person's bloodstream. What it will do is prevent any alcohol in the stomach from being absorbed into the bloodstream — at best this is likely to be the last drink consumed.

REMEMBER

The only thing that will return a person to a sober state is time — sobering-up 'cures' are myths.



SECTION SIX

FURTHER INFORMATION

The aim of the National Campaign Against Drug Abuse, National Health Policy on Alcohol is the minimisation of the harm associated with alcohol use while interfering as little as possible with the freedom of individuals to exercise personal responsibility for the use or non-use of alcoholic beverages. To achieve this aim, the Campaign places major emphasis on education, treatment and rehabilitation programs. These guidelines are the outcome of one such education program.

Should you require more information about alcohol or other drugs you may wish to contact the National Campaign Against Drug Abuse (NCADA) and/or the State or Territory education and information units listed below.

ACT	
Canberra	(06) 245 4625
Outside Canberra	(008) 42 2599
NSW	
Sydney	(02) 331 2111
Outside Sydney	(006) 42 2599
VIC	
Melbourne	(03) 614 1999
Outside Melbourne	(003) 13 6385
QLD	
Brisbane	(07) 236 2414
Outside Brisbane	(002) 17 7632
WA	
Perth	(09) 421 1900
Outside Perth	(002) 19 8024
TAS	
Hobart	(002) 38 8308
Outside Hobart	(008) 00 5522
NT	
Darwin	(089) 81 8030
Alice Springs (Crisis)	(089) 50 2266
SA	
Adelaide	(06) 274 3355
Outside Adelaide	(002) 18 2118
NCADA	(06) 289 7200

RE-ORDERS

Additional copies of the guidelines are available from the industry association officers listed below.

AUSTRALIAN HOTELS ASSOCIATION

Chief Executive Officer
AHA (NSW BRANCH)
Level 5
8 Quay Street
Sydney NSW 2000

General Manager
AHA (QLD BRANCH)
40 Thompson Street
Mayne QLD 4006

Executive Director
AHA (WA BRANCH)
438 Vincent Street
Leederville WA 6007

Chief Executive Officer
AHA (NT BRANCH)
GPO Box 3270
Darwin NT 0801

Executive Director
AHA (VIC BRANCH)
130-132 Flinders Street
Melbourne VIC 3000

Executive Director
AHA (SA BRANCH)
AHA House
22 Waymouth Street
Adelaide SA 5000

Chief Executive Officer
AHA (TAS BRANCH)
10 Magnet Court
Sandy Bay TAS 7005



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**AUSTRALIAN LIQUOR STORES
ASSOCIATION**

The Secretary/Manager
LIQUOR STORES ASSOCIATION
Unit 9
14-26 Audsley Street
Clayton VIC 3168

Administration Manager
LICENSED STORES ASSOCIATION OF
WA (INC.)
PO Box 29
South Perth WA 6151

Spokesperson
THE NT INDEPENDENT OFF-LICENCE
TRADERS ASSOCIATION
Darwin Cheap Foods
GPO Box 42047
Casuarina NT 0810

Chairperson
LIQUOR LICENSEES ASSOCIATION
PO Box 864
Alice Springs NT 0870

The Secretary
SA LIQUOR MERCHANTS ASSOCIATION
402 King William Street
Adelaide SA 5000

The Secretary
LIQUOR STORES ASSOCIATION OF NSW
2nd Floor
20 York Street
Sydney NSW 2001



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**NATIONAL RESTAURANT AND CATERING
ASSOCIATION OF AUSTRALIA**

President
RCA OF VICTORIA
21 Burwood Road
Hawthorn VIC 3122

President
RCA OF ACT
GPO Box 3
Canberra ACT 2601

President
RCA OF SA
PO Box 951
Norwood SA 5067

Members in Tasmania should contact
RCA OF VICTORIA

President
RCA OF NSW
C/- Sebel Town House
23 Elizabeth Bay Road
Elizabeth Bay NSW 2011

President
RCA OF QUEENSLAND
100 Commercial Road
Fortitude Valley QLD 4006

President
RCA OF WA
Suite 12
16 Twickenham Road
Victoria Park WA 6001

**REGISTERED AND LICENSED CLUBS
ASSOCIATION OF AUSTRALIA**

The Executive Director
THE LICENSED CLUBS ASSOCIATION OF
THE ACT
PO Box 124
O'Connor ACT 2601

The Executive Director
THE REGISTERED CLUBS ASSOCIATION
OF NSW
490 Kent Street
Sydney NSW 2000

The Secretary
THE LICENSED CLUBS ASSOCIATION OF
VICTORIA
PO Box 417
Port Melbourne VIC 3207

The State Secretary
THE REGISTERED AND LICENSED CLUBS
ASSOCIATION OF QUEENSLAND
PO Box 62
Lutwyche QLD 4030



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The Secretary
LICENSED CLUBS ASSOCIATION OF
SOUTH AUSTRALIA
PO Box 391
Eastwood SA 5063

The Secretary
THE LICENSED CLUBS ASSOCIATION OF
TASMANIA
63 Davey Street
Hobart TAS 7000

The Secretary
LICENSED CLUBS OF ASSOCIATION (INC.)
OF WESTERN AUSTRALIA
PO Box 76
Belmont WA 6104

RESOURCE LISTS

HOME SAFELY CAMPAIGN (see page 24)

The *Home Safely Campaign* deals with the problem of teenagers driving or being driven by someone affected by alcohol. It is designed to encourage responsible family discussion on the issue of drinking and driving. The campaign achieves this via a 'Contract For Life' between parents and their teenagers. The Contract is not a legally binding document rather it is intended that it encourages open dialogue between individuals and their families about the very serious problem of alcohol affected driving and the adoption of practical measures to deal with it.

If you would like further information on the *Home Safely Campaign* and on how you can play a part in its promotion please write to the:



Executive Director
HOME SAFELY
PO Box 417
Port Melbourne
VICTORIA 3207

DRINKSAFE

Drinksafe is a major public education campaign designed to decrease the incidence

of alcohol related deaths and illnesses in Western Australia. It employs a variety of strategies including use of media and community based information approaches.

