



Alcohol Policy Coalition



VICTORIAN ALCOHOL POLICY ROADMAP PODCAST SERIES

PODCAST 2: THE ROLE OF PLANNING IN MANAGING ALCOHOL-RELATED HARMS

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The role of planning in managing alcohol-related harms



OVERVIEW

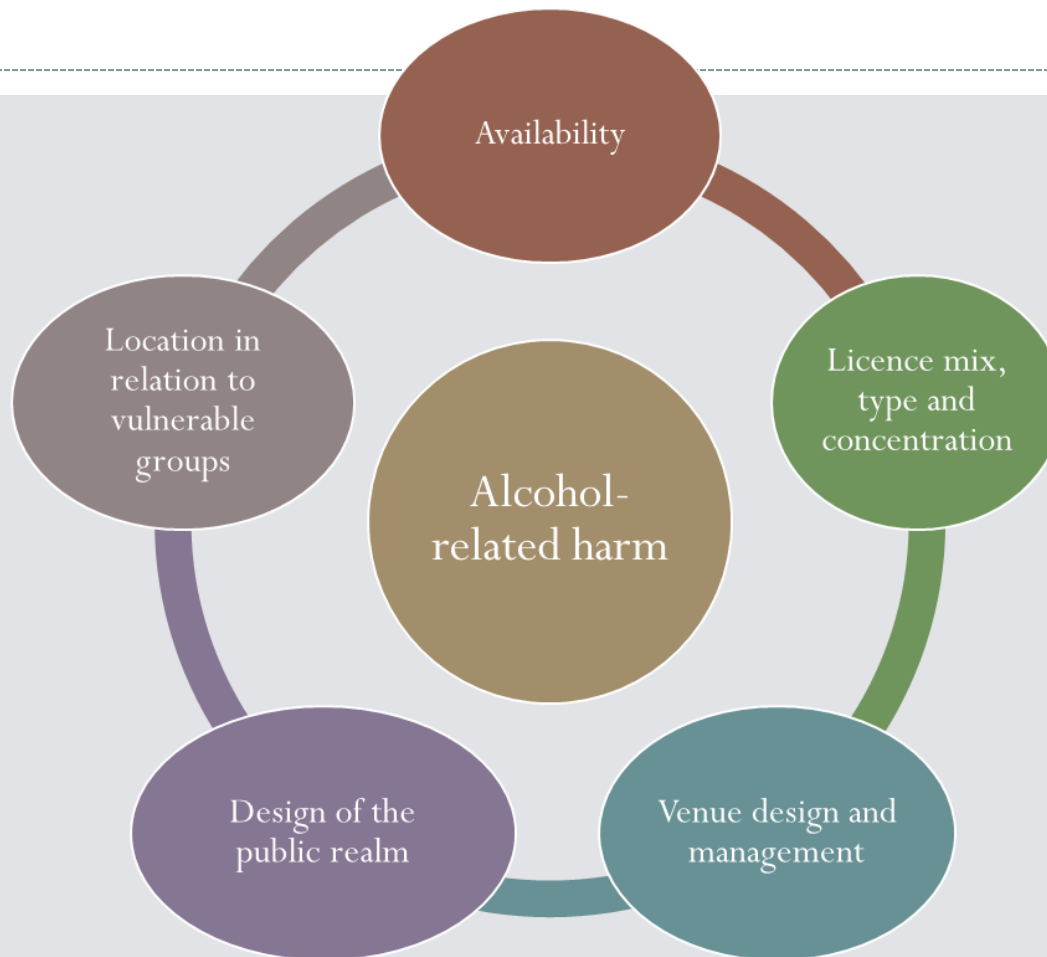
- Introduction to Symplan
- Determinants of harm
 - The relationship between the availability of alcohol and harms
 - Licence type, mix and concentration
 - Venue design and management
 - Design of the public realm
 - Sensitive uses and vulnerable groups
- The role and scope of urban planning and local governments
- Where to from here – advocacy and challenges

Symplan



- Urban and social planning practice that specialises in creating built environments that facilitate healthy lifestyle behaviours
- Developed expertise in:
 - Planning mechanisms to **manage licensed premises**
 - Planning mechanisms to manage location and density of gaming venues
 - Facilitating physical activity
 - Supporting mobility of people using ‘wheels’
 - Increasing access to healthy food options and managing location and density of fast food outlets
 - Developing municipal **health and wellbeing plans**
 - **Social impact assessments**
 - Community needs assessments
 - Expert evidence

Determinants of alcohol-related harm



Determinant	Risk Factor	Example
Density	High proportion of licensed premises in relation to other uses in a precinct	Entertainment precincts
Type of venue	Consumption of alcohol predominant activity	nightclub, hotel, pub, sports bar
Consumption pattern	Consumption off the premises	private homes, parties and public places
Patron size	More than 100	gross number inside, outside and on the footpath in entertainment precincts
Operating hours	Beyond normal trading hours	11pm
Design of the public realm	Poor natural surveillance, poor pedestrian connectivity and lack of supporting services and facilities	Lack of lighting, low activity along the street frontages or laneways
Location in relation to vulnerable groups and sensitive uses	Proximity to residential properties, concentrations of young people, concentrations of disadvantage and community facilities	Schools, tertiary education facilities, welfare and support services, houses, parks and recreation reserves, public housing



1. Availability of alcohol and harms

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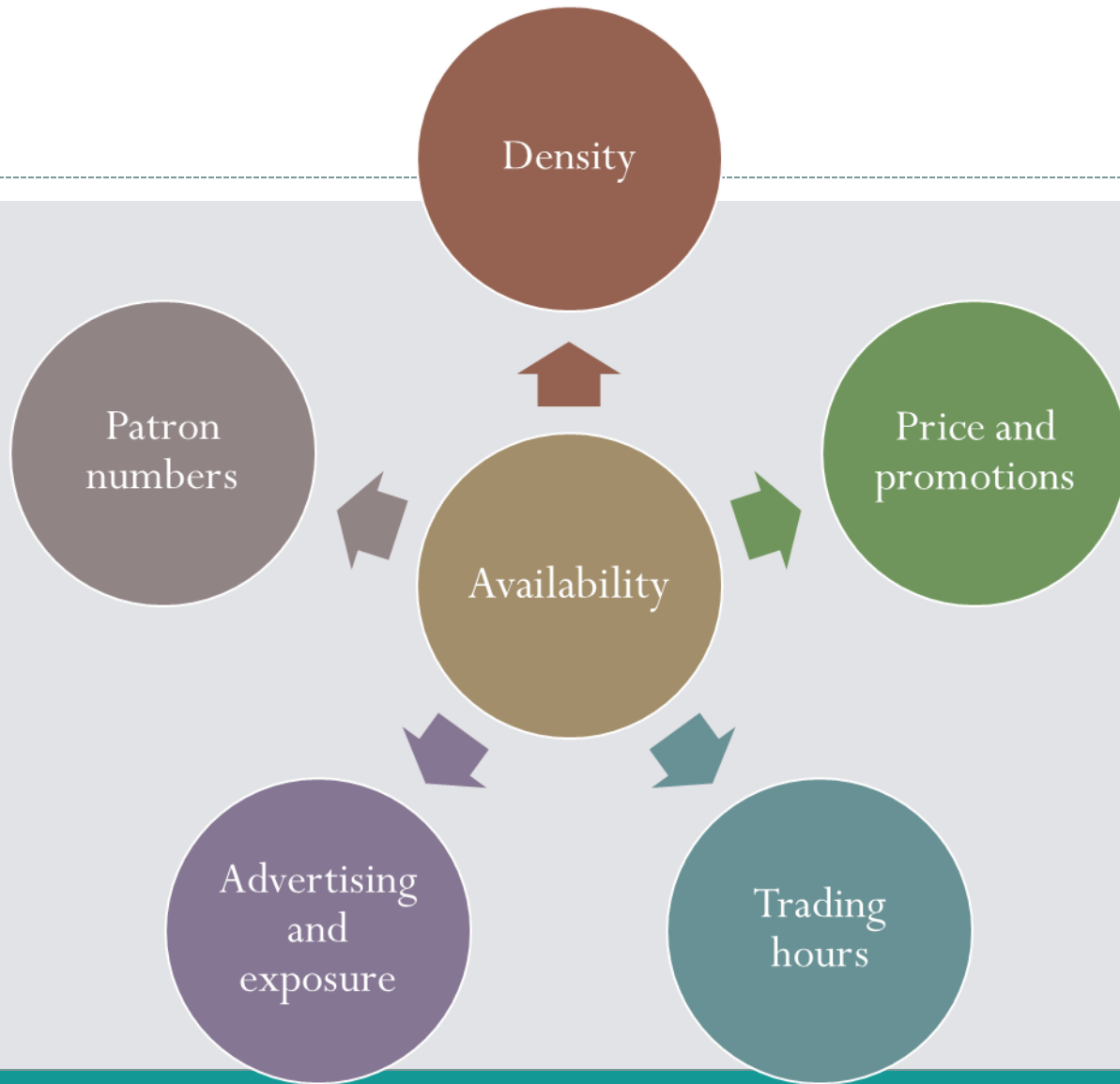


- Availability refers to opportunities to purchase and consume alcohol

“Controls on the supply and availability of alcohol have proven to be among the most effective and cost-effective approaches to limiting the harm done by alcohol”.

World Health Organisation (2006) *Framework for alcohol policy in the WHO European Region* p9

- “Availability theory”: greater availability decreases costs, both economic and convenience – the more available it is, the more people consume and the greater the harm





Density and harms:

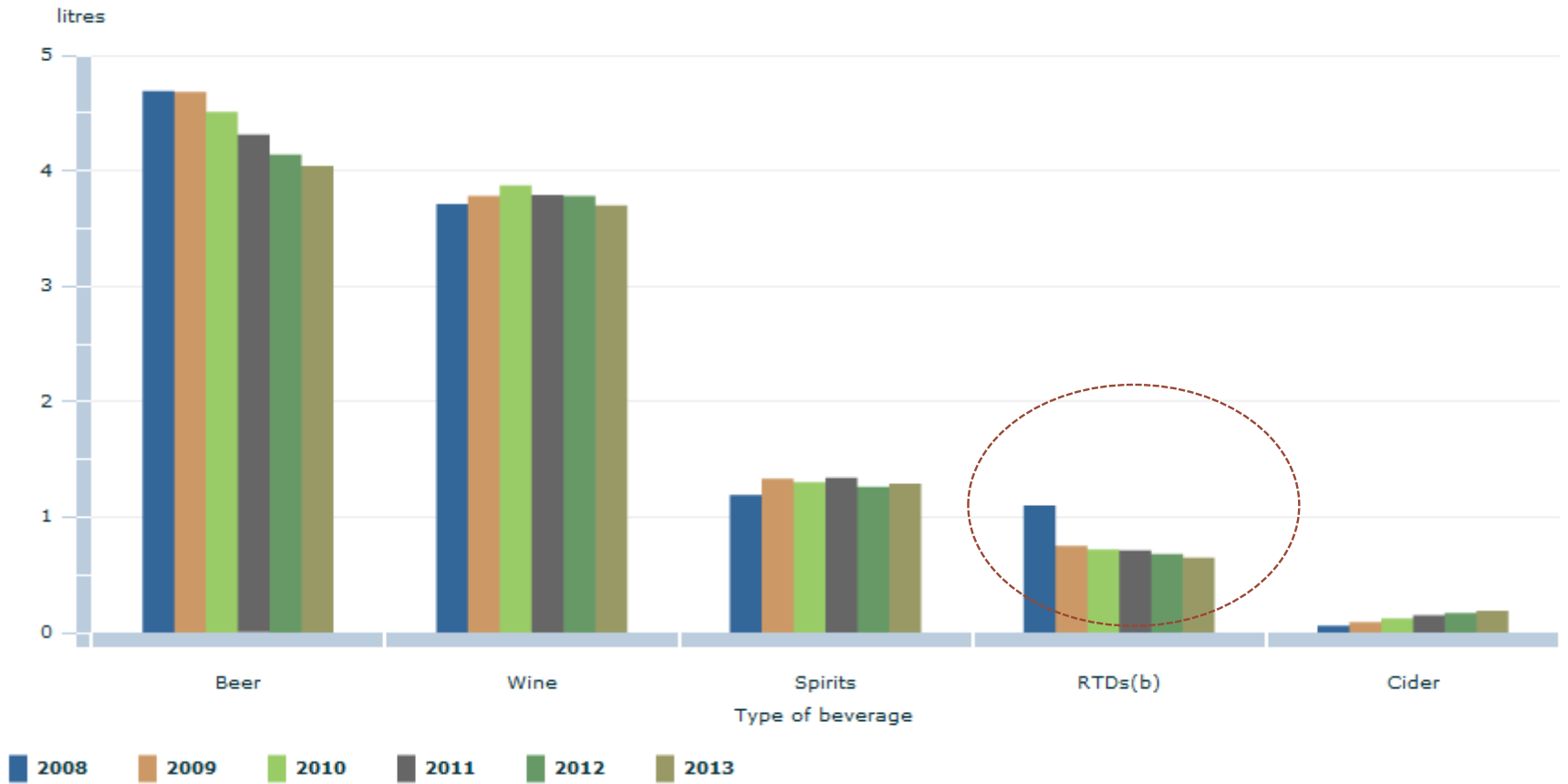
- Positive correlation between higher density and alcohol harms
- Regulating density of alcohol outlets has been shown to reduce excessive alcohol consumption and related harms
- Higher concentrations reduce travel costs and increase competition, both of which increase consumption and harms
- Need to regulate both density through total number of licensed premises and type
 - In inner city areas a density of more than 22 outlets per 10,000 people associated with harms
 - Practice Note 61 uses the benchmark of 3 venues within 100m and 15 venues within 500m

Price and Promotions:

- Simply, the cheaper alcohol is, the more people consume
- Research on minimum unit pricing has found that it would be effective in reducing 'price wars' and therefore consumption
- Concentrations and high densities stimulate competition which results in a reduction in price
- Increased taxes e.g. alcopops taxes reduced consumption amongst young people, both males and females



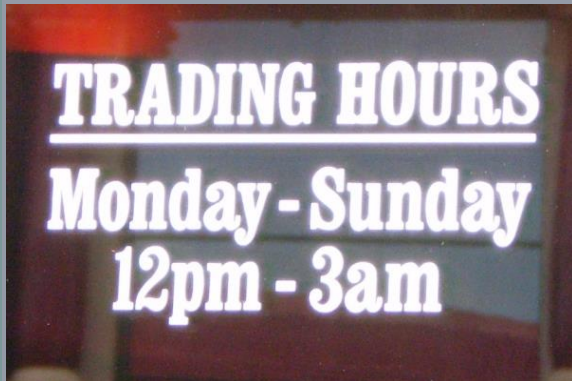
Apparent Consumption of Pure Alcohol, per capita(a) - Year ended 30 June 2008 to 2013