Drinksafe complements other educational programs in the State directed towards the general community, young people, aged and other specific target groups. For more information about the Drinksafe campaign contact



Project Co-ordinator
Drinksafe Campaign
Health Department of
Western Australia
Ground Floor, C Block
189 Royal Street
EAST PERTH WA 6000
Telephone: (09) 222 2000

PATRON CARE PROGRAM

Established in 1981, the Queensland Health Department's *Patron Care Program* has an overall objective to reduce the incidence and prevalence of alcohol problems in Australian society. To achieve this objective *Patron Care* operates comprehensive promotion and training programs and undertakes a wide range of resource and research projects in close association with the Queensland Hotels Association.

For further information about *Patron Care* or any of the training courses operated by *Patron Care* please contact:



PATRON CARE
Queensland Alcohol and
Drug Dependence Services
"Biala", 270 Roma Street
BRISBANE QLD 4000
Telephone: (07) 236 2400



ACKNOWLEDGEMENTS

The authors of these guidelines, listed below, include representatives from the Federal, State and Territory Governments, under the auspices of the National Campaign Against Drug Abuse (NCADA), members of the National Alcohol Beverage Industries Council (NABIC) retail committee and the Federated Liquor and Allied Industries Employees Union of Australia.

NATIONAL CAMPAIGN AGAINST DRUG ABUSE

- Director, Drugs Policy Section, and Senior Project Manager
(Health Advancement Campaign Unit),
Commonwealth Department of Community Services and Health
- Director, Education Unit
Drug and Alcohol Services Council,
South Australia
- Manager, Prevention Policy
Directorate of the Drug Offensive
New South Wales Department of Health
- Manager, Alcohol and Drug Services Unit
Health Department Victoria
- Director and Assistant Director,
Alcohol and Drug Dependence Services
Queensland Health Department

Additional comments were supplied by the following State/Territory NCADA representatives

- Secretary
Alcohol and Drug Dependency Board,
Tasmania
- Director
Alcohol and Drug Authority
Western Australia



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NATIONAL ALCOHOL BEVERAGE INDUSTRIES COUNCIL:

The National Alcohol Beverage Industries Council (NABIC) is the professional organisation representing the interests of the alcohol industry. The Retail Committee comprises:

- National Director
Australian Hotels Association
- President and Vice-President
Australian Liquor Stores Association
- Chief Executive
National Restaurant and Catering Association
- Executive Director
Registered and Licensed Clubs Association of Australia
- President and Vice-President
Retail Liquor Stores Association of New South Wales

Other Members of NABIC are:

- Australian Associated Brewers
- Australian Wine & Brandy Producers Association
- Distilled Spirits Industry Council of Australia

Additional acknowledgement is given to the Chairman of NABIC for his support and comments

FEDERATED LIQUOR AND ALLIED INDUSTRIES EMPLOYEES UNION OF AUSTRALIA:

- Assistant Federal Secretary
Federated Liquor and Allied Industries Employees Union of Australia



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N·A·B·I·C

NATIONAL ALCOHOL BEVERAGE INDUSTRIES COUNCIL



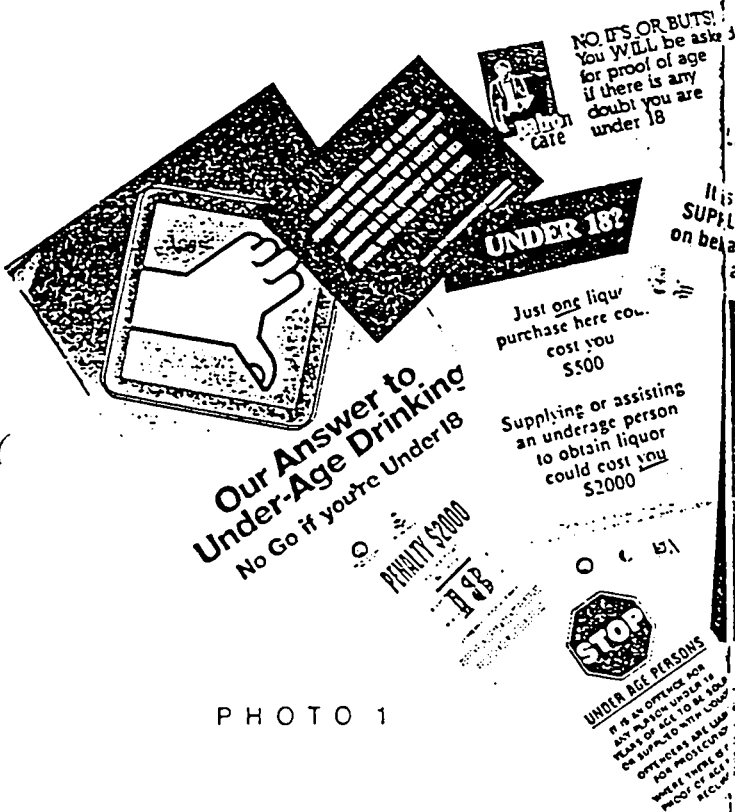


PHOTO 1

Examples of some of the initiatives and signs displayed in licensed premises around Australia which:
 Photo 1 — remind patrons of the legal drinking age and that they can be asked for proof of age.
 Photo 2 — remind patrons of the dangers of combining drinking with driving or offer patrons alternatives to combining drinking with driving.



PHOTO 2



APPENDIX V

RESPONSIBLE SERVICE OF ALCOHOL QUESTIONNAIRE

PRE-TEST: ID: _____

Section 1:

1. What is your staff position?:

- Barman/Barmaid. 1
- Security Staff. 2
- Manager. 3
- Other (*please describe*) 4 (5)
- _____ (6)

2. How many years have you worked in the hospitality industry? _____ Years (7-8)

3. Are you? Male 1
Female. 2 (9)

4a. Have you received any previous training in the responsible service of alcohol? Yes. 1
No 2 (10)

4b. If "yes" please describe briefly what that training was?

(11-12)

Section 2: Knowledge Quiz

(Circle the correct answer)

- | | TRUE | FALSE | |
|---|------|-------|------|
| 1. In NSW a licensee can be fined up to \$2,000 for supplying alcohol to a person under the age of 18 years. | T | F | (13) |
| 2. It is illegal in NSW to serve alcohol to an intoxicated person.. . . . | T | F | (14) |
| 3. If patrons are disruptive in an hotel or club, the owner is not legally responsible. | T | F | (15) |
| 4. If a patron gets drunk the server is legally responsible only if he or she served all the alcohol drunk by the patron. | T | F | (16) |
| 5. A patron can drink as much as he/she chooses in a pub or club. | T | F | (17) |
| 6. If a person is intoxicated in a pub or club the licensee is guilty until proven innocent. | T | F | (18) |
| 7. A birth certificate is a satisfactory proof of age.. . . . | T | F | (19) |
| 8. A middy of beer has the same amount of alcohol as a nip of scotch. | T | F | (20) |
| 9. Two middies of Toohey's Blue are equivalent in alcohol content to one middy of full strength beer. | T | F | (21) |
| 10. It takes approximately one hour for the body to absorb and eliminate one standard drink. | T | F | (22) |
| 11. If you have something to eat while your'e drinking you can lower your BAC (Blood Alcohol Concentration).. . . . | T | F | (23) |

12. If a man and a woman both drink three middies in an hour their BACs would be the same.. . . . T F (24)
13. A man of average weight could drink five middies of regular beer in a three hour period and stay under the legal limit of 0.05%. T F (25)
14. A woman of average weight could drink four glasses of wine in two hours and stay under the legal limit of 0.05%. T F (26)
15. Drinking six standard drinks a day is not risky to the health of an adult male. T F (27)
16. It is not healthy for a woman to drink more than two standard drinks a day. T F (28)
17. You can tell a person is getting intoxicated if their mood changes. T F (29)
18. An experienced drinker may develop tolerance to the effects of alcohol. T F (30)
21. If you drink black coffee after drinking alcohol it will help you sober up.. . . . T F (31)
22. If you do strenuous exercise after drinking alcohol, it will help you sober up. T F (32)
23. The only effective means of sobering up is time. T F (33)
24. If you don't feel intoxicated it OK to drive.. . . . T F (34)

QUESTIONS: *(Please write answers in the spaces provided)*

1. How much can you drink in two hours and keep below the legal limit of 0.05 mg % if you are

i) a man _____

ii) a woman _____

(63)

2. How do you know if someone is drunk? List four common signs?

(64)

3. Name three things you could do to deal with a disruptive patron.

(65)

4. What are three things you can do to stop a patron getting drunk?

(66)

(67-68)

RESPONSIBLE SERVICE OF ALCOHOL QUESTIONNAIRE

POST-TEST:

ID: _____

Section 2: Knowledge Quiz

(Circle the correct answer)

1. In NSW a licensee can be fined up to \$2,000 for supplying alcohol to a person under the age of 18 years. T F (41)

2. It is illegal in NSW to serve alcohol to an intoxicated person.. . . . T F (42)

3. If patrons are disruptive in an hotel or club, the owner is not legally responsible. T F (43)

4. If a patron gets drunk the server is legally responsible only if he or she served all the alcohol drunk by the patron. T F (44)

5. A patron can drink as much as he/she chooses in a pub or club. T F (45)

6. If a person is intoxicated in a pub or club the licensee is guilty until proven innocent. T F (46)

7. A birth certificate is a satisfactory proof of age.. . . . T F (47)

8. A middy of beer has the same amount of alcohol as a nip of scotch. T F (48)

9. Two middies of Toohey's Blue are equivalent in alcohol content to one middy of full strength beer. T F (49)

10. It takes approximately one hour for the body to absorb and eliminate one standard drink. T F (50)

11. If you have something to eat while your'e drinking you can lower your BAC (Blood Alcohol Concentration). T F (51)
12. If a man and a woman both drink three middies in an hour their BACs would be the same. T F (52)
13. A man of average weight could drink five middies of regular beer in a three hour period and stay under the legal limit of 0.05%. T F (53)
14. A woman of average weight could drink four glasses of wine in two hours and stay under the legal limit of 0.05%. T F (54)
15. Drinking six standard drinks a day is not risky to the health of an adult male. T F (55)
16. It is not healthy for a woman to drink more than two standard drinks a day. T F (56)
17. You can tell a person is getting intoxicated if their mood changes. T F (57)
18. An experienced drinker may develop tolerance to the effects of alcohol. T F (58)
21. If you drink black coffee after drinking alcohol it will help you sober up. T F (59)
22. If you do strenuous exercise after drinking alcohol, it will help you sober up. T F (60)
23. The only effective means of sobering up is time. T F (61)
24. If you don't feel intoxicated it OK to drive. T F (62)

QUESTIONS: *(Please write answers in the spaces provided)*

1. How much can you drink in two hours and keep below the legal limit of 0.05 mg % if you are

i) a man _____

ii) a woman _____

(63)

2. How do you know if someone is drunk? List four common signs?

(64)

3. Name three things you could do to deal with a disruptive patron.

(65)

4. What are three things you can do to stop a patron getting drunk?

(66)

(67-68)

Section 3:

(Please indicate how much you agree or disagree with the following statements by circling the appropriate number) .

- | | Strongly
agree | Agree | Undecided | Disagree | Strongly
disagree | |
|---|-------------------|-------|-----------|----------|----------------------|------|
| 1. I would not hesitate to ask any one who looks underage for ID. | 1 | 2 | 3 | 4 | 5 | (69) |
| 2. I do not feel confident enough to refuse service to intoxicated persons. | 1 | 2 | 3 | 4 | 5 | (70) |
| 3. I would not hesitate in refusing service to any intoxicated person who has to drive home. | 1 | 2 | 3 | 4 | 5 | (71) |
| 4. In general, I would feel comfortable making a comment to an intoxicated patron about his or her behaviour. | 1 | 2 | 3 | 4 | 5 | (72) |
| 5. In general, I would not feel comfortable in suggesting to a patron to slow down their drinking. | 1 | 2 | 3 | 4 | 5 | (73) |
| 6. In general, I would feel comfortable offering food or a non-alcoholic drink to a patron showing signs of intoxication. | 1 | 2 | 3 | 4 | 5 | (74) |

Section 4:

In this section we would like to know what you thought of the training session. For each category please circle the phrase which best describe your opinion.