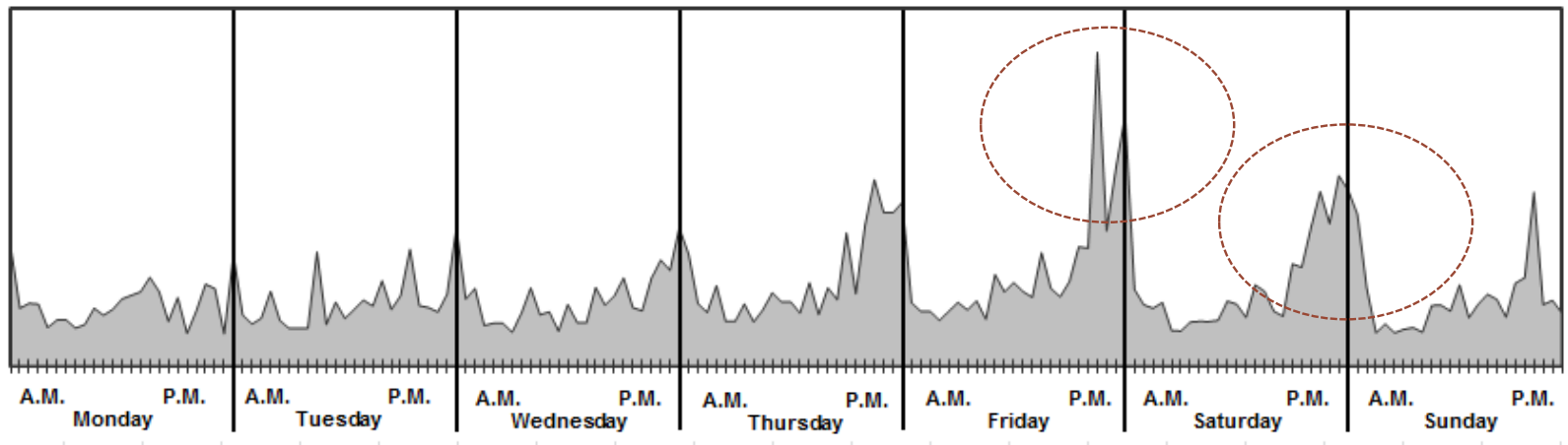
Source ABS Apparent Consumption of Alcohol



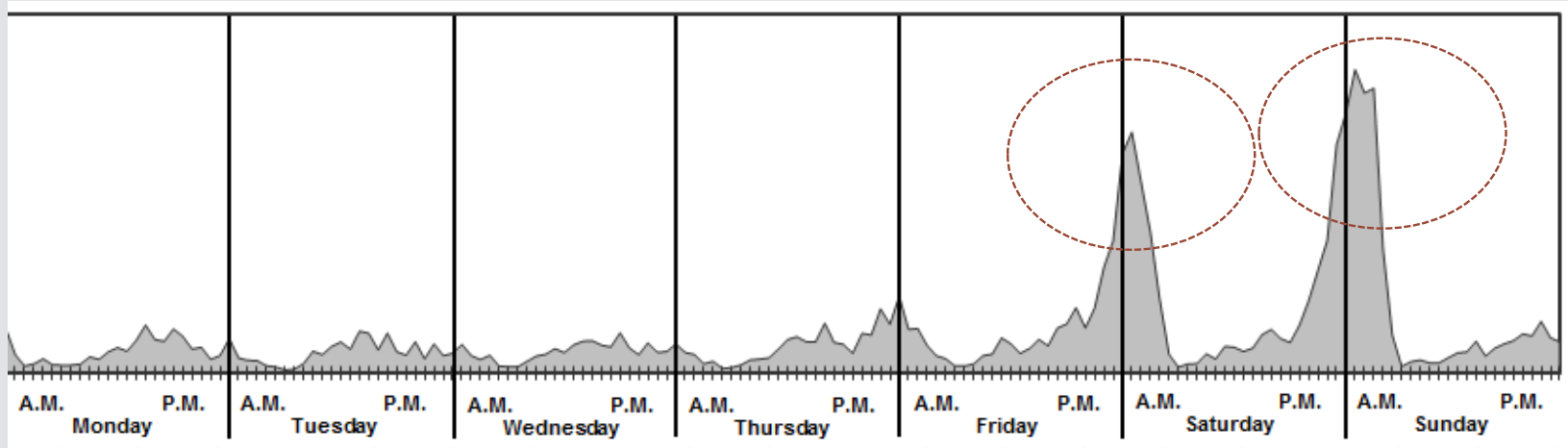
Trading hours:



- Assaults and other issues most likely to take place after 12am, particularly after 3am
- Later trading hours shift issues into the early morning which has implications for emergency services
- Evidence that heavy drinkers more likely to take advantage of longer trading hours
- Staggered trading hours may encourage 'bar hopping' on the one hand but improve patron dispersal at closing times
- Victoria has implemented a 'freeze on late night venues' in inner city areas of Melbourne, Stonnington, Port Phillip and Yarra – initiated in 2009 and extended to 2015
- Research has shown that alcohol involvement in road crashes and fatalities is significantly higher in high alcohol hours 38% compared with 4%
- Trading hours of proximate licensed premises also a determinant i.e. late bottle shops near nightclubs contribute to 'pre-loading' and increased drunkenness



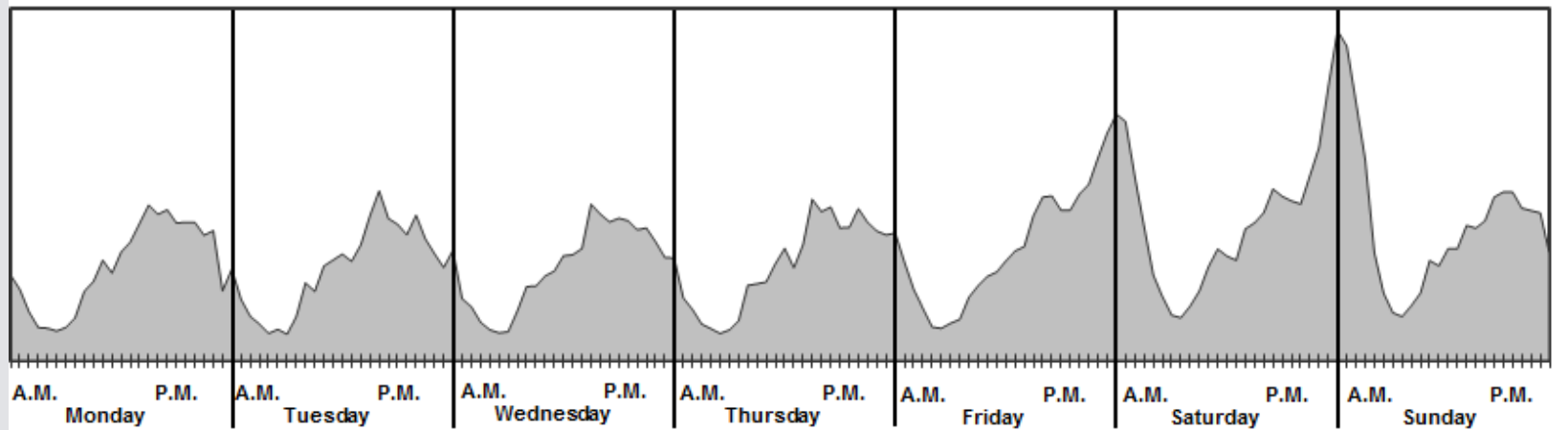
Regulated public order offences (VicPol)



Behaviour in Public offences (VicPol)



Assault offences (VicPol)



Advertising and exposure



- Particularly risky for young people – greater exposure has a direct correlation with early onset of drinking and risky drinking amongst young people
- Not just through formal advertisements that are controlled through the planning scheme but through ‘information’ in the form of signage, posters
- Location along major arterials, particularly for ‘big box’ outlets may contribute to impulse buying

Patron numbers



- Patron numbers determined by:
 - Maximum number in venue at any time
 - Gross patron numbers of all licensed premises in entertainment precinct
- Internal patron numbers can influence potential for crowding which can lead to aggressive behaviour
- Gross patron numbers can determine demand for public transport, dispersal, amenity impacts such as noise
- Venues with a maximum number of 100 considered to pose the lowest risk and those with a maximum of 200+ considered to pose the highest risk
- Must consider patron turnover when assessing impact in entertainment precincts



2. License type, mix and concentration

Licence type and harms:

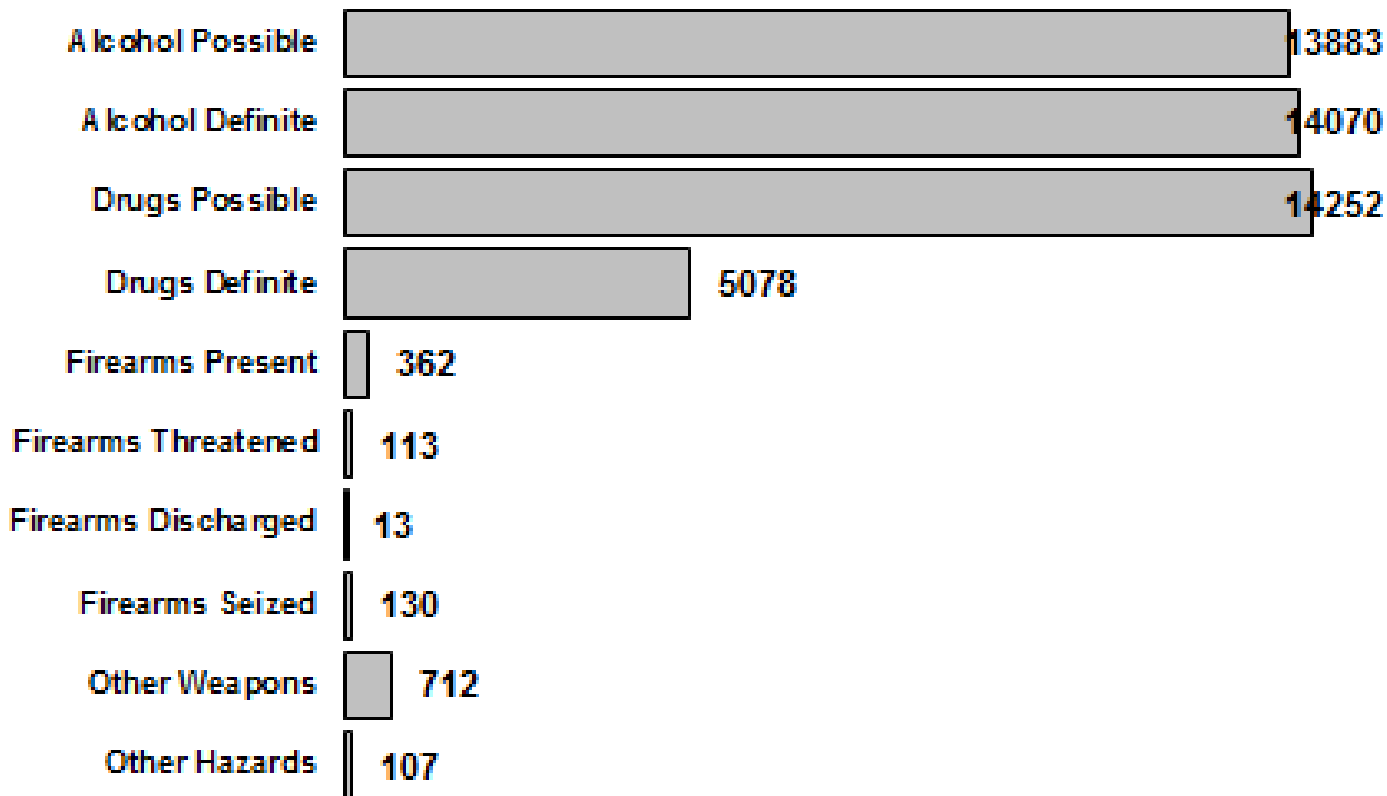


Venues where consumption of alcohol main activity

- E.g. nightclubs and hotels
- Large, late night and limited serving of food
- Impacts include assaults, anti-social behaviour, noise and other amenity impacts

Alcohol purchased - consumption off premises

- E.g. bottle shops, big box liquor outlets
- Sale of alcohol at discounted prices, alcohol consumed in unsupervised and unmanaged environments
- Impacts mainly domestic violence, litter



Note: Includes multiple hazards.