1. The training session overall

a. *Boring* *Somewhat interesting* *Very interesting* (75)

2. Information Presented

a. *Too much* *About right* *Not Enough* (76)

b. *Too technical* *About right* *Too basic* (77)

c. *Very useful* *Somewhat Useful* *Not at all useful* (78)

d. *Not enough new information* *Right amount* *Too much new information* (79)

3. Discussion

a. *Not enough* *About right* *Too much* (80)

4. Presentation

a. *Well organised* *Badly organised* (81)

b. *Clearly presented* *Poorly presented* (82)

5. Please indicate any parts of the course you would like to know more about?

6. Please indicate any areas that weren't covered that you would like to have included in the course.

(85-86)

7. Additional comments: _____

(87-88)

THANK YOU FOR YOUR CO-OPERATION

APPENDIX VI

IDEAS/SUGGESTIONS FOR RESPONSIBLE PRACTICES

- * Signs regarding the law (intoxicated persons) to be displayed
- * New staff to be given written notification of the law as it relates to intoxicated persons and minors (plus a copy of the NABIC guidelines in responsible serving)
- * Signs alerting patrons of amounts to be consumed to stay under the limit (.05)
- * Ongoing staff training
- * Some food to be made available at bars, not only from vending machines. It was agreed that good food would sell; such things as pies and sausage rolls wouldn't
- * Advertising of lite beers
- * Lower the price of lite beers
- * Advertising of non-alcoholic drinks
- * List of non-alcoholic drinks
- * Keyed lockers for car keys
- * Discouraging doubles and triples
- * Area set up for family groups
- * Food to be available at all times
- * Discouraging doubles and triples
- * Signs to let people know what food is available ie. heavier promotion of bistro
- * Advertising of lite beers both by way of signs on the walls and drink coasters on tables
- * Doing special promotions of lite beer
- * Making non-alcoholic cocktails ("mocktails") available
- * Promoting "mocktails" by way of a blackboard etc
- * Displaying list of all drinks, including non-alcoholic ones
- * Introducing good quality entertainment
- * Having a breathalyser unit on the premises and encouraging sensible use of it

- * Make food available for longer periods of time; food to be of good quality and not expensive
- * Have snacks on the bar
- * Have more lite beers on tap and a bigger variety of lites
- * Have food giveaways instead of alcohol giveaways
- * Keep bar tidy so that people don't treat it like a hovel
- * More supervisors
- * More security
- * Stronger discipline of patrons
- * Free pool to slow patrons drinking
- * Ensure that security, staff and management all work together to prevent problems from occurring
- * Provide staff with ongoing training and information sessions so that they are aware of all the issues. eg. staff need to know that at any sign of trouble they notify the supervisor and that it is part of their job to keep an eye on things
- * Signs to let people know what food is available eg. blackboard menus in all bars, printed menus on tables etc
- * No happy hours
- * Make half nips available
- * More signs regarding the dangers of drink driving
- * Signs to encourage drinking in moderation
- * Any campaign to discourage heavy drinking and encourage moderation to be aimed at the 18-25 year age group
- * Restaurant hours to be extended
- * Advertising of restaurant inside the entrance
- * Advertising of menu on blackboard in all bars
- * Placement of attractive menus on each table in all bars
- * Barstaff to encourage patrons to use restaurant

- * Establishment of a coffee shop / juice bar to cater for those using the club's sporting facilities (club only)
- * Use of red light outside the premises to designate taxi demand
- * Discouraging doubles and triples
- * Promote beer as an enjoyable drink in moderation
- * Offering long drinks eg 1 nip in middy or schooner glass

DRAFT ONLY

RESPONSIBLE SERVING OF ALCOHOL

A planning document

Part 1 - setting the scene

Read the next 7 pages at your leisure and have a think about the contents. Make notes as you go along if you read anything which is particularly relevant to your premises or which you think is important.

When you have finished please go on to Part 2.

WHAT IS THIS DOCUMENT ALL ABOUT?

This document is designed to take you, step by step, through the process of putting together a plan to ensure the safety of your premises, your patrons and your staff.

The concept of safe, well run premises is tied to the concept of "responsible serving". If an establishment is full of intoxicated patrons it is highly unlikely that anyone will regard it as pleasant or safe.

The ideas and suggestions included in this document are put forward in order to help proprietors and managers come up with strategies to minimise the likelihood of drunkenness occurring and to encourage drinking in moderation.

WHAT ARE THE BENEFITS ASSOCIATED WITH THE RESPONSIBLE SERVING OF ALCOHOL?

- * attraction of patrons looking for a responsible drinking environment
- * an enhanced image for the liquor and hospitality industries
- * an improved atmosphere for patrons and staff
- * a decrease in anti-social and criminal behaviour in the vicinity of the licensed premises
- * a decrease in alcohol-related road trauma

THINGS YOU NEED TO CONSIDER ABOUT YOUR PREMISES

If you want to make your premises more pleasant and safer for your patrons there are a number of things you need to think about such as:

- * the drinking environment
- * your serving practices and house policies
- * security and
- * entertainment

Are there any changes that you think could be made to your premises that would make them safer, that would make patrons and staff feel more comfortable and secure and that would ultimately attract new business?

The first few pages look at those things which can affect people's behaviour. Please read these pages carefully before you start.

THE ENVIRONMENT - How it affects people's behaviour

Are you aware of how important the environment is in terms of behaviour? **Environments affect the way people behave.** A dirty, messy environment with disinterested staff and management will signal to patrons that there are no standards and that therefore "anything goes". A crowded environment where patrons have to push and shove to get from point A to point B encourages aggression.

How is **your** behaviour affected, or how do **you** feel when you walk into premises where:

- you can't breathe because of the smoke?
- you can't find anywhere to sit?
- you can't move because it's so crowded?
- you're surrounded by drunks?
- the bar person is rude to you?
- you can't work out where the toilets are?
- the security staff are aggressive?
- the carpark is dark and deserted?

Although reactions to the above situations differ I'm sure you would agree that in most cases you wouldn't feel very comfortable. And if patrons don't feel comfortable they don't come back! If the environment is so uncomfortable that it makes patrons aggressive then proprietors could have even bigger problems on their hands.

Important aspects of the environment that you need to consider are:

- entry and exit points - are they well lit?
- premises - are they kept clean and tidy?
- seating - is there enough of it? is it comfortable?
- ventilation - is it adequate?
- the carpark - is it well lit?
- toilets - are they clean and well maintained?
- good signs (directions to toilets; dress rules; rules of responsible serving)
- adequate space - avoid overcrowding
- corridors/walkways - is it be easy to walk from one section to another?
- smoke free/quiet area - is there one?

PRACTICES THAT PROMOTE SENSIBLE DRINKING (and may have an impact on people's behaviour)

All licensed premises should be promoting responsible drinking. They should have:

- * **responsible** promotions that don't reduce the price of alcohol too much
- * food available at all times
- * a good selection of low alcohol and non-alcoholic drinks
- * staff that **know** when to stop serving someone

It's essential to stop patrons drinking to the point of intoxication. If patrons get drunk they are liable to harm not only themselves but others as well, including staff.