Hazard factors present at family incidents 2012/13 (VicPol)

Licence mix and harms



- Positive synergies include:
 - BYO and restaurants and cafes
- Risky synergies include:
 - Bottle shops/hotels and nightclubs, especially late night



Packaged liquor store

Nightclub

Licence mix and harms



- Cumulative impacts would be different because of interrelationship:
 - Concentration of large late night nightclubs and hotels can cause cumulative impacts such as amenity, safety and security;
 - Concentration of late night bottle shops and nightclubs can result in preloading;
 - Concentration of nightclubs can result in blank facades during the day

BUT

- Concentration of small restaurants and cafes, and BYOs can stimulate late night economy and activate street frontages, both during the day and at night

Licence concentration and harms



- Concentration of licensed venues and harms:
 - Main determinant of cumulative impact:
 - ✦ “whole is greater than the sum of the parts”
 - ✦ Total impact of issues such as noise, anti-social behaviour, demand for services and facilities
 - Can result in patron dispersal issues which affect real and perceived safety and amenity
 - BUT also associated with agglomeration economies:
 - ✦ Management
 - ✦ Maintenance and cleaning
 - ✦ Emergency services
 - ✦ Public transport

PN 61

1

IMPASSABLE PHYSICAL BARRIERS

These licensed premises are separated from the subject land by an impassable river, so should not be used when determining the cumulative impact assessment area.

2

CUMULATIVE IMPACT ASSESSMENT AREA

The area to be included in a cumulative impact assessment would normally be all land within a 500m radius of the subject land, however in this example the area has been modified to take into account:

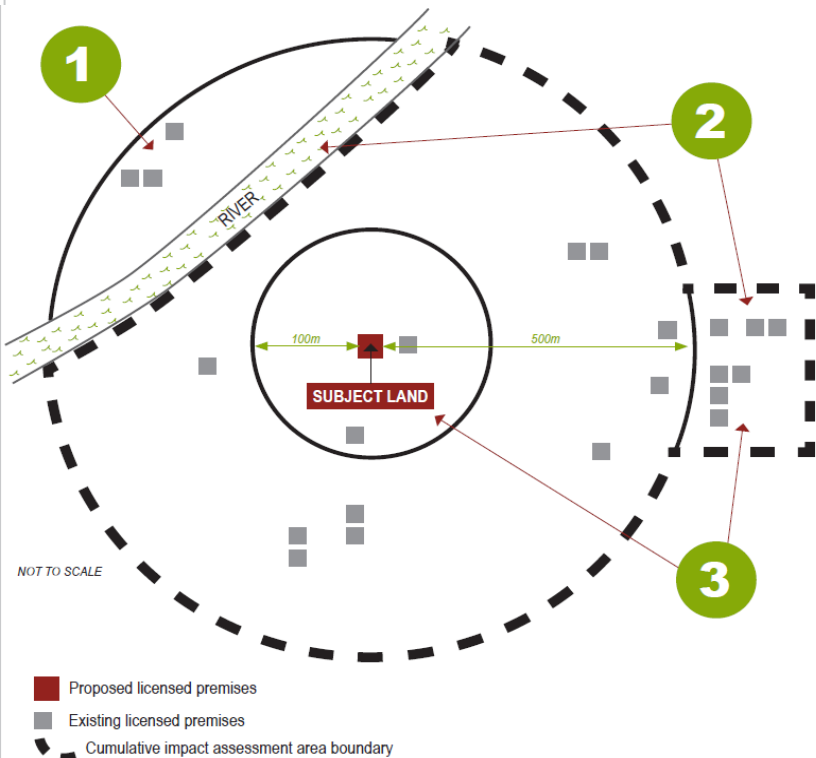
1. an impassable river
2. a nearby cluster of licensed premises that are clearly relevant when assessing cumulative impact.

3

CLUSTER

In this example there is a cluster because:

1. there are three licensed premises (including the proposed premises) within a 100m radius of the subject land, and
2. there are 20 licensed premises (including the proposed premises) in the cumulative impact assessment area.