The push for responsible serving practices should not necessarily be seen as a bad thing. The community is demanding safer and nicer drinking environments. Those proprietors who provide this will be winning back lost patrons as well as attracting many new ones.

HOUSE RULES/POLICIES/GUIDELINES

Even if you don't know it, you already have policies in place but you probably don't call them policies!

Policies/rules/guidelines are terms that are sometimes used interchangeably. To put it simply, if you have a policy on smoking for example it means that you have one or more **rules** covering smoking. You may insist for example that staff cannot smoke on duty or that they can only smoke in a particular bar. You may also have a smoke free bar for patrons where no smoking is allowed at any time. Under these circumstances you would say that you have a smoking **policy** which covers both staff and patrons.

If patrons **know** that there are certain rules (for eg. dress regulations) on the premises most of them will abide by them. It is essential however that there are signs alerting them to the rules and also that staff tactfully, but firmly, insist that the rules are followed.

Should policies be written?

If you have signs up regarding service to intoxicated patrons for example, is it necessary to have a written policy about it as well? The simple answer is: **YES**.

In terms of service and safety you should have **written** policies on:

- * responsible serving of alcohol (eg. who staff **shouldn't** serve and why)
- * first aid practices (eg. what to do if a patron collapses)
- * emergency situations (eg. what to do if a fight breaks out or if a member of staff is threatened in any way)
- * patron service/philosophy (eg. how staff should serve patrons)
- * complaints procedure. If a complaint is made a record of it should be kept. Complaints should be addressed promptly, either verbally or in writing. **If people think their complaint is not being taken seriously, the reputation of the premises is at risk.**

All policies should be kept in a policy manual kept in the office and changes should be made to it when required. **It needn't, and shouldn't, be fancy.** It's a working document on which the operations of the business are based.

You can have a separate policy manual for staff or you can include it as a section of your main policy manual. The staff section would probably include such things as what you expect them to wear while they are working, when/where/whether they can smoke or play pool and what behaviour is expected of them for example. (If you want to spell out what their job entails, hours of work etc this should be included in a separate "Job Description").

Its not enough however just having written policies. **You need to go through policies with new staff and explain them.** You can't expect staff to do exactly what you want unless you tell them what it is you expect!

If you expect and want patrons to behave in a certain way you must make it clear to them through signs for example. If you have a policy not to serve anyone who is thought to be intoxicated you need signs so that patrons know that this is the rule in your premises because it is a clause under the Liquor Act. These signs are also very helpful for staff as they act as backup when they have to deal with intoxicated patrons.

These signs are now available from the Liquor Administration Board.

SECURITY

Some premises have a reputation for violence and disorderly conduct. In this situation there is a fairly obvious need to have security staff on duty.

Recently however there has been a lot of discussion regarding the private security industry and some research suggests that security staff are often the ones responsible for the violence which occurs.

It is therefore very important that if you see the need for security staff you ensure that they know exactly what sort of behaviour is expected of them.

Security staff should be able to defuse a situation and calm people down. They need to be good talkers with good people-handling skills. Do your security staff fit the bill? If not, perhaps you should start thinking about how their behaviour affects your business.

Security staff are the first people your patrons come into contact with. If they are offhand, threatening or in any way badly behaved it reflects poorly on your business. They are the ones who decide who will and who will not be admitted and are, in a way, your front row public relations officers.

Some establishments are now putting women security personnel on the doors as a strategy to try to reduce opportunities for violent behaviour.

ENTERTAINMENT

A lot of research is being done about the effect of different types of entertainment on people's behaviour but the results are far from conclusive. What has been agreed on however is that if entertainment is of **poor quality** patrons get bored. Clearly when patrons get bored they look for their own entertainment and loud and aggressive behaviour may be the end result.

KEEPING UP WITH CHANGE

Do you know what it is your patrons want? How do you know? How often do you ask them? Are you trying to attract new customers? How? Do you know what people are demanding of hotels/clubs these days? How do you know? Do you ask them?

The point that we are trying to make here is that times change, people's attitudes/habits/demands change and **you** need to be aware of changing attitudes within the community. It is crazy to cling to old ideas if they are going to send you bankrupt!

A good example is the idea of the "smoke free" area. You may think it's a crazy idea but one hotel in Sydney did it's own research and found that **90% of its current patrons** thought there should be an area in the hotel that was smoke-free! This hotel is most likely going to attract a lot of new non-smoking patrons.

Another thing to remember is that your current patrons only represent a tiny proportion of your potential customers. Your current patrons may want things to stay the way they are but there are a lot more people around with a lot more money who want to see changes happening!

YOUR REPUTATION

To develop a good reputation is extremely difficult. To get a bad one is easy. Consider the following facts:-

- * It has been shown that a person who has a problem with a business tells 9 to 10 people about it **but they rarely complain to management.**
- * It is estimated that a business doesn't hear from 96% of its unhappy customers.
- * It is estimated that every time there is a violent incident in licensed premises **the premises loses 6 patrons.**

The message is clear. You need work **constantly** to improve your image.

RUNNING AN UNSAFE ESTABLISHMENT

We are all aware of how much it costs to run a business and especially to **improve** a business. On the other hand, have you ever thought about how much it costs you to have drunken patrons?

Consider these costs:

- * Lost patronage
- * Breakages - glasses, ashtrays, light fittings
- * Replacement costs for damaged chairs, tables, carpet
- * Cost of discounting drinks
- * (extra) Security staff
- * Staff turnover (not only \$\$'s but also the inconvenience, aggravation). Staff leave if they aren't happy with their work environment.
- * Cleaning costs

DRAFT ONLY

RESPONSIBLE SERVING OF ALCOHOL

A Planning Document

Part 2 - getting down to business

WHERE DO I START??

Firstly, you can't do everything at once! What you need to work out initially is:

- a) what your premises are like now
- b) how you would like your premises to be
- c) what changes you need to make, and
- d) how you are actually going to make these changes

At the back of this document you will find forms for you, your staff and your managers to complete. If you are to get anything out of this exercise you and your staff need to be completely honest. There is no good pretending that things run well if they don't!

These forms will help you decide what improvements need to be made on your premises.

It's important that a number of people fill out the forms. One person may miss something!

It is important to get your staff involved in one way or another. Staff are the ones with first hand knowledge of the way your business runs. If you don't involve them you cannot expect them to be enthusiastic about the changes that you may want to introduce. **If your staff see that the changes you are making will lead to a better working environment for them they will welcome the changes and help out more.**

You will notice that the questions on the forms relate to many minor things that you may think aren't really relevant. It should be remembered however that all these small things, when taken together, have a significant impact on the level of comfort which patrons experience.

The more comfortable and safe patrons feel, the better the atmosphere and the less likely it is that problems will occur. It is also this better atmosphere which will hopefully attract much better customers - customers who drink moderately and do not cause you problems.

STEP 1 - Hand out questionnaires

Step 1 is in the form of a questionnaire covering 5 topics:-

- * Environment
- * Service/Serving Practices
- * Signs/Rules/Policies
- * Entertainment
- * Security

Decide who is going to fill out the questionnaire and then give them each a copy. **Make sure you give them a deadline for returning the questionnaire to you.**

Which people you get to fill out the questionnaire is up to you. Staff and management are the obvious first choice; if you have friends who are regular patrons you may decide to enlist their help as well. Remember however that the questionnaire has been designed for those who work on the premises; some questions will be meaningless to others. ("Is there a training manual for new staff?")

The number of people you get to fill out the questionnaires is also up to you. Remember, it's good to get a broad cross-section of opinion. On the other hand, the more people that fill out the questionnaire, the more work you have to do putting all the information together! As a rough guide however somewhere between 5 and 10 responses would give you a reasonable guide.

Whoever does it, they should **not** fill it out at home but should do it while they are on the premises. The reason for this is simple. One of the questions for example is "Is the carpark well lit?" If you can't remember whether it is or isn't, and you're sitting at home filling out the form, you may be tempted to guess!

STEP 2 - Let people know what's happening

Hold a staff meeting to inform staff (and management if they don't already know) of what is happening. Explain that you are looking at ways of making the premises safer and more comfortable and also at ways of attracting new patrons. Explain that in the process their working environment will be improved.

Even if you decide not to get staff members to fill out individual questionnaires you might like to go through it with them in a staff meeting and ask for their comments as a group. You may also like to photocopy part 1 of this document and give it to staff to have a look at. This will give them a bit more of an understanding of what you are doing.

STEP 3 - Sort through the questionnaires

Once you have all the questionnaires back you need to go through **every** question on **every** questionnaire. This is very time consuming but don't lose heart!

There are approximately 75 questions in all and it will take you some time to go through and make sense of the answers.

Making sense of the responses. (after reading this section, please go to page.... which shows examples of each step.)

1. Look at how people responded to question 1. Add up the number of people who ticked the "I.N" (Improvement Needed) column. If 10 people ticked the "I.N" column turn to the "Tally sheet" on page... and write "10" in the space beside question 1. That means that 10 people out of all those who filled in the questionnaire think that there is an improvement needed.

Repeat this exercise for every question.

What you will have at the end of this process is a number recorded beside each question on your "Tally Sheet." (see page...)

2. The next step is to go through all the numbers that you have recorded beside each question on your "Tally Sheet" and circle the **highest 15**.

Write down those 15 points which are in most need of improvement on page.... (In the right hand column put the highest number at the top and the lowest at the bottom).

Go through the list and determine if the things listed are things which you can change. If for example you come across something that you know is going to cost you a million \$\$\$'s and you haven't got it, cross it off. Similarly, if you think one of the improvements isn't achievable (for whatever reason) cross it off also.

After you have finished this exercise you will be left with a list of between 10 and 15 improvements. The one listed as number 1 will be the one that the most number of people think needs improvement.

If you think they are all achievable and a good idea, cross out the ones at the bottom until you have just 10 improvements listed. These are the most important ones and the ones to concentrate on. (See page... for an example)

STEP 4 - Deciding exactly what the changes are going to be

Not all of them will be easy to record. For example, if most people think the carpark isn't well lit and it should be, this is quite easy. The improvement can be recorded as "improve carpark lighting". If however, people think that intoxicated patrons spoil other patrons enjoyment, you have to work out **what to do to improve this situation**. One venue may decide that the improvement is "bar staff to be better trained to prevent drunkenness" occurring, another venue may think "to train security staff to remove troublesome patrons" is a better idea. Another may think that "heavier promotion of food" would solve the problem. **YOU** have to decide what the improvement is to be.

When you have decided what the improvements should be, write them down in the "Nature of Improvement" column.

STEP 5 - How the improvements are to be carried out

Once you know what needs improvements need to be made to improve patron service and safety you have to work out:

- a. **What** exactly needs doing
- b. **How much** they will cost
- c. **Who** is to do it and
- d. **When** they should be done by

(See page....)

Do things systematically. You're not going to be able to do everything at once. The improvements may take 6 to 12 months to carry out. As long as you stick to a plan which you have put down on paper you will succeed.

STEP 6 - Follow up

After you have made all the changes that you have identified and have crossed them off your list, ask management and staff for feedback. Has it made any difference? Has it adversely affected your business? Has it improved your business? Have you got a good response from customers? Although this is the last step it is a very important one. If the response is good and you feel you, your staff and your business are better off, you can go on to bigger and better things!

GOOD LUCK!!!

QUESTIONNAIRE

Signs/rules/policies	YES	NO	"I.N"	
1. Is there an induction manual for new staff?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Is there an on the job training session for new staff?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Does this training include any written guidelines?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Do you have clear written guidelines for the serving of alcohol to intoxicated patrons?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Do you have clear written guidelines for the serving of alcohol to minors?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Do staff have clear instructions as to how they should communicate with security while working?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Are clear dress rules displayed where patrons can easily see them?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Are dress and entry conditions enforced consistently?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Are there any signs referring to behaviour?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Are these signs displayed where patrons can read them easily?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Do signs inform patrons about moderate drinking behaviour?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Do you have signs regarding service to intoxicated patrons?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Do you have regular management meetings?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. Do you have regular staff meetings?		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Service

- | | | | |
|---|--------------------------|--------------------------|--------------------------|
| 15. Does the pub/club have a customer service philosophy? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 16. Have staff had any training in service? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 17. Are there sufficient staff on duty for the work? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 18. Are management always available to staff? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 19. Is management's presence sufficiently obvious to staff and patrons? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 20. Are staff easily identified (nametags, uniforms etc)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 21. Can patrons get to the bar easily? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 22. Is rubbish/glasses removed, ashtrays emptied frequently? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Serving Practices