- Practice Note 61:
 - 3 venues within 100m
 - 15 venues within 500m



3. Venue design and management

3. Venue design and management



- Poor management can lead to:
 - Inefficient patron dispersal
 - Inadequate monitoring of risky behaviour
 - Aggression
- Activity mix can determine:
 - Patron profile
 - Opportunities to engage in non-drinking activities
 - Availability of food which is a protective factor






4. Design of the public realm

Design of the public realm



- Good urban design can facilitate:
 - Patron dispersal e.g. footpaths
 - Patron comfort e.g. seating areas, bus shelters
 - Safety and security e.g. laneways and bridges, natural surveillance, lighting, landscaping
 - Access to services and amenities such as public transport, toilets, taxi ranks e.g. wayfinding signage, car parking areas





5. Sensitive uses and vulnerable groups

5. Sensitive uses and vulnerable groups



- Alcohol-related harms concentrated amongst:
 - Young people
 - Males
 - People experiencing social and economic disadvantage
- Maximise distance between bottle shops from concentrations of disadvantage and young people



Local government control and management over licensed premises

Strategic planning

- **Local planning policy framework**
- **Structure and master plans**

Statutory planning

- **Applications for planning permits (Clause 52.27)**

Urban design

- Real and perceived safety and amenity of the public realm
- Access to services and facilities

Regulation and enforcement

- Local laws (waste management, amenity, footpath trading)

Impact assessment

- Impact assessment toolkits
- Comments on applications for liquor licences

Research

- Impacts and strategies

Advocacy

- National and state legislation and policy

Collaboration

- Liquor accords
- Sharing information



An expensive drink?
Drink alcohol in public and
you risk up to a \$1000 fine



GREATER
DANDENONG
City of Opportunity



VICTORIA POLICE

Local Law No 2 Clause 35 2005

CO

Role of urban planning



- **Planning and Environment Act 1987 objectives**
 - Secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors
- **Focus on the built environment**
 - Urban design
 - Mix and location of land uses
 - Proximity of public transport

Scope of planning



Statutory planning

- Clause 52.27 of the Planning Scheme/Victoria Planning Provisions
- To ensure that licensed premises are situated in appropriate locations
- To ensure that cumulative impact of licensed premises in amenity is considered

Strategic planning

- To guide mix, type, concentration and management of licensed premises and entertainment precincts
- Through:
 - Structure plans
 - Precinct structure plans
 - Local planning policies
 - Alcohol management plans



CASE STUDIES

Case studies



City of Whittlesea – Epping Central Structural Plan

- Literature review and background report identified best practice principles
- Included in Structure Plan in the entertainment section guiding mix, location, management, patron size, operating hours, access to other activities

City of Maroondah – Alcohol Management Plan

- Best practice principles have led to preparation of local planning policy to be included in Planning Scheme
- Establishment of liquor accord

Case Studies:



- **Melton City Council – Impact Assessment Tool**
 - Literature review and background report led to preparation of assessment tool which guides social impact assessment
- **City of Casey – Impact Assessment of Packaged Liquor**
 - Preparation of toolkit to supplement Practice Note 61 to guide assessment of packaged liquor
- **City of Port Phillip – Saturation/density and activity centres**
 - Best practice guidelines to assist in assessing saturation and guide mix in activity centres



- **Saturation**

- Research into determinants of alcohol harm in Prahran identified risk factors:
 - ✦ Trading hours beyond 1am
 - ✦ Patron size greater than 200
 - ✦ Venue type being hotels, bars and nightclubs
- Imposed a saturation policy:
 - ✦ Maximum number of 50 of these types of venues
 - ✦ No more planning permits to allow trading after 1am, patrons greater than 200




South- East Melbourne Councils




- **Packaged Liquor Research**

- Consortium between Cities of Frankston, Casey, Greater Dandenong and Kingston and Shires of Bass Coast, Cardinia and Mornington Peninsula
- Particularly high density of packaged liquor, and big box liquor outlets
- Growth areas
- Research into social, health and economic impacts of packaged liquor on the community
- Collaboration with Victoria Police, VCGLR, Turning Point and Ambulance Victoria to obtain evidence



Inner Melbourne Action Plan (IMAP)

- 
- Collaborative partnership between inner cities of Melbourne, Yarra, Stonnington, Port Phillip and Maribyrnong
 - Purpose of partnerships to enhance liveability, attraction and prosperity of the region which functions as a significant entertainment precinct
 - Part of the mandate is to enhance economic and social sustainability of activity centres through:
 - Improving safety and amenity
 - Increasing access to public transport
 - Sharing information
 - Guiding impact assessment
 - Addressing conflicts between residential and entertainment uses