- | | | | |
|---|--------------------------|--------------------------|--------------------------|
| 23. Do you have practices which encourage binge drinking? (happy hours etc) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 24. Are there often many intoxicated patrons on the premises? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 25. Are they tolerated? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 26. Does intervention occur early enough?
(ie before things get out of hand?) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 27. Are staff aware of how to handle difficult situations
involving intoxicated patrons? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

- | | | | |
|---|--------------------------|--------------------------|--------------------------|
| 28. Are staff trained to take particular care of intoxicated or semi-intoxicated patrons? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 29. Do staff know the law in relation to the service of alcohol to minors? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 30. Do staff know the law in relation to the service of alcohol to intoxicated patrons? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 31. Are staff instructed to call management when problems with intoxicated patrons arise? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 32. Do staff refuse service to intoxicated patrons? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 33. Are intoxicated patrons a threat to staff? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 34. Do intoxicated patrons spoil other patrons enjoyment? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 35. Are meals available to patrons during all opening hours? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 36. Are snacks available at all bars? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 37. Is the food promoted well enough? (through signs, menus on tables etc) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 38. Do you have non-alcoholic drinks available? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 39. Are they promoted well enough? (signs, special promotions etc) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 40. Do you have a good range of lite beers? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 41. Are they promoted enough? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

The Environment

- | | | | |
|--|--------------------------|--------------------------|--------------------------|
| 42. Is the outside well lit? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 43. Is the carpark well lit? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 44. Is the carpark monitored (by management, security etc)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 45. Is there a staff presence outside the venue? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 46. Are the entry and exit points well lit? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 47. Are toilets well signed? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 48. Does someone check the toilets regularly during working hours? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 49. Is there someone to clean toilets during working hours? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 50. Are the tables cleaned/ashtrays emptied systematically? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 51. Is there sufficient seating? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 52. Are the premises overcrowded? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 53. Is the air conditioning/circulation adequate? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 54. Do you have a "smoke free" area? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 55. Are all areas inside the premises properly lit? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 56. Are all areas of the bar visible to the staff? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Entertainment

57. Is it the kind that makes people rowdier and encourages them to drink more?
58. Do patrons get bored and look for something else to do?
59. Is the entertainment area overcrowded?
60. Is the entertainment area adequately ventilated?
61. Do certain promotions appear to encourage drunkenness, rowdiness or violence?
62. Do most patrons appear to enjoy the entertainment?
63. Do patrons have access to quiet areas as well as the dance/music area
64. Is there enough room for dancing?

Security

65. Is security staff trained to deal with conflicts in a non-confrontational manner?
66. Have they been properly trained/briefed as to their role?
67. Is there good communication between bar staff, management and security personnel?
68. Are emergency phone numbers marked on all phones?
69. Are security staff aware of clauses under the Liquor Act relating to intoxication?

70. Do security staff tend to be aggressive?
71. Is physical handling of patrons acceptable?
72. Is an incident register kept?

QUESTIONNAIRE

Signs/rules/policies

1. Is there an induction manual for new staff? _____
2. Is there an on the job training session for new staff? _____
3. Does this training include any written guidelines? _____
4. Do you have clear written guidelines for the serving of alcohol to intoxicated patrons? _____
5. Do you have clear written guidelines for the serving of alcohol to minors? _____
6. Do staff have clear instructions as to how they should communicate with security while working? _____
7. Are clear dress rules displayed where patrons can easily see them? _____
8. Are dress and entry conditions enforced consistently? _____
9. Are there any signs referring to behaviour? _____
10. Are these signs displayed where patrons can read them easily? _____
11. Do signs inform patrons about moderate drinking behaviour? _____
12. Do you have signs regarding service to intoxicated patrons? _____
13. Do you have regular management meetings? _____
14. Do you have regular staff meetings? _____

Service

- 15. Does the pub/club have a customer service philosophy? _____
- 16. Have staff had any training in service? _____
- 17. Are there sufficient staff on duty for the work? _____
- 18. Are management always available to staff? _____
- 19. Is management's presence sufficiently obvious to staff and patrons? _____
- 20. Are staff easily identified (nametags, uniforms etc)? _____
- 21. Can patrons get to the bar easily? _____
- 22. Is rubbish/glasses removed, ashtrays emptied frequently? _____

Serving Practices

- 23. Do you have practices which encourage binge drinking? (happy hours etc) _____
- 24. Are there often many intoxicated patrons on the premises? _____
- 25. Are they tolerated? _____
- 26. Does intervention occur early enough? (ie **before** things get out of hand?) _____
- 27. Are staff aware of how to handle difficult situations involving intoxicated patrons? _____
- 28. Are staff trained to take particular care of intoxicated or semi-intoxicated patrons? _____

29. Do staff know the law in relation to the service of alcohol to minors? _____
30. Do staff know the law in relation to the service of alcohol to intoxicated patrons? _____
31. Are staff instructed to call management when problems with intoxicated patrons arise? _____
32. Do staff refuse service to intoxicated patrons? _____
33. Are intoxicated patrons a threat to staff? _____
34. Do intoxicated patrons spoil other patrons enjoyment? _____
35. Are meals available to patrons during all opening hours? _____
36. Are snacks available at all bars? _____
37. Is the food promoted well enough? (through signs, menus on tables etc) _____
38. Do you have non-alcoholic drinks available? _____
39. Are they promoted well enough? (signs, special promotions etc) _____
40. Do you have a good range of lite beers? _____
41. Are they promoted enough? _____

The Environment

- 42. Is the outside well lit? _____
- 43. Is the carpark well lit? _____
- 44. Is the carpark monitored (by management, security etc)? _____
- 45. Is there a staff presence outside the venue? _____
- 46. Are the entry and exit points well lit? _____
- 47. Are toilets well signed? _____
- 48. Does someone check the toilets regularly during working hours? _____
- 49. Is there someone to clean toilets during working hours? _____
- 50. Are the tables cleaned/ashtrays emptied systematically? _____
- 51. Is there sufficient seating? _____
- 52. Are the premises overcrowded? _____
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- 54. Do you have a "smoke free" area? _____
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- 56. Are all areas of the bar visible to the staff? _____

Entertainment

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Security

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- 66. Have they been properly trained/briefed as to their role? _____
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- 68. Are emergency phone numbers marked on all phones? _____
- 69. Are security staff aware of clauses under the Liquor Act relating to intoxication? _____
- 70. Do security staff tend to be aggressive? _____
- 71. Is physical handling of patrons acceptable? _____
- 72. Is an incident register kept? _____

**WAVERLEY MUNICIPALITY
RESPONSIBLE SERVING OF ALCOHOL PROJECT
COMMUNITY SURVEY**

Dear resident,

Waverley Council is currently undertaking a project in conjunction with a number of licensed premises (hotels, clubs and nightclubs). The aim of this project is to look at ways of minimising the likelihood of problems associated with over consumption of alcohol occurring in and around these premises. As part of this project we are conducting a survey to find out what residents think of the licensed premises in their area.

You have been chosen because you live close to one of the hotels which Council is interested in. Because of where you live we are interested in your perceptions of your neighbourhood. Your opinion is very important for our project and will, in the long term, help to benefit the whole community.

Waverley Council is committed to improving local amenities for residents and needs to be kept informed of local issues.

Enclosed is a questionnaire which we would like you to complete. Please answer all questions and return the questionnaire **by November 6** in the envelope provided. **You don't have to put a stamp on it.**

If you have any questions or for more information please call Jan Ward on 389 9344 from Monday to Thursday.

Thank you for your participation in this survey.

Yours faithfully,



**Ald. Barbara Armitage
MAYOR OF WAVERLEY**

COMMUNITY SURVEY

Firstly, we would like to ask you a few general questions.

Please circle the appropriate answer.

1. What is your sex

- Male 1
- Female 2

2. What is your age group

- Under 18 1
- 18 - 25 2
- 26 - 35 3
- 36 - 45 4
- 46 yrs and over 5

3. Which of the following best describes your household?

- Living alone 1
 - Single parent 2
 - Couple - no children 3
 - Couple with child(ren) 4
 - Share household (with relatives, friends, flatmates) 5
 - Other (please specify on next line) 6
-

4. How long have you lived at your current address?

- Less than 6 months 1
- 6 months to 12 months 2
- 1 to 2 years 3
- 2 to 5 years 4
- Longer than 5 years 5

Next, we would like to ask you some questions about the

.....

5. How far do you live from the?

- On the same block 1
- 1 street away 2
- 2 streets away 3
- Further 4
- Don't know 5

12. Have you ever wanted to make an official complaint about the
but haven't?

- Yes 1
- No 2

13. If you wanted to make a complaint, why didn't you?

14. Have you ever observed violence in, or around, the?

- Yes 1
- No 2

If you answered "no", go to question 17.

15. If "yes", when was the last time you observed violence in, or around, the
.....?

- Less than 1 month ago 1
- 1 to 3 months ago 2
- 3 to 6 months ago 3
- 6 to 12 months ago 4
- More than 12 months ago 5
- Don't remember 6

16. Do you think violence occurs in and around the

- Often 1
- Sometimes 2
- Rarely 3

17. Have you ever observed anti-social behaviour (eg. vandalism, offensive
behaviour etc) in, or around, the?

- Yes 1
- No 2

If you answered "no", go to question 22.

18. If "yes", when was the last time you observed this anti-social behaviour?

- Less than 1 month ago 1
- 1 to 3 months ago 2

3 to 6 months ago	3
6 to 12 months ago	4
More than 12 months ago	5
Don't remember	6

19. How often do you think this anti-social behaviour occurs?

Often	1
Sometimes	2
Rarely	3

20. Do you think that there is more trouble, ie violence and/or anti social behaviour in, and around, the during certain months? (for eg. during summer, after football games etc)

Yes	1
No	2
Don't know	3

21. If "yes", when do you think the problem is worse? - please specify

22. Have you ever heard about problems in, or around, the?

Yes	1
No	2

23. If you answered "yes" - where did you hear about them from?
Please circle more than one answer if appropriate.

Neighbours	1
Friends/acquaintances	2
Shopkeepers	3
Radio	4
TV	5
Somewhere else	6

24. Have you ever read about problems in, or around, the?

Yes	1
No	2

25. If you answered "yes", where did you read about them?
Please circle more than one answer if appropriate.

Local paper	1
-------------------	---

Metropolitan paper	2
Other (please specify on line below)	3

26. Do you think that in, or around, the is a dangerous place to be?	
Never	1
Sometimes	2
Always	3
Don't know	4

27. Do you think that in, or around, the is an unpleasant place to be?	
Never	1
Sometimes	2
Always	3
Don't know	4

Next, we would like to ask some questions about your particular drinking habits.

28. How often do you drink alcohol	
Daily	1
2 - 3 times a week	2
4 - 5 times a week	3
Once a week	4
Once a fortnight	5
Less than once a month	6
Never	7

If you never drink alcohol, please go to question 36.

29. How many drinks do you usually have on each occasion	
1 to 2 drinks	1
2 to 4 drinks	2
4 to 6 drinks	3
More than 6 drinks	4

30. Where do you usually drink	
At home	1
At the	2
At another pub	3
At another club	4
At restaurants	5
Somewhere else	6

31. What are your reasons for this choice (ie where you drink)?

32. Do you regularly drink at the

- Yes 1
- No 2

If you answered "no", go to question 35.

33. If "yes", how often do you drink there?

- Daily 1
- Once a week 2
- 2 - 3 times a week 3
- 4 - 5 times a week 4
- Once a fortnight 5
- Once a month 6
- Less than once a month 7

34. What are your main reasons for drinking there?
Please circle more than one answer if appropriate.

- It's close 1
- Friends drink there 2
- It's a nice/friendly place 3
- It has good food 4
- The drinks are cheap 5
- Poker machines 6
- Pool tables 7
- Entertainment 8
- Other (please specify below) 9

35. If you don't drink there regularly, why not?

36. How would you describe the

- Good place to be at 1
- Reasonable 2
- Rough 3
- Don't know 4

Comments _____

37. If you do not like the and do not drink there, are there any changes that management could make that would encourage you to eat or drink there socially? For eg. if they put in a good restaurant; if there was a nicer drinking environment for couples and groups; if there was less drunkenness etc.

Any other comments you would like to make

Thank you for your time and input. The information you have provided will be very helpful to the Responsible Serving of Alcohol Project which is being run by Waverley Council. This information will also be made available to the management of the and will assist them to make improvements.