Role of impact assessment



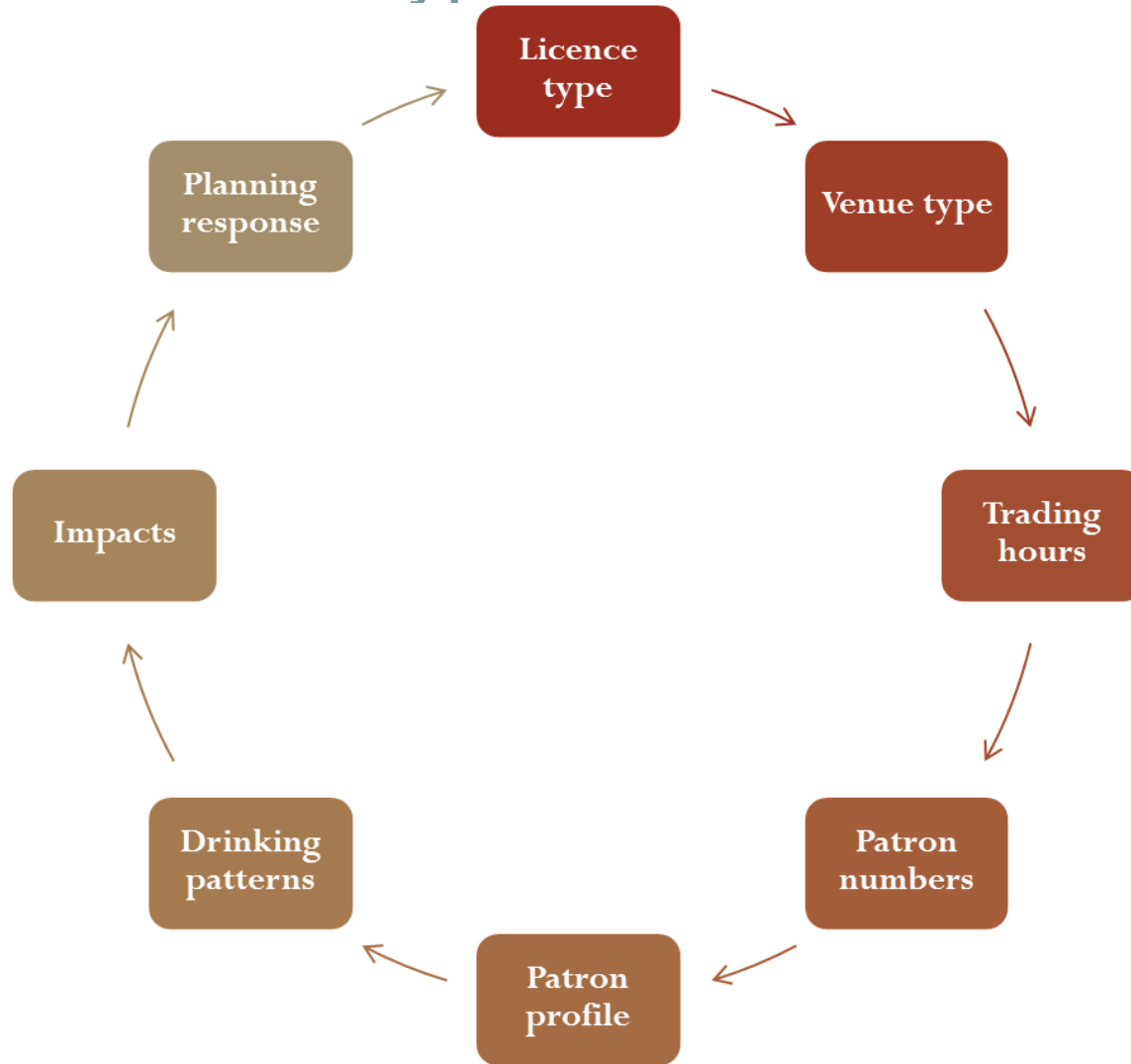
- Supports:
 - Principles of Planning and Environment Act 1987 consideration of social, economic and environmental impacts
 - Clause 52.27 consideration of cumulative impact on amenity
- Clearly articulate non-quantifiable impacts relating to people's health and wellbeing, values, way of life
- Integrate social and land use considerations
- Apply precautionary principle which is part of the Health and Wellbeing Act 2008 *If a public health risk poses a serious threat, a lack of scientific certainty ought not postpone preventative or control measures to contain the risk;*
- Support decision-making and submissions through a strong, robust and defensible evidence base
- Identify appropriate mitigation measures and conditions which can be included in a planning permit

Potential enhanced role of local government in managing licensed premises



- Evidence and research
 - Location, density, type, mix, design of licensed venues and entertainment precincts
 - Ways to overcome policy tensions, particularly in activity centres
- Urban planning
 - Stronger influence if there is a planning policy incorporated into the Planning Scheme
 - Stronger guidance through alcohol management plans through best practice
 - Dedicate research and section on licensed venues in structure plans, precinct structure plans

Focus on venue type rather than licence type





- **Capacity building:**

- Diversify activities to increase access to those that do not include purchase and consumption of alcohol

- **Leadership**

- Good Sports Programs (Australian Drug Foundation)
- Management of alcohol on council owned land
- Serving of alcohol at council events



- **Collaboration**

- Encourage and facilitate establishment of liquor accords
- Adjoining and other local governments
- Research and academic institutions

- **Regulation:**

- Strict adherence to planning permit conditions
- Careful consideration of drinking in public regulations



ADVOCACY

Advocacy – where to from here



- Amendments to Planning and Environment Act 1987 to incorporate health as one of the objectives, particularly as this is articulated in the new Planning Policy Framework and greater guidance on concept of ‘amenity’
- Amendments to Practice Note 61 to make it more relevant to assessment of packaged liquor
- Changes to Liquor Control Reform Act 1998 to provide Councils with more time to comment on liquor licences
- National policy relating to minimum unit pricing, increased taxation
- Retention of freeze on late night venues and potential expansion
- Introduction of ‘late night levy’ or ‘vomit tax’ where late night venues contribute to costs of maintaining and cleaning entertainment precincts
- Access to information – volumetric sales, last point of consumption, local government data

Challenges



- “One size fits all” approach of Practice Note 61
 - Not relevant to assessment of packaged and general liquor licences where the assessment threshold/catchment is far greater than 500m
- Policy tensions in activity centres:
 - Strive to maximise social and economic sustainability and mix of land uses
 - Brings inevitable policy tensions between facilitating certain land uses and activities and protecting amenity of medium and high density residential component
 - Can be achieved through good urban design, designation of appropriate licensed premises, trading hours, public transport, design of venues, management and maintenance schedules, liquor accords

Resources:



- Victorian Commission for Liquor and Gambling Regulation – map of existing licensed venues
- Turning Point – rate of hospital admissions, accidents, density, ambulance attendances
- Department of Health Local Government Datasets – rate of alcohol-related issues per capita
- Australian Bureau of Statistics – alcohol consumption patterns